IMPLEMENTATION PLAN FOR THE NATIONAL PARTNERSHIP AGREEMENT ON REMOTE SERVICE DELIVERY BETWEEN THE COMMONWEALTH OF AUSTRALIA AND QUEENSLAND

PRELIMINARIES

1.   The Commonwealth and Queensland Governments (the Governments) signed the National Partnership Agreement on Remote Service Delivery (the Agreement) in January 2009. The Agreement contributes to the COAG Closing the Gap targets listed in the National Indigenous Reform Agreement.

2.   The Agreement was established to implement a new remote service delivery model that clearly identifies service standards, roles and responsibilities and service delivery parameters to ensure Indigenous Australians living in remote communities receive and actively participate in a full range of government services.

3.   The Governments note that this Agreement will be implemented initially in the priority locations of Mornington Island, Doomadgee, Hope Vale and Aurukun together with continuing work in Mossman Gorge and Coen, which are part of the Cape York welfare reform trial.

4.   The actions under this implementation plan will be undertaken in accordance with the *Service Delivery Principles for Programs and Services for Indigenous Australians* (Schedule C of the Agreement) and the *National principles for investments in remote locations* (Schedule A of the Agreement).

5.   The Governments will develop a process for implementing the roll out of investment in any additional locations that is consistent with the principles outlined in the *Principles taken into account in deciding sequencing* (Schedule B of the Agreement).

6.   The Governments agree to pursue changes to communally held Indigenous land tenure and administration arrangements to support maximum economic development, improved housing (including private housing) and commercial investment. Land reform will be pursued as a priority in the identified communities. The Queensland Government will provide the land tenure component of each annual Status Report required under the Remote Indigenous Housing NPA to the governance structure referred to in Clause 17.

7.   Where the Commonwealth is to provide substantial funding for the construction or major upgrade of fixed assets under this partnership, that investment is required to be underpinned by long term secure tenure (a period of 40 years government access and control will ordinarily be required) and the Queensland Government will ensure any applicable process required by the Native Title Act has been followed.

8.	In the identified communities the Governments have agreed that actions under the Agreement, together with other relevant COAG initiatives, will contribute to:
- Improving access to a full range of integrated and co-ordinated services (including health, education, employment and other government services)
- Improving governance and leadership within the communities and Indigenous community organisations
- Increasing economic and social participation, and promoting personal responsibility, engagement and behaviours consistent with social norms.

9.	The Governments acknowledge that they will need to work with identified communities, non-government organisations, the business and corporate sector and all levels of government in an effort to close the gap on Indigenous disadvantage.

10.	The Governments are committed to working with the identified communities to find new ways and new solutions at the local level. To this end, the Agreement includes initiatives and approaches that strengthen engagement with Indigenous people and other stakeholders in the identified communities.

11.	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 service delivery for Indigenous people and to contribute to progress against closing the gap.

12.	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 in the identified communities.

13.	The Governments will finalise the cost of outputs under this Implementation Plan, consistent with the Agreement's financial arrangements, by 30 November 2009.

14.	In line with the Remote Service Delivery National Partnership Agreement, clear statements of expenditure under the National Partnership in each location will be presented by the Commonwealth and Queensland Government 12 months after this Implementation Plan has been agreed.

TERM OF THE IMPLEMENTATION PLAN

15.	The term of this Implementation Plan will be from the date that both parties sign the Plan until 30 June 2014. The Plan may be extended beyond this date with the agreement of both parties.

16.	The Implementation Plan will be reviewed on an annual basis to ensure its continuing relevance to the requirements of the Agreement and to the COAG reform agenda.

GOVERNANCE ARRANGEMENTS

17.	The Governments agree that a Working Group will be established as part of the Queensland COAG overarching governance arrangement

contained in the *National Indigenous Reform Agreement Bilateral Business Plan*.

