

OVERARCHING BILATERAL INDIGENOUS PLAN
BETWEEN THE
COMMONWEALTH OF AUSTRALIA AND THE
STATE OF QUEENSLAND
TOWARDS CLOSING THE GAP IN INDIGENOUS
DISADVANTAGE

2010 - 2015

Preliminaries

1. The Commonwealth of Australia and the State of Queensland (the Governments) are committed to Closing the Gap in life outcomes between Indigenous people and non-Indigenous people in Queensland.
2. In 2005 the first Overarching Agreement on Indigenous Affairs was signed by the Commonwealth of Australia and Queensland as a result of the June 2004 commitment by the Council of Australian Governments (COAG) to improve services to Indigenous Australians.
3. In December 2007, the Governments through COAG agreed to a new partnership between all levels of government to work with Indigenous communities to achieve the target of Closing the Gap in Indigenous Disadvantage, through six ambitious targets:
 - Close the life expectancy gap within a generation;
 - Halve the gap in mortality rates for Indigenous children under five within a decade;
 - Ensure all four year olds in remote communities have access to early childhood education within five years;
 - Halve the gap in reading, writing and numeracy achievements within a decade;
 - At least halve the gap for Indigenous students in Year 12 attainment or equivalent attainment rates by 2020; and
 - Halve the gap in employment outcomes within a decade.
4. Accordingly, the Governments have agreed to replace the Overarching Bilateral Agreement on Indigenous Affairs with a new Overarching Bilateral Indigenous Plan to provide a platform for implementing this new partnership in Queensland. This new Plan includes components of and builds on that first Overarching Bilateral Agreement on Indigenous Affairs.
5. This Plan will continue a priority focus on the previously agreed priorities including:
 - Place based collaborations;
 - Reducing red tape;
 - Building community governance and leadership;
 - Strengthening the service sector; and
 - Improving government business to better respond to community needs, priorities and aspirations.
6. The Governments recognise that Closing the Gap in Indigenous Disadvantage will require a long term, generational commitment that sees major effort directed across a range of strategic platforms or 'Building Blocks'. The Building Blocks endorsed by the Governments underpin reforms developed to achieve the six targets aimed at Closing the Gap. The Building Blocks are:
 - Early Childhood;
 - Schooling;
 - Health;
 - Economic Participation;

- Healthy Homes;
 - Safe Communities; and
 - Governance and Leadership.
7. In November 2008, the Governments agreed to the National Indigenous Reform Agreement (NIRA). The NIRA captures overarching objectives and outcomes required to close the gap in Indigenous Disadvantage, along with performance indicators and benchmarks for the six Closing the Gap targets that the Governments have committed to achieving through the National Agreements (NAs) and National Partnership Agreements (NPs). Schedule C to the NIRA is shown at [Attachment 1](#) to this Agreement.
 8. In January 2009, the Governments signed the Remote Service Delivery National Partnership Agreement (RSD NP) which identified 29 Indigenous communities as a focus for reforms in remote areas. The Australian Government has appointed a Coordinator-General for Remote Indigenous Services with responsibility for coordinating and monitoring the reforms relating to those communities. Protocols will be developed regarding the relationship between the Indigenous Coordinator-General and the Queensland Government.
 9. In July 2009, the Governments agreed to the National Urban and Regional Service Delivery Strategy for Indigenous Australians which outlines:
 - The underlying evidence for action;
 - The contribution of Indigenous specific and mainstream NPs in Health, Housing and Homelessness, Early Childhood, Education and Economic Participation to addressing disadvantage in urban and regional locations; and
 - Actions that can be taken by all jurisdictions to give practical effect to those NPs in a coordinated and targeted way.

In pursuit of Closing the Gap in urban and regional Queensland, the Governments have agreed to focus on:

- Integration and Governance and taking a much more transparent and systematic approach to coordinating services;
- Effective Services and improving the way services are delivered;
- Focusing on Local Need/ Place-Based Approaches by prioritising investment in services and programs and by working together;
- Strengthening Indigenous Capacity, Engagement and Participation; and
- Building Effective Accountability and Sustainability to ensure monitoring, review and evaluation and an evidence base.

[Schedule I](#) to this Plan sets out the Governments' intended and mutually agreed approach to progress the National Strategy.

Indigenous Context in Queensland

10. Based on the 2006 Census, it is estimated that Queensland has a resident Indigenous population of approximately 146,400 which is a quarter of the Indigenous Australian population and represents 3.6 per cent of the total Queensland population. Approximately 21.9 per cent of Indigenous Queenslanders live in major cities, 51.6 per cent live in regional areas and 26.5 per cent live in remote and very remote areas of the State. Approximately 14.2 per cent of Indigenous Queenslanders live in discrete Indigenous communities.¹
11. The Governments acknowledge that Aboriginal and Torres Strait Islander Queenslanders experience significantly poorer outcomes than non-Indigenous Queenslanders, demonstrated by:²
 - a gap of 10.4 years in life expectancy for men and a 8.9 year gap for women, compared to non-Indigenous Australian men and women respectively ;
 - child (0-4 years) mortality rates twice as high for Aboriginal and Torres Strait Islander Queenslanders;
 - the proportion of 20-24 year olds attaining a year 12 or equivalent or Australian Qualifications Framework (AQF) Certificate II or above was 57.9 per cent for Indigenous Queenslanders compared to 84.1 per cent for non-Indigenous Queenslanders;
 - the proportion of students who achieved at or above the national minimum standard in Year 7 reading was 74.8 per cent for Indigenous students and 94.3 per cent for non-Indigenous students; in Year 7 writing was 72.3 per cent for Indigenous students and 91.2 per cent for non-Indigenous students; and in Year 7 numeracy was 81.8 per cent for Indigenous students and 95.9 per cent for non-Indigenous students; and
 - the gap in employment for working age (15-64) Indigenous and non-Indigenous Queenslanders was 17.2 percentage points.
12. The Governments acknowledge that the size and complexity of the task required to Close the Gap in disadvantage between Indigenous and non-Indigenous people in Queensland requires a concerted and sustained effort utilising the considerable expertise which exists in Queensland and builds on existing initiatives.

Purpose

13. The full suite of COAG NAs and NPs represent extensive joint effort by all levels of government and provides a solid foundation for COAG to pursue economic and social reforms which underpin growth, prosperity and social cohesion for all Australians, including Indigenous peoples. As such, the broader COAG agenda contributes to efforts to Close the Gap in Indigenous Disadvantage.

¹ *Queensland Closing the Gap Report: 2007-08.*

² Steering Committee for the Review of Government Service Provision, *National Agreement performance information 2008-09: National Indigenous Reform Agreement.* Canberra: Productivity Commission, 2009.

