Appendix A: Resources for understanding partnership with First Nations people

Resources are grouped by common theme and listed in the same order that they are first presented in the Playbook.

Foundations of Partnership

Resource	Description	Where to find it
Australian Government Charter of Partnerships and Engagement: Good Practice Guidance (2024)	The Charter sets out principles for improving the way the APS puts people and business at the centre of policy, services and delivery. The Good Practice Guidance provides additional support on how to partner and engage effectively.	Charter of Partnerships and Engagement (apsreform.gov.au)
The Australian Public Service Framework for Engagement and Participation (2020)	A framework providing practical guidance for the APS to apply in all engagements.	APS framework for engagement and participation Department of Industry Science and Resources
Working with complexity: Community engagement and the Murdi Paaki COAG Trial 2002-2007 Wendy Jarvie and Jenny Stewart	Murdi Paaki COAG Trial is a case study with valuable lessons on government partnering with First Nations community. Focuses on tailoring flexible Commonwealth and State government support to Indigenous communities and working within a framework of shared responsibility, where the policy context is considered to be complex, conflicted and multi-layered.	Working with Complexity: Community Engagement and the Murdi Paaki COAG Trial 2002–2007 - Jarvie - 2011 - Australian Journal of Public Administration - Wiley Online Library
Regional Partnership Agreement between the Murdi Paaki Regional Assembly, the Commonwealth Government and NSW Government	The Partnership Agreement outlines the terms for Murdi Paaki Regional Assembly to the regional governance and engagement forum for Aboriginal people in the Murdi Paaki Region, and the role of Commonwealth, State and Local governments.	Document (24).pdf (mpra.com.au)
Evaluation of the Murdi Paaki COAG Trial Draft Report 1 1 September 2006 Prepared for the Office of Indigenous Policy Coordination by Urbis Keys Young	This evaluation of the Murdi Paaki COAG trial provides a good overview of how the trial worked, and the lessons to take from the approach.	Microsoft Word - MP Final Report 30 August.doc (mpra.com.au)
A Red Tape Evaluation in Selected Indigenous Communities May 2006 Morgan Disney & Associates	This evaluation of the administrative burden of government funding programs on Indigenous organisations was undertaken between mid-2005 and	A red tape evaluation in selected indigenous communities : final report for the Office of Indigenous Policy Coordination / Morgan Disney & Associates - Trove

Resource	Description	Where to find it
	January 2006. The evaluation set out to establish the extent and nature of the administrative burden commonly known as 'red tape'.	
Synopsis Review of the COAG Trial Evaluations Morgan Disney & Associates	Provides an overview of the eight COAG Trials, including: Australian Capital Territory APY Lands (SA) Murdi Paaki (NSW) Shepparton (Vic) North Eastern Tasmania East Kimberly (WA) Wadeye (NT) Cape York (Qld)	Microsoft Word - COAG SynopsisReport281106.doc (dss.gov.au)
Whole of Government Indigenous Service Delivery Arrangements Australian National Audit Office	This audit focuses on how 4 key departments: Education; Science and Training (DEST); Employment and Workplace Relations (DEWR); Families, Community Services and Indigenous Affairs (FaCSIA); and Health and Ageing (DoHA) are implementing the Government's policy objective for Indigenous service delivery.	Whole of Government Indigenous Service Delivery Arrangements Australian National Audit Office (ANAO)
Haven't we been this way before? Evaluation and the Impediments to Policy Learning Jenny Stewart and Wendy Jarvie	Focuses on policy trial undertaken in Indigenous community development, with policy learnings, evaluation and identified impediments. The paper findings conclude that there is little systemic policy learnings despite significant implementation effort and quality evaluation.	Haven't We Been This Way Before? Evaluation and the Impediments to Policy Learning - Stewart - 2015 - Australian Journal of Public Administration - Wiley Online Library
Government tools must be used to give communities agency, not take it away Wendy Jarvie, Russell Ayres and Trish Mercer	Canberra Times article exploring Government attempts to deliver to local communities with different levels of success. Provides two successful examples – Indigenous Ranger Program (previously known as Working on Country) and Murdi Paaki – why these worked and what the Government needs to consider.	Government tools must be used to give communities agency, not take it away The Canberra Times Canberra, ACT
Rhetoric to reality: Devolving decision- making to Aboriginal communities	Rhetoric to reality is the final report of a research project completed as part of the core curriculum of the 2015 Executive Master of Public Administration (EMPA)	rhetoric-to-reality-report.pdf (anzsog.edu.au)