18. The Working Group will:
   - develop an action plan for the rollout of the strategies outlined in this implementation plan;
   - 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

19. The Governments agree that, where possible, joint consideration is required prior to any public statement or public event in relation to the Agreement. Where appropriate, this should occur through a joint Governments announcement/event with the appropriate level of representation.

20. This implementation plan will be available in the public domain.

IMPLEMENTATION

21. The objectives and outcomes of the Remote Service Delivery National Partnership Agreement will be achieved through the outputs and actions set out in the following tables

Output 1: Community engagement		
		4

What are we trying to do? (Purpose)	**Commonwealth and State/Territory Investment: $**	
1. To engage and work with community members on the implementation of the NP in identified RSD locations and the development of local implementation plans to improve physical access, cultural accessibility to programs, and programs to meet identified needs and priorities within identified communities.	To be finalised by 30 November 2009.	
2. To improve the level of governance and leadership within Indigenous identified communities.		
3. To improve the access of Indigenous families to a full range of suitable and culturally inclusive services, including through strengthened interpreter/translation services (Also see Output 3).		
4. Increase economic and social participation wherever possible, and promote personal responsibility, engagement and behaviours consistent with positive social norms.		

What we will do (Strategies):	**Who will do it? (Roles and Responsibilities)**	**How long will it take? (Timeframe)**
1. Engagement: a) Engage and work with Indigenous people and other stakeholders in identified communities as follows: § meet with mayors and CEOs of agreed RSD locations to inform them of the rationale behind the reforms, implications and opportunities; § develop and implement a comprehensive place-based engagement strategy incorporating community information and formal consultation where appropriate regarding (a) the objectives and processes of the RSD and (b) the development, implementation and monitoring of Local Implementation Plans (LIPs). The strategy will initially draw on existing engagement mechanisms, for example Local Implementation Committees and Negotiation Tables, where appropriate. The ongoing mechanisms for engagement will emerge through the analysis of the baseline mapping to be completed by November 2009 (see Output 2).	Joint Commonwealth and Queensland responsibility	As soon as agreement is finalised, and ongoing over the term of the LIP
b) Develop a communications strategy to ensure stakeholders outside identified communities are aware of and understand the new approach.	Joint Commonwealth and Queensland responsibility	August 2009
2. Community governance and leadership: a) Identify training needs for leadership skills for individuals around which communities and social groupings can organise.	Joint Commonwealth and Queensland responsibility	As part of the LIP process

b) Implement a program of leadership training and capacity development which: § incorporates effective existing training programs, enhanced programs and where necessary new programs; and § identifies targets for number of training programs to be delivered and number of people to participate in training programs.	Joint Commonwealth and Queensland responsibility	Ongoing over the life of the agreement.
3. Facilitate effective engagement with Indigenous people and service providers through communications designed to ensure mutual understanding: a) participate in the development of the national framework for the effective supply and use of Indigenous language interpreters and translators (both technical and non-technical), including protocols for the use of interpreters and translators.	The Commonwealth, in consultation with Queensland	Ongoing during the development of the national framework
b) Provide interpreter/translation services in the identified communities consistent with the national framework (see Output 3) and appropriate to local needs, which ensures the intent and substance of communications between the community and governments is clear and understood.	The Commonwealth and Queensland	Ongoing over the life of the agreement.
4. Encourage behaviours which are consistent with positive social norms, and which facilitate economic and wider social participation, through: • Working with the identified communities to identify behaviours inconsistent with positive social norms which are of concern to them • Developing strategies in partnership with the identified communities to address these behaviours.	ROC in conjunction with the single government interface	Ongoing over the life of the agreement.

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

Engagement
• Meetings held with Mayors and CEOs of priority locations.
• Local Indigenous people participate in the development and implementation of Local Implementation Plans.