14. This Overarching Bilateral Indigenous Plan (OBIP) is intended to drive, integrate, coordinate, measure and monitor Queensland and Australian Government efforts to Closing the Gap in Indigenous disadvantage. As such the scope of this OBIP extends to the NIRA and the associated NAs and NPs which demonstrate a conscious and targeted contribution to the Closing the Gap targets above and beyond broader government investment and efforts.
15. The Governments acknowledge those NAs and NPs set out in Attachment 1 will be implemented consistent with the framework of this Plan.
16. Through the Plan, the Governments will work cooperatively and in good faith to:
 - Monitor the progress of key deliverables set out in COAG agreements and strategies which contribute towards Closing the Gap (as outlined in Attachments 1 and 2);
 - Monitor the progress towards Indigenous specific outcomes of the relevant COAG agreements and strategies;
 - Identify and resolve strategic issues which impede effective implementation, integration and coordination of these initiatives, particularly the meeting of NIRA and related NA and NP outcomes, outputs and targets;
 - Monitor progress towards achievement of Closing the Gap targets and against relevant indicators, benchmarks and trajectories, recognising that performance data will only be available periodically and the COAG Reform Council has primary responsibility for monitoring progress against the targets and NIRA performance indicators;
 - Streamline joint coordination arrangements;
 - Engage in joint planning to ensure a comprehensive and integrated approach;
 - Coordinate Closing the Gap reporting requirements to minimise duplication and ensure effective monitoring of joint obligations and achievements;
 - Review and (where necessary) enhance joint engagement arrangements with Indigenous people and other key stakeholders across Queensland; and
 - Reaffirm commitment to the National Partnership Agreement on an Indigenous Clearinghouse (Closing the Gap Clearinghouse) which focuses on building an evidence base which contributes to achieving the objectives in the NIRA, including the Closing the Gap targets.
17. The Governments acknowledge the distinct governance and reporting arrangements for National Agreements and National Partnership Agreements. As such, it is recognised that this Plan will monitor only:
 - progress towards agreed performance measures for the suite of National Agreements; and
 - progress of implementation as well as agreed performance measures for the suite of National Partnerships.

18. This Overarching Bilateral Indigenous Plan between the Commonwealth of Australia and the State of Queensland will be publicly available from the Ministerial Council for Federal Financial Arrangements website at www.federalfinancialrelations.gov.au
19. This Plan will be amended to cover any new National Agreements or National Partnerships in the future which, similar to those set out in [Attachment 1](#), are either Indigenous specific or have Indigenous specific performance measures.

Principles and Commitments underpinning this Plan

20. In implementing this Plan the Governments will use the *Service Delivery Principles for Programs and Services for Indigenous Australians* ([Attachment 3](#) to this document and [Schedule D](#) to the NIRA) to guide the design and delivery of Indigenous specific and mainstream government programs and services provided to Indigenous people in Queensland.
21. The Governments also agree to follow the *National Investment Principles in Remote Locations* and the *Principles Taken into Account in Deciding Sequencing* ([Attachment 4](#) to this document and [Schedules A and B](#) respectively to the RSD NP).
22. The development and implementation of activities under this Plan will be based on evidence for what works, such as that available through the Closing the Gap Clearinghouse.

Governance and Reporting Arrangements

23. The Governments will establish joint arrangements to drive, integrate and coordinate the implementation and monitoring of the NIRA and related NAs and NPs. The Governance arrangements are set out at [Attachment 5](#) and will include:
 - joint Ministerial oversight and reporting including meetings between relevant Queensland and Commonwealth Government Ministers as appropriate;
 - a Queensland OBIP Board of Management (OBIP BOM); and
 - Building Block Coordinators responsible for providing regular updates to the OBIP BOM on progress under each building block, as detailed in each Schedule to this Plan.
24. The OBIP BOM will meet three times a year and provide the vehicle to:
 - Bring together the suite of Closing the Gap reforms (as set out in NIRA and related NAs and NPs) into an integrated and coordinated forum; and
 - Measure, monitor and analyse reporting on the broader Closing the Gap progress in Queensland, including the collective progress of NIRA and related NAs and NPs.
25. The role of the OBIP BOM will complement, and not duplicate, the role of joint governance mechanisms established under each NP, which retain responsibility for overseeing implementation and the monitoring and reporting of the respective NAs and NPs.

26. The OBIP BOM Terms of Reference are set out at [Attachment 6](#).
27. A progress update for each Schedule will be provided to the OBIP BOM meetings by the respective Working Group or Building Block Report Coordinator, as identified in the respective Schedule, and using an agreed OBIP Reporting Template. Progress updates will identify:
- progress against the key outputs of NIRA and the relevant NAs and NPs;
 - evidence of progress towards relevant NIRA, NA and NP outcomes, drawing on updated performance indicators as these become available;
 - key risks, issues and blockages to be addressed; and
 - opportunities for better coordinating delivery of key initiatives.
28. A compendium of the full suite of performance measures set out in NIRA and the relevant NAs and NPs will be utilised by the OBIP BOM to monitor performance data as it becomes available ([Attachment 2](#)).
29. For the purpose of this Plan, monitoring, measuring and reporting activities will adopt the approach taken in NIRA as follows:
- **Objectives** – Closing the Gap Targets;
 - **Outcomes** – describes the impact which government activity is expected to have on Indigenous community wellbeing (as set out in [Attachment 1](#) of this Plan and Schedule C of NIRA); and
 - **Outputs** – describes the activities that are being undertaken to achieve the outcome (e.g. administrative activities, services, programs or capital works).

Schedules to the Overarching Bilateral Indigenous Plan

30. This Plan includes Schedules setting out arrangements for integrating and coordinating the suite of Closing the Gap reforms including coordinated monitoring, reporting and governance arrangements.
31. Schedules for each of the Building Blocks form part of this Plan:
- A. Early Childhood Development;
 - B. Schooling;
 - C. Health;
 - D. Economic Participation;
 - E. Healthy Homes;
 - F. Safe Communities; and
 - G. Governance and Leadership.
32. Additional Schedules under this plan pertain to:
- H. Remote Service Delivery;
 - I. Urban and Regional Strategy; and
 - J. Data Quality Improvements.

33. Under this Plan, Governments will develop as a matter of priority, a further Schedule relating to:
 - Communication and Engagement with Indigenous people
34. The OBIP BOM will establish a Working Group to develop this Schedule.
35. Other specific arrangements in areas of mutual interest and cooperation may be added as schedules to this Plan, subject to Clause 44 of this Plan.

Arrangements for Indigenous and other Stakeholder Engagement

36. As outlined in clauses 14, 15 and 16, the Governments will seek through this Plan to monitor joint engagement activities across all Building Blocks and develop new approaches as required. This will be done in a manner consistent with the broader national COAG arrangements and those outlined in the implementation plans of the NAs and NPs referenced in Attachment 1.
37. The Governments are committed to working together and in partnership with Indigenous people and communities in order to take action and address entrenched levels of disadvantage among Indigenous people in Queensland.
38. When considering engagement mechanisms, the OBIP BOM will seek to ensure that they take into account the needs of urban, regional and remote communities and incorporate a focus on capacity development to ensure effective participation by Indigenous Queenslanders.
39. The Governments agree to adopt meaningful engagement mechanisms with Indigenous Australians, consistent with the National Integrated Strategy on Closing the Gap on Indigenous Disadvantage (NIRA, pp. A22-23), including:
 - jurisdictional advisory groups and representative bodies;
 - Indigenous advisory groups – sector specific;
 - Indigenous expert organisations on specific topics; and
 - informal or ongoing relationships.
40. In the identified communities under the RSD NP, the Regional Operations Centres will facilitate interaction between communities and all government agencies at all stages of the service planning and delivery cycle.
41. In the identified sites under the Urban and Regional Service Delivery Strategy, Governments will establish joint governance and engagement mechanisms.
42. At the State level, the Queensland Aboriginal and Torres Strait Islander Advisory Council (QATSIAC) has been established to:
 - provide all Queensland Government Ministers with high level, strategic advice on policies, programs, services and partnerships that can contribute to meeting the

Council of Australian Governments' Closing the Gap targets, the Queensland Government's *Toward Q2: Tomorrow's Queensland* ambitions and current and emerging Indigenous issues;

- provide advice to government agencies regarding consultation processes with Aboriginal and Torres Strait Islander Queenslanders for effective policy development and service delivery; and
- develop and maintain links with other relevant advisory bodies within Queensland and at a national level.