Resource	Description	Where to find it
NSW Aboriginal Affairs and Department of Education	of the Australia and New Zealand School of Government (ANZSOG). This report provides new and specific insights in response to the research question: How can the NSW public service shift its structural and attitudinal frameworks to support devolving decision-making to Aboriginal communities?	
Voice: A History of Representation ANTAR	Provides a history of select Aboriginal and Torres Strait Islander voice advisory bodies which were created with the intention to convey the voices, wishes and concerns of First nations peoples at a national level.	Voice! Factsheet (antar.org.au)
Nyiyanang wuunggalu! Indigenous insights into effective policy engagement and design Event Report AIATSIS	Nyiyanang wuunggalu! was AIATSIS' second symposium on Indigenous policy, held on 19–20 February 2020, at the National Portrait Gallery, Canberra. This symposium focused on effective policy engagement and design with Indigenous Australians and explored ways to develop policy in genuine partnership with Aboriginal and Torres Strait Islander communities.	aiatsis-nyiyanang-wuunggalu-symposium-report.pdf
The National Agreement on Closing the Gap	The Nationa Agreement on Closing the Gap, Priority Reform One and Clause 32 lay out strong partnership elements.	https://www.closingthegap.gov.au/national- agreement/national-agreement-closing-the-gap/6-priority- reform-areas/one
United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP)	The Declaration establishes a universal framework of minimum standards for the survival, dignity and wellbeing of the Indigenous Peoples of the world and it elaborates on existing human rights standards and fundamental freedoms as they apply to the specific situation of Indigenous Peoples.	UNDRIP E web.pdf

Accountable and Representative

Resource	Description	Where to find it
Australian Social Inclusion Board Governance models for location-based initiatives (2011)	A report focused on the key characteristics for good governance in location-based initiatives.	https://library.bsl.org.au/jspui/bitstream/1/2333/1/Governancemodelsforlocations.pdf
Multi-level Governance in Aboriginal Community Development: Structures, Processes and Skills for Working Across Boundaries. Wendy Jarvie & Jenny Stewart	Focuses on the structure, processes and skills that were deployed and developed in the Murdi Paaki region of western New South Wales, for both government and community partners. The paper focuses on how the trial focussed on achieving objectives in co-operative, non-hierarchical ways.	Multi-level Governance (anu.edu.au)
Aboriginal and Torres Strait Islander people – examples of advisory structures	Information on past and current advisory structures, including structures specifically intended to represent the views of Aboriginal and Torres Strait Islander peoples at a national level.	4. Examples of advisory structures – Parliament of Australia (aph.gov.au)
New South Wales Government Co-design toolkit: Working as equals in leadership, design and decision making	A practical online toolkit to support you to work in equal partnership and deliver service improvements that matter to the people who use them.	Co-design toolkit (nsw.gov.au)
Australian Institute of Aboriginal and Torres Strait Islander Studies: Engaging with Traditional Owners: Free, Prior and Informed Consent (2020)	A snapshot providing information on engaging with Aboriginal and Torres Strait Islander people, using the principles of Free, Prior and Informed Consent (FPIC) that recognise the critical decision-making role of Traditional Owners.	https://aiatsis.gov.au/sites/default/files/ research_pub/FPIC_Snapshot_2020.pdf
Community First Development: A First Nations Approach to Community Development (2020)	A framework to support people who are delivering community development work, developed by First Nations organisations.	https://www.communityfirstdevelopment.org.au/first-nations-approach-community-development