Governance and leadership
• Assessment of community leadership and training needs undertaken.
• Program of leadership training meets performance targets
• Training program evaluations meet performance requirements

Translation services
• National framework accommodates the needs of Indigenous Queenslanders
• Protocols for the use of interpreters and translators in Queensland are developed and embedded across agencies
• Indigenous families have improved understanding of services and increased confidence in using them
• Quality and quantity of interpreter and translation services meets local needs

Positive behaviours
• The strategy to address behaviours inconsistent with positive social norms which are of concern to the identified community is included in the Local Implementation Plan

Output 2: Baseline mapping and analysis (identification of gaps in priority local infrastructure)		
What are we trying to do? (Purpose) 1. To determine the current social and economic indicators, government investments, services and service gaps to provide benchmarks to measure progress against the targets in the Local Implementation Plans. 2. To ensure the baseline mapping effectively informs the development of the Local Implementation Plans.	**Commonwealth and State/Territory Investment: $** To be finalised by 30 November 2009.	
What we will do (Strategies):	**Who will do it? (Roles and Responsibilities)**	**How long will it take? (Timeframe)**
1. Baseline mapping: a) Identify local baseline mapping information for collection across all 26 identified communities nationally.	The Commonwealth in consultation with Queensland	June 2009
b) Agree the additional data elements to be collected in identified communities, the data collection methodology and the timeframe for initial and subsequent data collection.	The Commonwealth and Queensland	June 2009

c) Undertake baseline mapping, building and maintaining the evidence base, and monitoring the evaluation in identified communities, including:
    § Current government expenditure/investment in each selected location, encompassing existing service delivery and supporting infrastructure (service mapping).
    § Existing community networks and decision making processes as the basis for establishing legitimate Indigenous community governance structures and decision making processes; and
    § An evidence base to facilitate the measuring of performance against clearly defined targets and standards that cut across agencies and levels of government.
	The Commonwealth in consultation with the Queensland Government	October 2009

d) develop agreed mechanisms to validate data	The Commonwealth and Queensland	October 2009

2. Analyse the baseline mapping information to identify:
  • gaps in services
  • local infrastructure requirements to support services
  • areas where outcomes are poor and require targeted action
  • most effective community structures and organisations to involve in engagement strategies.
	The Commonwealth and Queensland	November 2009

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

- National baseline information requirements identified and provided to Queensland in a timely manner
- Baseline mapping reports for all identified communities provided to Queensland
- An analysis of programs, services and infrastructure undertaken in each of the identified communities.
- Service and infrastructure gaps are identified, prioritised and agreed.
- The most effective community structures and organisations to be involved in engagement strategies are identified and agreed.

Output 3: Integrated service planning and delivery methodology and improved service design and delivery

What are we trying to do? (Purpose)	Commonwealth and State/Territory Investment: $
1. Raise the standard and range of services delivered to Indigenous people in identified communities to be broadly comparable to that in non-Indigenous communities of similar size, location and need elsewhere in Australia (See Output 1 also). 2. Improve the level of corporate governance of Indigenous community organisations (including leadership) and ensure community organisations delivering government services meet relevant legislative requirements and are accountable to their constituents and funding bodies. 3. Enable the development of commercial properties and service hubs.	To be finalised by 30 November 2009.

What we will do (Strategies):	Who will do it? (Roles and Responsibilities)	How long will it take? (Timeframe)
1. Deliver the appropriate range and level of quality services that target and effect positive and sustained social and economic improvement, through:		

a) the development of service planning and delivery methodologies and best practice, including:
      § Increased and improved coordination and Integration models;
      § Service matrix approach to provider options (eg NGOs, local councils, etc)
      § Incorporating Best Practice in service design and delivery;
      § Ensuring decisions are underpinned and informed by evidence;
      § Ensuring services are culturally informed.
	The Commonwealth and Queensland	ongoing

b) the alignment of Commonwealth and Queensland service planning and delivery reform strategies and methodologies, where appropriate, to facilitate coordinated and integrated services	The Commonwealth and Queensland	ongoing
c) the alignment of both existing and new services with the Service Delivery principles (Schedule C of the National Indigenous Reform Agreement) to ensure an appropriate range and level of quality services is delivered	Staff located in the ROC will be responsible for recommending and/or introducing improvements to the design and delivery of programs and services in the identified communities.	- Initial assessment of existing services as part of the LIP development - Ongoing assessment of new service proposals during the term of the LIP