43. At the national level, the establishment of the National Congress of Australia's First Peoples will provide a strong voice in national affairs. The National Congress of Australia's First Peoples will be the primary mechanism for engaging on national Indigenous policy issues.

Term of Plan

44. The term of this Plan will be for five years with an option to renew. The Governments agree that the Plan will be jointly reviewed after five years and can be amended at any time by agreement in writing between the Governments.

ATTACHMENT 1

Closing the gap in Indigenous life outcomes		
<p>Close the life expectancy gap within a generation</p> <p>Halve the gap in mortality rates for Indigenous children under five within a decade</p> <p>Ensure all Indigenous four years olds in remote communities have access to early childhood education within five years</p> <p>Halve the gap for Indigenous students in reading, writing and numeracy within a decade</p> <p>At least halve the gap for Indigenous students in Year 12 attainment or equivalent attainment rates by 2020</p> <p>Halve the gap in employment outcomes between Indigenous and non-Indigenous Australians within a decade</p>		
Building Blocks	COAG Indigenous Specific Outcomes*	COAG Policy and Reform Directions*
Early Childhood	<ul style="list-style-type: none"> • Indigenous children are born and remain healthy • Indigenous children have the same health outcomes as other Australian children • Children benefit from better social inclusion & reduced disadvantage, especially Indigenous children • Quality early childhood education and care supports the workforce participation choices of parent in the years before formal schooling • Indigenous children acquire the basic skills for life and learning • Indigenous children have access to affordable, quality early childhood education in the year before formal schooling as a minimum 	<p><u>Indigenous Early Childhood Development NP agreement</u> To improve the early childhood outcomes of Indigenous children by addressing the high levels of disadvantage they currently experience, to give them the best start in life.</p> <p><u>Early Childhood Education NP agreement</u> Through this Agreement, the Commonwealth and the State and Territories will work together to ensure universal access to quality early childhood education in the year before school.</p> <p><u>TAFE Fee Waivers for Childcare Qualifications NP agreement</u> TAFE and other government providers will not levy fees on students undertaking eligible child care courses in 2009.</p> <p><u>Investing in the Early Years - a National Early Childhood Development Strategy</u> This Strategy details the areas where action is required to develop an effective early childhood development system by 2020.</p>
Schooling	<ul style="list-style-type: none"> • Schooling promotes the social inclusion and reduces the educational disadvantage of children, especially Indigenous children. • Indigenous children and youth meet basic literacy and numeracy standards, and overall levels of literacy and numeracy are improving • Indigenous young people successfully transition from school to work and/or further study 	<p><u>National Education Agreement</u> All Australian school students acquire the knowledge and skills to participate effectively in society and employment in a globalised economy.</p> <p><u>Low Socio-Economic Status School Communities NP agreement</u> The Agreement supports a suite of within school and broader reforms designed to transform the way schooling takes place in participating schools and address the complex and interconnected challenges facing students in disadvantaged communities. This Agreement aims to improve student engagement, educational attainment and wellbeing in participating schools, make inroads into entrenched disadvantage (including in Indigenous communities, contribute to broader social and economic objectives and improve understanding about effective intervention that can be implemented beyond the schools participating in this Agreement.</p> <p><u>Smarter Schools - Improving Teacher Quality NP agreement</u> The Agreement is designed to improve teacher and school leader quality to sustain a quality teaching workforce.</p> <p><u>Smarter Schools - Literacy and Numeracy NP agreement</u> The Agreement will focus on the key areas of teaching, leadership and the effective use of student performance information to deliver sustained improvement in literacy and numeracy outcomes for all students, especially those who are falling behind.</p> <p><u>Building the Education Revolution</u> As part of the NP agreement on the Nation Building and Jobs Plan this reform will provide new facilities and refurbishments in schools.</p>

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Building Blocks	COAG Indigenous Specific Outcomes*	COAG Policy and Reform Directions*
Health	<ul style="list-style-type: none"> Indigenous Australians and those living in rural and remote areas or on low incomes achieve health outcomes comparable to the broader population. Indigenous people have ready access to suitable and culturally inclusive primary health and preventive services Indigenous people remain healthy and free of preventable disease 	<p><u>Closing the Gap in Indigenous Health Outcomes NP agreement</u></p> <p>The Agreement sets out specific action to be taken by the Australian Government and complementary action by State/Territory governments to address the gap in health outcomes experienced by Aboriginal and Torres Strait Islander people.</p> <p><u>National Healthcare Agreement</u></p> <p>The objective of this Agreement is to improve health outcomes for all Australians and the sustainability of the Australian health system.</p> <p><u>National Disability Agreement</u></p> <p>The Agreement provides the national framework and key areas of reform for the provision of government support to services for people with disabilities.</p> <p><u>Hospital and Health Workforce Reform NP agreement</u></p> <p>To improve health workforce, hospitals and capacity.</p> <p><u>Preventative Health NP agreement</u></p> <p>The agreement reforms Australia's efforts in preventing the lifestyle risks that cause chronic disease.</p>
Economic Participation	<ul style="list-style-type: none"> The Indigenous working age population has the depth and breadth of skills and capabilities required for the 21st century labour market Indigenous people of working age participate effectively in all sectors and at all levels of the labour market 	<p><u>Indigenous Economic Participation NP agreement</u></p> <p>The Indigenous Economic Participation NP will contribute to the Council of Australian Government target to halve the gap in employment outcomes between Indigenous and non-Indigenous people within a decade.</p> <p><u>National Agreement for Skills and Workforce Development</u></p> <p>The National Agreement for Skills and Workforce Development identifies the long term objectives of the Commonwealth and State and Territory Governments in the areas of skills and workforce development.</p> <p><u>Productivity Places Program NP agreement</u></p> <p>This agreement will increase qualification commencements and course enrolments to reduce skills shortages and increase the productivity of industry and enterprise.</p> <p><u>NP agreement on Youth Attainment and Transitions</u></p> <p>This agreement will work increase the qualifications and skill levels of young Australians and improve their capacity to make successful transitions from schooling into further education, training or employment.</p> <p><u>Remote Indigenous Public Internet Access NP Agreement</u></p> <p>This agreement will improve public access internet facilities and related computer training in remote Indigenous communities.</p>
Healthy Homes	<ul style="list-style-type: none"> Indigenous children's living environments are healthy Indigenous families live in appropriate housing with access to all basic utilities Indigenous people have improved housing amenity and reduced overcrowding, particularly in remote areas and discrete communities Indigenous people have the same housing opportunities as other people 	<p><u>Remote Indigenous Housing NP agreement</u></p> <p>The Agreement aims to facilitate significant reform in the provision of housing for Indigenous people in remote communities and to address overcrowding, homelessness, poor housing condition and severe housing shortage in remote Indigenous communities.</p> <p><u>National Affordable Housing Agreement</u></p> <p>This Agreement provides a framework within which all tiers of government will work together to improve housing affordability for Australians.</p> <p><u>Homelessness NP agreement</u></p> <p>The Agreement aims to facilitate significant reforms to reduce homelessness.</p> <p><u>Social Housing NP agreement</u></p> <p>This Agreement facilitates the establishment of a 'Social Housing Growth Fund' that will support reforms to increase the supply of social housing.</p> <p><u>Social Housing</u></p> <p>As part of the NP agreement on the Nation Building and Jobs Plan this reform significantly increases the supply of social housing, particularly for Australians who are homeless or at risk of becoming homeless.</p>