Flexible Funding

Resource	Description	Where to find it
IVAR: Towards more flexible funding: Practical ideas from open and trusting grant makers (2021)	A short paper from the United Kingdom about enabling more flexible funding.	https://www.ivar.org.uk/publication/t owards-flexible-funding/
The C-CAP Process: A comprehensive approach to community resource mapping (2023)	A paper providing an actionable approach to community resource mapping.	https://journals.sagepub.com/doi/10.1177 /15248399231193696
Commonwealth Grants Rules and Principles (CGRPs) 2024	The grants framework promotes transparency, accountability and flexibility in grants administration to achieve government policy outcomes and ensure equitable access of grants to and for the benefit of the Australian public. The CGRPs establish the requirements for all non-corporate Commonwealth entities (NCEs) (and third parties undertaking grant administration on their behalf) in relation to grants administration.	Federal Register of Legislation - Commonwealth Grants Rules and Principles 2024
	The CGRPs establish specific obligations for accountable authorities, officials, ministers and third parties involved in grants administration activities for NCEs and provide better practice guidance on the 9 key principles of grants administration.	
Grants Toolkit	These tools and templates will assist entities to implement the Commonwealth Grants Rules and Principles 2024 (CGRPs). Officials should use these tools and templates as a helpful guide to better practice.	https://www.finance.gov.au/government/commonwealth-grants/grants-toolkit
Commonwealth Grants - RMG410	 RMGs are guidance documents. RMG410 assists: accountable authorities and officials involved in grants administration in all non-corporate Commonwealth entities (NCEs) accountable authorities and officials in corporate Commonwealth entities (CCEs) where a Minister is involved in making "CCE 	Commonwealth Grants (RMG 410) Department of Finance

Resource	Description	Where to find it
	grants" as defined by the Public Governance, Performance and Accountability Rule 2014 (PGPA Rule), or where CCEs are undertaking grants administration on behalf of the Commonwealth.	

Cultural Capability

Resource	Description	Where to find it
Aboriginal and Torres Strait Islander Cultural Capability - A Framework (apsc.gov.au)	The Aboriginal and Torres Strait Islander Cultural Capability Framework (the Framework) provides a basis for building the cultural capability of the Commonwealth public sector.	https://www.apsc.gov.au/working-aps/diversity-and-inclusion/aboriginal-and-torres-strait-islander-workforce/cultural-capability-framework
The Cultural Capability Hub	The Cultural Capability Hub- external site (the Hub) on APSLearn to support staff in using and applying the Aboriginal and Torres Strait Islander Cultural Capability Framework (2015). This initiative was developed to enhance cultural capability and promote safe and inclusive workplaces.	Cultural Capability Hub Australian Public Service Academy
Empowered communities: Empowered Peoples Design Report (2015)	A report by Indigenous leaders, communities and organisations across the Eight Empowered Communities regions in Australia, proposing a range of reforms to reclaim control in driving their own priorities for development.	https://empoweredcommunities.org.au/wp -content/uploads/2018/04/EC-Report.pdf
Principles for engagement in projects concerning Aboriginal and Torres Strait Islander peoples AIATSIS	In this guide, AIATSIS outlines foundational principles for meaningfully engaging with Aboriginal and Torres Strait Islander peoples. The guide is written for non-Indigenous policymakers who have none or limited experience working with Indigenous peoples. It is a starting point for further learning and capability building.	Principles for engagement in projects concerning Aboriginal and Torres Strait Islander peoples AIATSIS corporate website

Resource	Description	Where to find it
Engaging with Traditional Owners AIATSIS	Engaging with Aboriginal and Torres Strait Islander people requires an understanding of the diversity of their beliefs, customs, traditions, social structures, cultural practices and histories.	Engaging with Traditional Owners AIATSIS corporate website