	d)	review the standard and range of services in comparable Indigenous and non-Indigenous communities	The Commonwealth and Queensland	October 2009
	e)	develop a national framework for the effective supply and use of Indigenous language interpreters and translators (both technical and non-technical), including protocols for the use of interpreters and translators.	The Commonwealth	
2.		Community organisation capacity development:		
	a)	identify capacity development needs for Indigenous community organisations (e.g. training in leadership, financial management and administration)	Joint Commonwealth and Queensland responsibility	As part of the baseline mapping analysis
	b)	implement a program of community organisation training and capacity development which incorporates effective existing training courses, enhanced courses and where necessary new courses for existing and potential members of governing bodies in identified communities which identifies number of training programs to be delivered and number of people participating in programs	Joint Commonwealth and Queensland responsibility	Ongoing over the life of the agreement
	c)	provide technical support and funding to establish and maintain appropriate structures and capacity for corporate governance where appropriate.	Joint Commonwealth and Queensland responsibility	As required
3.		Consistent with the commitments in the Remote Indigenous Housing National Partnership in relation to housing, develop a strategy and project plan for changing land tenure and administration arrangements in identified RSD locations to enable the development of commercial properties and service hubs, e.g. • Town plans compliant with the *Integrated Planning Act 2009*; • basic surveying; • assistance where needed with development assessment and approval, and • where applicable, Indigenous Land Use Agreements.	Queensland	October 2009

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

Service delivery
• Report on the agreed service planning and delivery methodologies jointly produced
• Report on initial assessment of service alignment with COAG service delivery principles produced
• National Framework for the effective supply and use of Indigenous language interpreters and translators (both technical and non-technical), including protocols for the use of interpreters and translators provided to Queensland.

Community organisation capacity development
• Assessment of community capacity development needs undertaken.
• Community organisation training program meets performance targets
• Training program evaluations meet performance requirements
• Proportion of Indigenous organisations that meet relevant legislative and acquittal requirements

Land Tenure
• Commercial property and service hub development occurs in a timely manner.

Output 4: Integrated service coordination and governance mechanisms (agreed processes and structures for governments to plan and deliver integrated services, and to support the development and implementation of Local Implementation Plans)		
What are we trying to do? (Purpose) 1. To provide simpler access and better coordinated government services for Indigenous people in identified communities. 2. To provide a base for coordination of whole of government operations within a specified region. 3. To establish an appropriate jurisdiction-wide coordination mechanism for remote service delivery that will cut through red tape and ensure that services are delivered in accordance with performance and accountability requirements. 4. To ensure that all government employees involved with identified communities have been trained appropriately.	**Commonwealth and State/Territory Investment: $** To be finalised by 30 November 2009.	
What we will do (Strategies):	**Who will do it? (Roles and Responsibilities)**	**How long will it take? (Timeframe)**
1. Establish joint single government interfaces in the identified communities to ensure a single voice and single point of contact for identified communities regarding the coordination and delivery of government services and to coordinate service delivery commitments made by governments under the RSDNP.	Queensland and the Commonwealth	by November 2009
2. Establish Regional Operations Centres, supported by locally based staff from Queensland and Commonwealth agencies. Regional Operations Centres will work across government, with local Indigenous people and other stakeholders to develop Local Implementation Plans and ensure that they are implemented in a timely and accountable way.	Queensland and the Commonwealth	by October 2009
3. Develop appropriate overarching governance and coordination mechanisms to facilitate problem solving as well as to ensure that the development and implementation of service delivery, including service plans, proceeds smoothly. Such mechanisms will take into account the newly established Commonwealth position of Coordinator-General for Remote Indigenous Services.	The Commonwealth and Queensland	June 2009