Closing the gap in Indigenous life outcomes		
<p style="text-align: center;">Close the life expectancy gap within a generation</p> <p style="text-align: center;">Halve the gap in mortality rates for Indigenous children under five within a decade</p> <p style="text-align: center;">Ensure all Indigenous four years olds in remote communities have access to early childhood education within five years</p> <p style="text-align: center;">Halve the gap for Indigenous students in reading, writing and numeracy within a decade</p> <p style="text-align: center;">At least halve the gap for Indigenous students in Year 12 attainment or equivalent attainment rates by 2020</p> <p style="text-align: center;">Halve the gap in employment outcomes between Indigenous and non-Indigenous Australians within a decade</p>		
Building Blocks	COAG Indigenous Specific Outcomes*	COAG Policy and Reform Directions*
Safe Communities	<ul style="list-style-type: none"> • Indigenous children and families are safe and protected from violence and neglect in their home and communities. • Alcohol and other drug abuse among Indigenous people is overcome. • Breaking cycles of criminal behaviour and violence normalisation 	<p><u>National Framework for Protecting Australia’s Children</u></p> <p>The National Framework consists of high-level and supporting outcomes, strategies to be delivered through a series of three-year action plans and indicators of change that can be used to monitor the success of the Framework.</p>
Governance & Leadership	<ul style="list-style-type: none"> • Indigenous communities are empowered to participate in policy making and program implementation • Indigenous communities are represented through credible consultation/ governance mechanism • Connecting the way government agencies work in remote areas (the governance of governments) and developing community capacity 	<p><u>Remote Service Delivery NP agreement</u></p> <p>An Agreement to ensure more efficient and effective planning, analysis, coordination, delivery and evaluation of services and better use of resources in selected remote locations.</p>

* NB not all jurisdictions are signatories to all National Partnership agreements.

Closing the gap in Indigenous life outcomes		
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Early Childhood		
COAG Indigenous Specific Outcomes	COAG Policy and Reform Directions	Performance Indicators* (see end note)
<ul style="list-style-type: none"> - Indigenous children are born and remain healthy - Indigenous children have the same health outcomes as other Australian children - Children benefit from better social inclusion and reduced disadvantage, especially Indigenous children - Quality early childhood education and care supports the workforce participation choices of parents in the years before formal schooling - Indigenous children acquire the basic skills for life and learning - Indigenous children have access to affordable, quality early childhood education in the year before formal schooling as a minimum 	<p>National Indigenous Reform Agreement</p> <p>Indigenous Early Childhood Development NP agreement</p> <p>Early Childhood Education NP agreement</p> <p>TAFE Fee Waivers for Childcare Qualifications NP agreement</p> <p>Investing in the Early Years- a National Early Childhood Development Strategy</p>	<ol style="list-style-type: none"> 1. 95 per cent of Indigenous children (by geographic location as identified by the Australian Standard Geographic Classification) are enrolled in (and attending, where possible to measure) a preschool program in the year before formal schooling within five years. 2. Reduced proportion of Indigenous women who use substances (tobacco, alcohol, illicit drugs) during pregnancy each year. 3. Reduced mortality rate of Indigenous infants each year. 4. Reduced proportion of Indigenous babies born with low birth weight each year. 5. Increased proportion of Indigenous teenagers accessing sexual and reproductive health programs and services. 6. Increased proportion of pregnant Indigenous women with an antenatal contact in the first trimester of pregnancy in each year. 7. Increased proportion of Indigenous children and families accessing a range of services offered at or through Children and Family Centres, including but not limited to childcare, early learning, child and maternal health, and parent and family support services. 8. Increased proportion of Indigenous children attending the Children and Family Centres who go on to attend school regularly. 9. Increased proportion of Indigenous three and four year olds participating in quality early childhood education and development and child care services. 10. Measurement of Child and Family Centre performance will be made using the performance indicators identified in this Agreement at clause 42 and with reference to the performance indicators defined as part of the wider Early Childhood Education and Care Reform Agenda and Early Childhood Education National Partnership agreements.

Early Childhood		
COAG Indigenous Specific Outcomes	COAG Policy and Reform Directions	Performance Indicators*
<ul style="list-style-type: none"> - - - - - - 		<ol style="list-style-type: none"> 11. Collection and reporting of data for the Aboriginal and Torres Strait Islander Health Performance Framework, as it relates to this Agreement. 12. Performance Indicators contained within the Aboriginal and Torres Strait Islander Health Performance Framework of relevance to this Agreement. 13. Participation by States and Territories in annual bilateral discussions with the Commonwealth to review progress against bilaterally agreed Implementation Plans, and outcomes and outputs as set out in this Agreement. 14. Satisfactory compliance by States and Territories with all financial and progress reporting requirements of this Agreement. 15. Progressive achievement of the outputs, as specified in bilaterally agreed Implementation Plans. 16. reduced proportion of hospital admissions of Indigenous children 0-4 years. 17. Increased proportion of Indigenous children attending the Children and Family Centres who have had all age appropriate health checks and vaccinations.

Schooling		
COAG Indigenous Specific Outcomes	COAG Policy and Reform Directions	Performance Indicators*
<ul style="list-style-type: none"> - Schooling promotes the social inclusion and reduces the educational disadvantage of children, especially Indigenous children - Indigenous children and youth meet basic literacy and numeracy standards, and overall levels of literacy and numeracy are improving - Indigenous young people successfully transition from school to work and/or further study 	<p>National Indigenous Reform Agreement</p> <p>National Education Agreement</p> <p>Low Socio-Economic Status School Communities NP agreement</p> <p>Smarter Schools- Improving Teacher Quality NP agreement</p> <p>Smart Schools – Literacy and Numeracy NP agreement</p> <p>Building the Education Revolution</p> <p>National Partnership Agreement on Remote Indigenous Public Internet Access</p> <p>Youth Attainment and Transitions – NP Agreement</p>	<p>18. Attendance rates – Year 1 to Year 10.</p> <p>19. Rates of participation in NAPLAN reading, writing, & numeracy tests – years 3, 5, 7, 9.</p> <p>20. Percentage of students at or above the national minimum standard in reading, writing, and numeracy for years 3, 5, 7, 9.</p> <p>21. Proportion of Indigenous students completing Year 10.</p> <p>22. The proportion of the 20 -24 year old Indigenous and low SES population having attained at least a Year 12 Certificate or equivalent or AQF Certificate II.</p> <p>23. Literacy and numeracy achievement of Year 3, 5, 7 and 9 Indigenous and low SES students in national testing.</p> <p>24. The proportion of Indigenous and low SES children enrolled in and attending school.</p> <p>25. Number of Indigenous Education Workers applying to the PTIEW.</p> <p>26. Number of Pathways into Teaching for Indigenous Education Workers graduates retained in schools.</p> <p>27. An increased number of people in remote Indigenous communities who have received training in information technology and internet use.</p> <p>28. An increase in transactions and communication between remote Indigenous communities and government agencies, businesses, communities and families.</p> <p>29. A reduction in the number of remote Indigenous communities that have limited or no public internet access.</p>