Shared Data

Resource	Description	Where to find it
Framework for Governance of Indigenous Data	The Framework for Governance of Indigenous Data (the Framework) provides a stepping stone towards greater awareness and acceptance by Australian Government agencies of the principles of Indigenous Data Sovereignty. The Framework aims to provide Aboriginal and Torres Strait Islander people greater agency over how their data are governed within the Australian Public Service (APS) so government held data better reflects their priorities and aspirations.	https://www.niaa.gov.au/sites/default/files/documents/2024- 05/framework-governance-indigenous-data.pdf
The C-CAP Process: A comprehensive approach to community resource mapping (2023)	A paper providing an actionable approach to community resource mapping.	https://journals.sagepub.com/doi/10.1177/15248399231193696
Victorian Government how to find local data resources	Resources to help you find and access data to better understand local community data. These resources were created for the Victorian public service.	https://www.vic.gov.au/finding-local-data-tips- community-led-iniatives
Australian Government Life Course Data Initiative	A new longitudinal dataset to create statistics about experiences of disadvantage, led by the Australian Bureau of Statistics.	Coming soon
Australian Government Community Data toolkit	A toolkit to help you find, interpret and share community-level data	Coming soon

Managing Shared Risks

Resource	Description	Where to find it
Commonwealth Risk Management Policy	The purpose of this policy is to embed risk management into the culture and work practices of entities to improve decision making in order to maximise opportunities and better manage uncertainty.	https://www.finance.gov.au/government/comcover/risk-services/management/commonwealth-risk-management-policy
Risk Management Tool Kit – Element 6:	The aim of this information sheet is to assist	Element 6: Shared Risks Department of Finance
Shared Risks	Commonwealth officials at the Specialist and Executive levels understand:	
	the benefits of managing shared risks	
	a process for managing shared risk	
	 practical tips to manage shared risks. 	
	• practical tips to manage shared risks.	
NIAA Risk Oversight and Management		Risk Oversight and Management NIAA

Conflicts of Interest in Partnership

Resource	Description	Where to find it
Australian Public Service Commission, APS Values and Code of Conduct in Practices – Section 5: Conflict of Interest	Together the APS Values, the APS Employment Principles and the APS Code of Conduct set out the standard of behaviour expected of agency heads and APS employees. They provide the public with confidence in the way public servants behave, including in their exercise of authority when meeting government objectives.	Section 5: Conflict of Interest Australian Public Service Commission

Partnership Evaluation

Resource	Description	Where to find it
Commonwealth Evaluation Policy	The policy aims to embed a culture of evaluation and learning from experience to underpin evidence-based policy and delivery. It applies to all Commonwealth entities and companies subject to the PGPA Act.	Commonwealth Evaluation Policy evaluation.treasury.gov.au
Indigenous Evaluation Strategy	The strategy provides a whole-of-government framework for Australian Government agencies to use when selecting, planning, conducting and using evaluations of policies and programs affecting Aboriginal and Torres Strait Islander people.	Final Strategy - Indigenous Evaluation Strategy - Productivity Commission

Tool 1: Understanding types of partnership

The table below is intended to help understand what type of partnership which exist, or which may be most suitable for the activity or project at hand. Wherever possible the APS should be working towards strong partnership elements as defined in the National Agreement.

Informal

- Narrow scope or short time frame may not require, or allow for, formalisation.
- Relies on existing collaborative relationships between government agencies and Aboriginal and Torres Strait Islander peoples.
- A strong foundation based on trust and mutual respect exists or can be established.
- All parties are comfortable with an informal approach.
- May exhibit many strong partnership elements but are not supported by a formal agreement.

Formal

- Broad scope or sensitive nature of the work requires formalisation of commitment.
- The requirement to develop the partnership may exist within government commitments (e.g. the National Agreement).
- Collaborative relationships between government agencies and Aboriginal and Torres Strait Islander peoples may or may not exist prior to establishment.
- A strong foundation based on trust and mutual respect exists or can be established.
- Creating a formal agreement allows parties to strengthen relationships, and clarify objectives, roles and responsibilities.

Strategic

Centred on strategic priority setting and planning, with a

focus on aligning government effort with agreed priorities.

Operational

Focuses on government's operational activities and decision making. E.g. developing shared recommendations to delegates on the design of grant programmes or reviewing existing expenditure.