4. Deliver cultural competency measures e.g.
 	
  a) drawing on the national research capacity, develop an appropriate cultural competency training package for government employees in Queensland
 	
  b) deliver cultural competency measures to employees involved with identified communities
 	
  c) develop and implement induction package for all new government and NGO employees.
	The Commonwealth and Queensland
	
	Each Government is responsible for ensuring that staff are appropriately trained.
		June 2009
		
		Ongoing over the life of the agreement

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

Single government interface
- effective coordination of service delivery commitments under the RSD
- Improved community engagement with government services

Regional Operations Centres
- Structure, staffing levels, roles and responsibilities and operational processes agreed.
- ROCs established
- Local Implementation Plans are developed and implemented in a timely and accountable way

Coordination mechanism
- Governance arrangements facilitate problem solving

Cultural competency
- All government employees involved with identified communities are culturally competent.

Output 5: Local implementation plans

What are we trying to do? (Purpose)	Commonwealth and State/Territory Investment: $
1. To give effect at the local level to the commitments made in the Remote Service Delivery NP and provide a vehicle for the implementation and monitoring of commitments in the identified communities under the National Indigenous Reform Agreement and related COAG agreements. 2. Ensure local Indigenous people are provided with employment opportunities associated with investments in identified communities.	To be finalised by 30 November 2009.

What we will do (Strategies):	Who will do it? (Roles and Responsibilities)	How long will it take? (Timeframe)
1. Local Implementation Plans:		
a) agree on Local Implementation Plan processes and templates.	The Commonwealth and Queensland.	June 2009
b) identify commitments under the RSD, NIRA and related COAG agreements that are relevant to each identified location to be included in the Local Implementation Plans	The Commonwealth and Queensland.	October 2009
c) develop LIP in consultation with stakeholders in identified communities (as identified in Output 1)	ROC in conjunction with the single government interface	Local Implementation Plans commence in October 2009 and completed by February 2010
2. Indigenous employment opportunities: Consolidate and coordinate place-based Indigenous workforce and training strategies for each identified community arising from other COAG agreements and incorporate it in the Local Implementation Plan	ROCs	February 2010

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

Local Implementation Plans
* Key stakeholders are identified and engaged and have ownership of the LIPs
* LIPs provide an effective mechanism for implementing the COAG agenda in the identified communities

Indigenous employment opportunities
* Indigenous training and workforce strategies implemented.

Output 6: Reporting and shared best practice		
13		

What are we trying to do? (Purpose)	Commonwealth and State/Territory Investment: $	
1. Meet reporting commitments under this National partnership, including ensuring they comply with the requirements of Schedule C to the Intergovernmental Agreement on Federal Financial Relations. 2. To ensure ongoing commitment to continuous improvement in service delivery to Indigenous people.	To be finalised by 30 November 2009.	

What we will do (Strategies):	Who will do it? (Roles and Responsibilities)	How long will it take? (Timeframe)
1. Reporting:		
a) report annually to COAG on the implementation of the NP Agreement	The Commonwealth will report in consultation with Queensland	Annually
b) provide a progress report of <u>Commonwealth activities to Queensland</u> after six months and then every twelve months against the performance indicators for this plan, completed baseline mapping and timelines, and Local Implementation Plans	The Commonwealth	Within one month of the end of the relevant period
c) provide a report card first after six months and then every twelve months <u>to the Commonwealth</u> against the performance indicators for this plan, completed baseline mapping and timelines, and Local Implementation Plans	Queensland will report in consultation with the Commonwealth	Within two weeks of receiving the progress report
d) provide an annual evaluation report on the ongoing alignment with the COAG reform agenda	The Commonwealth and Queensland	Annually
e) provide clear statements of expenditure in each location presented by the Commonwealth and Queensland twelve months after commencing implementation.	The Commonwealth and Queensland	April 2010
2. Continuous improvement in service delivery:		
a) monitor the overall implementation of the Agreement, including the Bilateral Plan and Local Implementation Plans	The Commonwealth and Queensland	Ongoing
b) design mechanisms and tools for collecting and sharing best practice and improvement strategies	The Commonwealth and Queensland	Ongoing
c) participate in National Indigenous Clearinghouse collections of evidence to inform policy and service delivery for Indigenous Australians	The Commonwealth and Queensland	Ongoing
d) where appropriate, consider the integration of information provided by the National Indigenous	The Commonwealth and Queensland	Ongoing