COAG Indigenous Specific Outcomes	COAG Policy and Reform Directions	Performance Indicators*
Health		
-		54. Smoking: Number of service delivery staff trained to deliver the interventions.
-		55. Smoking: Number and key results of culturally secure community education/ health promotion/ social marketing activities to promote quitting and smoke-free environments.
-		56. Smoking: Key results of specific evidence based Aboriginal and Torres Strait Islander brief interventions, other smoking cessation and support initiatives offered to individuals.
-		57. Smoking: Evidence of implementation of regulatory efforts to encourage reduction/ cessation in smoking in Aboriginal and Torres Strait Islander people and communities.
-		58. Primary health care: Time between GP/specialist visits.
-		59. Primary health care: Selected potentially preventable hospitalisations
-		60. Primary health care: Proportion of diabetics with HbA1c below 7 per cent.
-		61. Primary health care: Potentially avoidable deaths
-		62. Primary health care: Life expectancy (including gap between Indigenous & non-Indigenous).
-		63. Primary health care: Infant/young child mortality rate (including gap between Indigenous & non-Indigenous).
-		64. Primary health care: Chronic disease management.
-		65. Primary health care: Access to GPs, dental and primary health care professionals.
-		66. Primary health care services that can deliver: Number of new allied health professionals recruited.
-		67. Primary health care services that can deliver: Increased effort to refocus own purpose outlays in primary care to prioritise core service provision and evidence-based Indigenous health regional priorities.
-		68. Primary health care services that can deliver: Improved/new IT systems operational to support interface between systems used in primary health care sector and other parts of the health system.
-		69. Primary health care services that can deliver: Evidence of implementation of cultural competency frameworks across the applicable health workforce.
-		70. Primary health care services that can deliver: Number of Indigenous specific health services meeting national minimum standards.
-		71. Primary health care services that can deliver: Number of Aboriginal and/or Torres Strait Islander people receiving a MBS Adult Health Check.
-		72. Primary health care services that can deliver: Improved patient referral and recall for more effective health care and in particular, chronic disease management.
-		73. Preventative health: Proportion of babies born of low birth weight.
-		74. Preventative health: Number of women with at least one antenatal visit in the first trimester of pregnancy.
-		75. Preventative health: Health promotion.

COAG Indigenous Specific Outcomes	COAG Policy and Reform Directions	Performance Indicators*
-		76. Preventative health: Tobacco smoking during pregnancy.
-		77. Preventative health: Teenage birth rate.
Health		
-		78. Preventative health: Social and emotional well-being.
-		79. Preventative health: Incidence/prevalence of important preventable diseases and injury.
-		80. Preventative health: Immunisation rates for vaccines in the national schedule.
-		81. Preventative health: Cancer screening rates (breast, cervical, bowel).
-		82. Patient experiences: Nationally comparative information that indicates levels of patient satisfaction around key aspects of care they received.
-		83. Patient experiences: Barriers to accessing care.
-		84. Patient experiences: Access to services by type of service compared to need.
-		85. Hospital and hospital-related care: Waiting times for services.
-		86. Hospital and hospital-related care: Unplanned/unexpected readmissions within 28 days of surgical admissions.
-		87. Hospital and hospital-related care: Survival of people diagnosed with cancer (5 year relative rate).
-		88. Hospital and hospital-related care: Selected adverse events in acute and sub-acute care settings.
-		89. Hospital and hospital-related care: Rates of services provided for public and private hospitals per 1,000 weighted population by patient type.
-		90. Hospital and hospital-related care: Rates of discharge from hospital against medical advice.
-		91. Healthy transition to adulthood: Number of additional health professionals (including drug/alcohol/mental health/outreach teams) recruited and operational in each 6 month period.
-		92. Fixing the gaps and improving the patient journey: Percentage of Aboriginal and Torres Strait Islander people participating in rehabilitation programs intended to reduce hospitalisation of people with chronic disease.
-		93. Fixing the gaps and improving the patient journey: Number of new case managers / Indigenous Liaison Officers recruited and operational.
-		94. Fixing the gaps and improving the patient journey: Key results of strategies to improve cultural security of services and practice within public hospitals.
-		95. Fixing the gaps and improving the patient journey: Increased percentage of Aboriginal and/or Torres Strait Islander people with a chronic disease with a care plan in place.
-		96. Fixing the gaps and improving the patient journey: Number of culturally secure health education products and services to give Indigenous people skills and understanding of preventative health behaviours, and self management of some chronic health conditions.

COAG Indigenous Specific Outcomes	COAG Policy and Reform Directions	Performance Indicators*
<ul style="list-style-type: none"> - - 		<p>97. Fixing the gaps and improving the patient journey: Increased number of culturally appropriate transition care plans/procedures/best practice guidelines to reduce readmissions by (percentage/proportion).</p> <p>98. Fixing the gaps and improving the patient journey: Improved quality of Aboriginal and Torres Strait Islander identification in key vitals and administrative datasets.</p>

Economic Participation		
COAG Indigenous Specific Outcomes	COAG Policy and Reform Directions	Performance Indicators*
<ul style="list-style-type: none"> - Halve the gap in employment outcomes between Indigenous and non Indigenous Australians within a decade - A decline in the proportion of welfare payments as part of overall Indigenous household income - The Indigenous working age population has the depth and breadth of skills and capabilities required for the 21st century labour market - Indigenous people of working age are represented in all employment sectors and at all levels of the labour market within ten years - The productive capacity of the economy is increased by enhancing workforce participation and retention across the labour market 	National Indigenous Reform Agreement	99. Proportion of Indigenous 20-64 year olds with or working towards post school qualification in Certificate III, IV, Diploma and Advanced Diploma.
	Indigenous Economic Participation NP agreement	100. Proportion of Indigenous 18-24 year olds engaged in full-time employment, education or training at or above Certificate III.
	National Agreement of Skills and Workforce Development	101. 3-month employment outcomes (post program monitoring).
	Productivity Places Program NP agreement	102. CDEP participants and Off CDEP job placement.
	NP agreement on Youth Attainment and Transition	103. Labour Force Participation rate.
Remote Indigenous Public Internet Access NP agreement	104. Unemployment rate.	
		105. Employment to population ratio, for the working age population (15-64 years).
		106. The objective of the Agreement is to contribute to the COAG target to halve the gap in employment outcomes between Indigenous and non Indigenous Australians within a decade.
		107. The gap in the Indigenous workforce-aged employment to population ratio (also known as the employment rate) at the 2006 Census was around 24 percentage points. To reduce this gap to 12 percentage points by 2018, Indigenous employment growth of around 100,000 over ten years would be needed.
		108. This represents a 63 per cent total increase on the number of Indigenous people employed at mid 2006.
		109. The employment to population ratio (based on Labour Force Survey data).
		110. The employment to population ratio (based on Census data).
		111. Number of Indigenous people on workforce age income support payments.
		112. Indigenous employment by industry, occupation, and full-time/part-time status.
		113. Current projections indicate that this National Partnership will assist up to 13,000 Indigenous people into employment over a five year period.
		114. The unemployment rate (based on Labour Force Survey data).
		115. The publication of revised procurement policies that maximise Indigenous employment, as a performance indicator for Element 2.
		116. The proportion of welfare payments as part of overall household income.