Responsive

- Where government and non-government actors respond to resolve emerging issues.
- Where a partnership is in response to a particular incident, it is important to make sure the terms of the agreement and focus areas respond to the initial incident.

Formalised over time

Particularly in a regional or a place-based context, a local governance group have worked collaboratively with government in the past, and over time, an existing relationship grows and formalises into a partnership.

National / sector focused

- This type of partnership may be government and a peak organisations and/or First Nations sector experts.
- The focus might be on informing national policy or program reform.

Place based

 Membership may occur in a place-based context with local leaders and/or those within a community with relevant cultural authority to speak to a specific issue. A place-based partnership might work to understand current investment and outcomes for a region or specific location before identifying shared priorities to progress

Tool 2: Assessment of Readiness for Partnership

This checklist is intended as a starting point for public servants seeking to enter into a new partnership. It is important to remember that many of these steps are government administrative processes which Public Servants will be more familiar with. Where possible, reduce administrative burden on partners and explain each process in plain language to ensure you have a shared understanding.

Partnership ready means that:

- ✓ There is an identified need to work in this way
- ✓ A relationship with open and respectful communication channels has been established
- ✓ Parties are committed to the mutual interest or common goal that will frame the priorities of the partnership
- ✓ Parties are willing and able to contribute resources (tangible and intangible) to working towards the priorities of the partnership
- ✓ Parties are able to carry out their roles and responsibilities under the partnership agreement (including sharing decisions, sharing accountability, participating in co-design)
- ✓ Parties are committed to sharing risk, accountability and responsibilities

What this looks like for a government partner	What this looks like for an external partner
 □ Authority has been obtained (delegate, Minister or Cabinet) □ Employees are culturally capable □ Government has the authority to work in partnership □ Government has authority and clarity as to what powers and decisions can be shared in partnership □ Government has resources to support backbone operations over time (as required), including renumerating First Nations people for participating in partnership 	What this looks like for an external partner ☐ Fit for purpose governance structure ☐ Membership is representative of Aboriginal and Torres Strait Islander peoples ☐ Fit for purpose documentation and policy including: ☐ Membership eligibility and mechanisms ☐ Conflict of interest ☐ Fit and proper person checks ☐ Ethics/code of conduct ☐ Internal decision making processes and mechanisms for setting priorities
 □ Dedicated agency team to manage the relationship with partners □ Internal decision making processes can incorporate recommendations from external partners □ Data and information necessary for making decisions can be shared with partners 	□ Dispute resolution and complaints □ Mechanisms for communication and engagement with community □ Risk management frameworks □ Monitoring, reporting and evaluation □ Fit for purpose administrative and secretary support (government resourced or otherwise)

Tool 3: Considerations for a formal partnership agreement

The below table sets out different elements that could be included in a partnership agreement and what should be taken into consideration when working on an agreement with potential partners.

Element of a pa	rtnership agreement	Questions for partners to consider jointly
Purpose	Purpose	What is the mutual interest or common goal that the parties are working towards? Why was a formal commitment required?
	Scope	Are there limitations to the scope of the partnership such as limits to shared decision-making? Is the partnership being developed for a specific outcome (e.g. employment outcomes in a specific region), or is it for a broad purpose (e.g. early childhood)? What is the policy context? Who will the policy or program impact? i.e. is it place based or larger national work? How will this impact the operation of the partners?