Clearinghouse in policy and service delivery in Queensland.		
		14

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

- Reporting requirements are met within timeframes
- Information is shared between jurisdictions and with individual identified communities
- Recommendations of evaluation reports provide input into program and service design

Output 7: Risk management	
	15

What are we trying to do? (Purpose)	Commonwealth and State/Territory Investment: $
To manage the key risks to the effective implementation of the new approach to service delivery, which have been identified as: 1. base-line mapping information is not sufficient to adequately identify all areas for reform; 2. data collection and information management is not sufficient to monitor the causality of any change (e.g. due to other initiatives such as CYWR, or general trends); 3. Cape York Welfare Reform existing governance structures don't easily tie in with the RSD governance structure; 4. identified communities are not adequately engaged in the process of development and review; 5. The new requirement for fully co-ordinated and integrated services is not embedded across the Governments; 6. Agreed funding commitments prove insufficient to fully implement reforms in the identified communities; 7. Identified funding commitments prove insufficient to rollout reforms further and/or community expectations are not met.	(NB: Specific investment should not be required)

What we will do (Strategies):	Who will do it? (Roles and Responsibilities)	How long will it take? (Timeframe)
1. Baseline mapping: a) ensure Queensland input to the national baseline mapping design and data collection is appropriately incorporated	Commonwealth and Queensland	June 2009
b) form a data and reporting working group under the overarching Queensland COAG reform coordination group to ensure effective information management	Commonwealth and Queensland	June 2009
c) careful assessment of any additional information requirements identified during Local Implementation Plan development for consideration by the data and reporting working group	ROC in conjunction with the single government interface	October 2009
d) test the quality of the information provided by departments as part of the base-line mapping process through local and regional knowledge and investigate any discrepancies and inconsistencies.	ROC in conjunction with the single government interface	October 2009
2. Ensure baseline collects time series, historic and contextual data to assist in assessments of causality of changes	ROC	October 2009
3. Ensure the governance arrangements take into account the existing CYWR governance structures.	The Commonwealth and Queensland	June 2009

4.	Develop an engagement strategy which ensures: • each identified community understands and is supportive of the intent of the RSD reform; • all Government service providers embrace the intent of the reform and incorporate the goal of fully integrated and co-ordinated services into their planning processes.	The Commonwealth and Queensland	June 2009
5.	Government decision making processes will be reviewed to ensure integration and coordination of services is a key component in service delivery and design. The results of that review will be provided to the Coordinator General and the overarching Queensland COAG reform coordination group.	The Commonwealth and Queensland	November 2009
6.	Review expenditure against RSD outcomes and consider reallocation of committed funding or identification of additional funding where necessary.	The Commonwealth and Queensland	Ongoing
7.	Further rollout: a) develop a realistic process for roll out to additional locations (as specified in clause 4 of the Preliminaries)	The Commonwealth and Queensland	November 2009
	b) moderate stakeholder expectations of further rollout through clear communications strategies and consistent messages.	The Commonwealth and Queensland	Ongoing

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

• Baseline data is effectively validated on the ground in identified communities
• Data and information systems effectively support reporting requirements
• Coordination and governance arrangements operate effectively with the existing CYWR arrangements
• Stakeholders understand and embrace reforms
• Recommendations of the reviews of government decision making processes implemented
• Effective implementation of the commitments in the Local Implementation Plans
• Roll out to additional locations occurs as agreed