COAG Indigenous Specific Outcomes	COAG Policy and Reform Directions	Performance Indicators*
		117. The number of Indigenous people still in employment three months after placement in employment (post program monitoring).
Economic Participation		
		<p>118. The number of CDEP positions converted into properly waged jobs, as a performance indicator for Element 1.</p> <p>119. The Labour Force Participation rate (based on Labour Force Survey data), which is a measure of the overall success of the Agreement.</p> <p>120. The incorporation of Indigenous workforce strategies into major COAG reform implementation plans, as a performance indicator for Element 3.</p> <p>121. Commonwealth and State and Territory administrative data relevant to the participation of Indigenous employees in public sector positions as a performance indicator for Element 4.</p>

Healthy Homes		
COAG Indigenous Specific Outcomes	COAG Policy and Reform Directions	Performance Indicators*
<ul style="list-style-type: none"> - Indigenous children’s living environments are healthy - Indigenous families in appropriate housing with access to all basic utilities - Indigenous people have improved housing amenity and reduced overcrowding, particularly in remote areas and discrete communities - Indigenous people have the same housing opportunities as other people - - - - - - - - - - - - - - - - 	<p>National Indigenous Reform Agreement</p> <p>Remote Indigenous Housing NP agreement</p> <p>National Affordable Housing Agreement</p> <p>Homelessness NP agreement</p> <p>Social Housing NP agreement</p>	<p>122. Proportion of Indigenous households living in houses of an acceptable standard.</p> <p>123. Proportion of Indigenous households living in overcrowded conditions.</p> <p>124. Proportion of Indigenous households owning or purchasing a home.</p> <p>125. Number of dwelling Repairs and maintenance works completed as programmed using property condition data.</p> <p>126. Number of dwellings inspected through a standard property inspection regime.</p> <p>127. Number of households covered by tenancy management arrangements overseen by State or Territory Governments.</p> <p>128. Total Number of dwellings.</p> <p>129. Number of dwellings replaced or significantly upgraded.</p> <p>130. Number of new dwellings constructed.</p> <p>131. Number and percentage of dwellings that are overcrowded by State and Territory based on the Australian Bureau of Statistics definition (currently Canadian National Occupancy Standard – CNOS).</p> <p>132. The incidence of homelessness.</p> <p>133. Number of local housing related jobs created for Indigenous people.</p> <p>134. Number of Indigenous people from remote communities housed in employment related accommodation in regional areas</p> <p>135. Number of family-style dwellings and single accommodation/ beds provided for flexible employment related accommodation.</p> <p>136. Accommodation (such as hostel or rental accommodation).</p> <p>137. Number of communities (including town camps) connected to essential services (power, water, sewerage).</p> <p>138. Number of permanent dwellings with working connections to the full range of housing related infrastructure (power, water, sewage).</p> <p>139. Number of communities and dwellings (including town camps) covered by normalised service level standards and delivery arrangements for essential and municipal services.</p> <p>140. Average time taken to complete identified repairs and maintenance.</p> <p>141. Overcrowding and Homelessness: Average occupancy rate.</p>

Safe Communities		
COAG Indigenous Specific Outcomes	COAG Policy and Reform Directions	Performance Indicators*
<ul style="list-style-type: none"> - Indigenous children and families are safe and protected from violence and neglect in their home and communities - Alcohol and other drug abuse among Indigenous people is overcome - Breaking cycles of criminal behaviour and violence normalisation 	<p>National Indigenous Reform Agreement</p> <p>National Framework for Protecting Australia's Children</p>	<p>Performance Indicators and benchmarks will be developed as part of the process of developing Local Implementation Plans.</p>

Governance and Leadership		
COAG Indigenous Specific Outcomes	COAG Policy and Reform Directions	Performance Indicators*
<ul style="list-style-type: none"> ▪ Indigenous communities are empowered to participate in policy making and program implementation ▪ Indigenous communities are represented through credible consultation/ governance mechanisms ▪ Connecting the way government agencies work in remote areas (the governance of governments) and developing community capacity 	National Indigenous Reform Agreement Remote Service Delivery NP agreement	Performance indicators and benchmarks will be developed as part of the process of developing Local Implementation Plans.

* These are the suite of Indigenous specific performance indicators which fall within the scope of NIRA and consequently the OBIP. Governments have agreed to report on these indicators through the various NIRA related NAs and NPs. There may be additional indicators which apply more broadly but also have some relevance to Closing the Gap.

**SERVICE DELIVERY PRINCIPLES FOR PROGRAMS AND SERVICES FOR
INDIGENOUS AUSTRALIANS³**

Purpose

These principles draw upon the National Framework of Principles for Government Service Delivery to Indigenous Australians agreed to by COAG in 2004. These principles are to guide COAG in the:

- (a) design and delivery of Indigenous specific and mainstream government programs and services provided to Indigenous people; and
- (b) development and negotiation of National Partnership agreements, National Agreements and reform proposals.

Principles

Priority principle: Programs and services should contribute to Closing the Gap by meeting the targets endorsed by COAG while being appropriate to local community needs.

Indigenous engagement principle: Engagement with Indigenous men, women and children and communities should be central to the design and delivery of programs and services.

Sustainability principle: Programs and services should be directed and resourced over an adequate period of time to meet the COAG targets.

Access Principle: Programs and services should be physically and culturally accessible to Indigenous people recognising the diversity of urban, regional and remote needs.

Integration principle: There should be collaboration between and within Governments at all levels and their agencies to effectively coordinate programs and services.

Accountability principle: Programs and services should have regular and transparent performance monitoring, review and evaluation.

³ These principles form Schedule D to the National Indigenous Reform Agreement and Schedule C to the National Partnership Agreement on Remote Service Delivery.

Principles in Detail

Priority principle: Programs and services should contribute to Closing the Gap by meeting the targets endorsed by COAG while being appropriate to local community needs. The COAG targets are:

- (a) close the gap in life expectancy between Indigenous and non-Indigenous Australians within a generation;
- (b) halve the gap in mortality rates for children under five within a decade;
- (c) halve the gap in reading, writing and numeracy within a decade;
- (d) halve the gap in employment outcomes and opportunities within a decade;
- (e) at least halve the gap for Indigenous students in Year 12 or equivalent attainment rates by 2020; and
- (f) within five years provide access to a quality early childhood education program to all Indigenous four year olds in remote Indigenous communities.