Element of a partnership agreement		Questions for partners to consider jointly
	Outcomes or objectives	What are the expectations to meet internal or external obligations? i.e. will parties meet the stronger partnership elements under the National Agreement? Is the partnership strategic or operational? What are the specific outcomes or deliverables the partnership will achieve while working towards its purpose? Is the objectives of the partnership to respond to a particular issue or are they a result of an ongoing relationship?
Starting and finishing	Commencement	When will the partnership start? On a specified date or a number of days after the parties sign the agreement or does it depend on a trigger event (like the passing of legislation).
	Term of agreement	 What is a sufficient time period for the partners to achieve their outcomes? Will the partnership agreement continue for a fixed period (i.e. 5 years) or will it be an ongoing agreement? Is the partnership responding to a particular issue and will it end once that issue has been resolved? Will the partnership continue on an ongoing basis until one of the parties asks to end the agreement? Will it end following a review or if the partnership doesn't meet a criteria? Can an agreement with an end date be extended? What is the mechanism to extend the agreement?
	Termination	Are there circumstances where one or both parties can end the agreement? If so, what are the circumstances i.e. insolvency/bankruptcy/criminal activity? Withdrawal of Ministerial support? Change in enabling legislation? Machinery of Government change? Do parties have to go through a dispute resolution process before they can terminate the partnership?
Parties	Government	Which level/s of government (Commonwealth, State/Territory, and Local) will be involved in the partnership? Is there more than one government partner at the State/Territory government level and/or Local government level? Who is the signatory to the agreement? The agency head or responsible Minister?
	Aboriginal and Torres Strait Islander parties Other partners	Have the correct parties been identified as partners? Are these parties partnership 'ready' or have the partners agreed to proceed with a partnership maturity plan? Have the correct parties been identified as partners?
Governance	Roles and	Are these parties partnership 'ready' or have the partners agreed to proceed with a partnership with a maturity plan? What are the respective roles and responsibilities of each
Jovernance	responsibilities	party?

Element of a pa	rtnership agreement	Questions for partners to consider jointly
		What roles or responsibilities does government have? i.e. funding? Shared decision-making on issues? What roles or responsibilities does the Aboriginal and Torres Strait Islander party have? i.e. ensuring that government is informed by the needs and experiences of Aboriginal and Torres Strait Islander communities. What roles and responsibilities are the parties jointly responsible for? Are there other requirements that the parties must meet like ensuring that respective governance arrangements are in place and continue to be in place for the life of the agreement?
	Decision making	How will shared-decision making occur in this partnership? Does shared-decision making align with the Stronger Partnership elements under the National Agreement? What mechanisms or governance arrangements will be implemented to support shared decision making?
	Resourcing	What are the financial arrangements of the partnership? Is there joint investment between government bodies? What funding is available to support Aboriginal and Torres Strait Islander partners to participate in partnership? What is the process for agreeing how the partnership will be resourced and how resourcing decisions will be made? If no funding is available, what other in-kind assistance is available? (e.g. a government secondment) Where no or limited funding or other in-kind assistance is available, how will the partnership recognise the resourcing discrepancy and address it?
	Meetings, charging and secretariat support	How often or when will meetings be held? Which party is responsible for chairing meetings and what are their responsibilities? Which party is responsible for providing secretariat support and what does this involve? Can other people, organisations, government entities or key stakeholders be invited to meetings?
	Reporting, monitoring and evaluation	What is the measurement of an effective partnership? How will progress be measured (against outcomes)? How often will an effectiveness evaluation take place and who is responsible for the evaluation? What are the reporting requirements of the partnership? How does partnership reporting relate to individual party reporting such as Commonwealth entity Annual Reports? Where will a copy of the partnership agreement be published?
	Dispute resolution	Will there be a dispute resolution mechanism?

Element of a pa	rtnership agreement	Questions for partners to consider jointly
		What are the steps and timeframes involved in resolving a dispute? Will an independent mediator be used if the parties cannot resolve the dispute after following the agreed steps and timeframes?
	Amendments	Can the agreement be amended? If so, what is the process to amend the agreement?
	Recommendations or referring matters	Is the partnership able to make recommendations and if so, to whom? What is the impact of recommendations (binding or non-binding)? What arrangements are in place to support the partnership to action recommendations? Can the partnership refer out of scope matters and if so, what is the mechanism for doing so? Can the partnership seek or invite external parties to provide expert advice?
	Data sharing	What data will be shared under the agreement? How will data be shared and administered under the agreement? Do parties have any additional responsibilities in relation to obtaining/collating or sharing relevant data?
	Risk	How will accountability be split or shared between parties? What governance arrangement will the partnership put in place to manage risk? How will the partnership manage conflict of interest and probity concerns?