Indigenous engagement principle: Engagement with Indigenous men, women and children and communities should be central to the design and delivery of programs and services. In particular, attention is to be given to:

- (a) recognising that strong relationships/partnerships between government, community and service providers increase the capacity to achieve identified outcomes and work towards building these relationships;
- (b) engaging and empowering Indigenous people who use Government services, and the broader Indigenous community in the design and delivery of programs and services as appropriate;
- (c) recognising local circumstances;
- (d) ensuring Indigenous representation is appropriate, having regard to local representation as required;
- (e) being transparent regarding the role and level of Indigenous engagement along a continuum from information sharing to decision-making; and
- (f) recognising Indigenous culture, language and identity.

Sustainability principle: Programs and services should be directed and resourced over an adequate period of time to meet the COAG targets. In particular, attention is to be given to:

- (a) service system orientation, particularly:
 - i. using evidence to develop and redesign programs, services and set priorities;
 - ii. recognising the importance of early intervention; and
 - iii. including strategies that increase independence, empowerment and self management;
- (b) ensuring adequate and appropriate resources, particularly:
 - i. setting time-frames for meeting short, medium and longer-term targets and outcomes;

- ii. considering flexibility in program design to meet local needs;
 - iii. considering workforce supply and future planning;
 - iv. considering sustaining or redesigning services to best use existing resources, as well as the need for programs and services to meet the COAG targets;
 - v. minimising administrative red tape to enable greater integration of program and service delivery;
 - vi. ensuring that programs and services are efficient and fiscally sustainable; and
 - vii. ensuring that infrastructure is appropriate and adequately maintained;
- (c) building the capacity of both Indigenous people and of services to meet the needs of Indigenous people, particularly:
- i. developing the skills, knowledge and competencies, including independence and empowerment of Indigenous people, communities and organisations;
 - ii. supporting Indigenous communities to harness the engagement of corporate, non-government and philanthropic sectors;
 - iii. building governments' and service delivery organisations' capacity to develop and implement policies, procedures, and protocols that recognise Indigenous people's culture, needs and aspirations;
 - iv. ensuring that programs and services foster and do not erode capacity or capability of clients; and
 - v. recognising when Indigenous delivery is an important contributor to outcomes (direct and indirect), and in those instances fostering opportunities for Indigenous service delivery.

Access Principle: Programs and services should be physically and culturally accessible to Indigenous people recognising the diversity of urban, regional and remote needs. In particular, attention is to be given to:

- (a) considering appropriate and adequate infrastructure and placement of services (including transport, IT, telecommunications and use of interpreter services);
- (b) minimising administrative red tape that may be a barrier to access; and
- (c) providing adequate information regarding available programs and services.

Integration principle: There should be collaboration between and within Governments at all levels, their agencies and funded service providers to effectively coordinate programs and services. In particular attention is to be given to:

- (a) articulating responsibilities between all levels of government;
- (b) identifying and addressing gaps and overlaps in the continuum of service delivery;
- (c) ensuring services and programs are provided in an integrated and collaborative manner both between all levels of governments and between services;
- (d) ensuring services and programs do not set incentives that negatively affect outcomes of other programs and services; and
- (e) recognising that a centrally agreed strategic focus should not inhibit service delivery responses that are sensitive to local contexts.

Accountability principle: Programs and services should have regular and transparent performance monitoring, review and evaluation. In particular, attention is to be given to:

- (a) choosing performance measures based on contribution to the COAG targets and report them publicly;
- (b) ensuring mainstream service delivery agencies have strategies in place to achieve Indigenous outcomes and meet Indigenous needs;
- (c) clearly articulating the service level to be delivered;
- (d) ensuring accountability of organisations for the government funds that they administer on behalf of Indigenous people;
- (e) periodically measuring/reviewing to assess the contribution of programs and services to the above, and adapting programs and services as appropriate;
- (f) clearly defining and agreeing responsibilities of government and communities;
- (g) supporting the capacity of the Indigenous service sector and communities to play a role in delivering services and influencing service delivery systems/organisations to ensure their responsiveness, access and appropriateness to Indigenous people; and
- (h) evaluating programs and services from multiple perspectives including from the client, Indigenous communities and government perspectives and incorporating lessons into future program and services design.

NATIONAL PRINCIPLES FOR INVESTMENTS IN REMOTE LOCATIONS⁴

National principles for investments in remote locations include:

- (a) remote Indigenous communities and remote communities with significant Indigenous populations are entitled to standards of services and infrastructure broadly comparable with that in non-Indigenous communities of similar size, location and need elsewhere in Australia;
- (b) investment decisions should aim to: improve participation in education/training and the market economy on a sustainable basis; and reduce dependence on welfare wherever possible; and promote personal responsibility, and engagement and behaviours consistent with positive social norms;
- (c) priority for enhanced infrastructure support and service provision should be to larger and more economically sustainable communities where secure land tenure exists, allowing for services outreach to and access by smaller surrounding communities, including:
 - (i) recognising Indigenous peoples' cultural connections to homelands (whether on a visiting or permanent basis) but avoiding expectations of major investment in service provision where there are few economic or educational opportunities; and
 - (ii) facilitating voluntary mobility by individuals and families to areas where better education and job opportunities exist, with higher standards of services.

PRINCIPLES TAKEN INTO ACCOUNT IN DECIDING SEQUENCING⁵

The following principles will be taken into account in deciding sequencing:

- (a) areas where we have already applied significant reform effort that can be readily built upon (see below):
 - (i) that is, locations where communities have demonstrated a willingness to actively participate in the change process, supported by strong leadership;
- (b) preparedness to participate in steps to rebuild social norms – for example, welfare reform and alcohol management;
- (c) labour market opportunities and potential for corporate investment/partnerships and business development;
- (d) capacity to be developed and utilised as a service hub (including transport) with linkages with smaller communities/homelands; and
- (e) capacity of service supply needs to be met – including consideration of capacity of existing local service providers and capacity of the location to support incoming services (for example, availability of built facilities and staff housing for staff).

⁴ These principles form Schedule A to the National Partnership Agreement on Remote Service Delivery and Schedule E to the National Indigenous Reform Agreement.

⁵ These principles form Schedule B to the National Partnership Agreement on Remote Service Delivery

Australian Government
Minister for Families, Community Services and Indigenous Affairs

Queensland Government
Minister for Disability Services, Mental Health and Aboriginal and Torres Strait Islander Partnerships

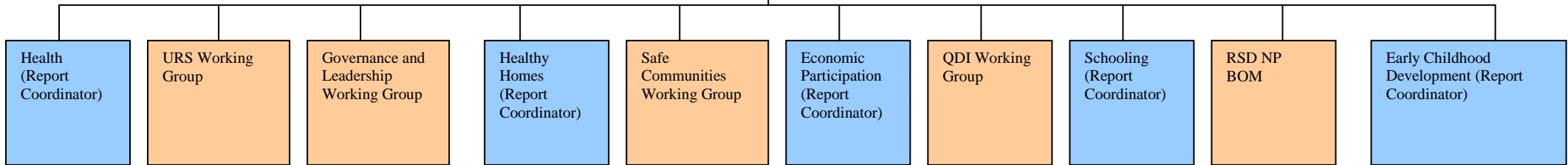
Queensland Overarching Bilateral Indigenous Plan Board of Management

Chair: Joint FaHCSIA State Manager and Director-General Department of Communities

Membership:

- Families, Community Services and Indigenous Affairs
- Department of Health and Ageing
- Department of Education, Employment and Workplace Relations
- Department of the Prime Minister and Cabinet
- Department of Communities
- Aboriginal and Torres Strait Islander Services
- Department of Education and Training
- Department of Employment, Economic Development and Innovation
- Queensland Health
- Premier and Cabinet
- Justice and Attorney General

Meeting Schedules: February, July and November
Reporting: Biannual updates to Ministers



- Drawing together existing governance and/or reporting mechanisms for:
- Closing the Gap on Indigenous Health Outcomes NP
 - Hospital and Health Workforce Reform NP
 - Preventative Health NP
 - National Remote Food Security Strategy
 - National Healthcare Agreement
 - National Disability Agreement

- Drawing together existing governance and/or reporting mechanisms for:
- Remote Indigenous Housing NP
 - Homelessness NP
 - Social Housing NP
 - National Affordable Housing Agreement
 - Social Housing (Nation Building and Jobs Plan National Partnership)

- Drawing together existing governance and/or reporting mechanisms for:
- Indigenous Economic Participation NP
 - Remote Indigenous Public Internet Access NP
 - Youth Attainment and Transitions NP
 - Productivity Places Program NP
 - National Agreement for Skills and Workforce Development

- Drawing together existing governance and/or reporting mechanisms for:
- National Education Agreement
 - Low SES Status School Communities NP
 - Smarter Schools – Improving Teacher Quality NP
 - Smarter Schools- Literacy and Numeracy NP
 - Building the Education Revolution (NBJP)

- Drawing together existing governance and/or reporting mechanisms for:
- Indigenous Early Childhood Development NP
 - Early Childhood Education NP
 - TAFE Fee Waivers for Childcare Qualification NP
 - Investing in the Early Years Strategy

TERMS OF REFERENCE

QUEENSLAND OVERARCHING BILATERAL INDIGENOUS PLAN BOARD OF MANAGEMENT

GOVERNANCE FRAMEWORK

The Governments will establish a Queensland Overarching Bilateral Indigenous Plan Board of Management (OBIP BOM) to lead the:

- (i) **Integration and coordination of the COAG Closing the Gap reform agenda as set out in the implementation of the National Indigenous Reform Agreement (NIRA) and related National Agreements (NAs), National Partnerships (NPs) and strategies; and**
- (ii) **Measurement, monitoring and reporting on the COAG Closing the Gap progress in Queensland including the collective progress of the NIRA and relevant NAs, NPs and strategies.**

With regard to the full suite of COAG agreements and strategies which collectively contribute to Closing the Gap, the OBIP BOM will:

- monitor and report progress of the delivery of key Indigenous specific outputs and progress towards key outcomes;
- identify and resolve implementation issues or refer to appropriate government mechanisms;
- engage in joint coordination and planning arrangements to fostering innovation, information sharing and identify common strategic opportunities to ensure a comprehensive and integrated approach;
- measure and monitor achievement of Closing the Gap targets in Queensland against relevant indicators, benchmarks and trajectories (recognising that some performance data will only be available periodically and the COAG Reform Council has primary responsibility for this task); and
- review and (where necessary) enhance joint communication and engagement arrangements with Indigenous people and other key stakeholders across Queensland ensuring coordination and consistency in communication of the Governments' Indigenous reform agenda.

The role of the OBIP BOM will complement, and not duplicate, the role of joint governance mechanisms established under each NP, which retain responsibility for monitoring and reporting on implementation of the respective NAs and NPs.

The OBIP BOM will:

- establish Working Groups to support the BOM in areas of the Urban and Regional Service Delivery Strategy and the Data Quality Improvements;

- appoint BOM Members as Building Block Report Coordinators who will coordinate provision of reports and information flow between the OBIP BOM and the key governance structures established for the NAs and NPs pertinent to the Building Block; and
- recognise the role of the RSD Board of Management in the OBIP structure.

REPORTING

The OBIP BOM will review annually progress towards Closing the Gap in Queensland.

A progress update for each Schedule to the OBIP will be provided to the OBIP BOM on a biannual basis, using the agreed template. Progress updates will identify:

- progress against the agreed performance measures of NIRA and the relevant NAs and NPs;
- evidence of progress towards implementation of NIRA related NPs;
- key risks, issues and blockages to be addressed; and
- opportunities for better coordinating delivery of key initiatives.

The primary responsibility for measuring, monitoring and reporting on the NA performance measures and NP implementation progress and performance measures rests with the relevant governance and reporting mechanisms already established.

Where NP implementation blockages are reported to the OBIP BOM and/or progress of performance measures are problematic, the OBIP BOM will work with the responsible governance mechanisms to review, identify issues and secure remedial action.

The BOM Building Block Report Coordinators (BBRCs) will coordinate reporting and the information flow between the OBIP BOM and the existing governance and reporting mechanisms for the NAs and NPs that pertain to the particular Building Block. The OBIP BOM Building Block Report Coordinators will seek reports from those mechanisms for the purpose of enabling higher level OBIP monitoring and reporting.

A compendium of the full suite of COAG agreed performance measures set out in NIRA and the relevant NA and NP will be utilised by the OBIP BOM and the BBRCs to monitor performance data as it becomes available.

Additional Queensland Government activities set out in the OBIP Schedules will not be subject to additional formal reporting under the OBIP BOM. The relationship between these activities and COAG specific activities will be considered by the relevant governance structure where implementation blockages require review and remedial action. Additional reports and information developed by either party may be provided to the OBIP BOM for consideration.

MEMBERSHIP

The OBIP BOM shall comprise representatives from the Australian Government and Queensland Government. The nominated members are:

Australian Government

- State Manager, Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA);
- State Manager, Department of Education, Employment and Workplace Relations;
- State Manager, Department of Health and Ageing;
- Senior Officer, Department of Prime Minister and Cabinet (will have an open invitation to attend all OBIP BOM meetings); and
- Deputy Secretary, FaHCSIA (will have an open invitation to attend all OBIP BOM meetings).

Queensland Government

- Director-General, Department of Communities (DOC);
- Queensland Government Coordinator (Deputy Director-General, Aboriginal and Torres Strait Islander Services);
- Director-General, Department of Employment, Economic Development and Innovation;
- Director-General, Department of Education and Training;
- Senior Officer, Premier and Cabinet;
- Director-General, Queensland Health; and
- Director-General, Department of Justice and Attorney-General.

The Chair will be shared, and rotated between the Australian Government (FaHCSIA) and Queensland Government (DOC), commencing with the Australian Government.

The OBIP BOM will invite other line agencies to BOM meetings as the need arises.

OPERATIONAL ARRANGEMENTS

a) Schedule of Meetings

Meetings are to be held three times each calendar year to monitor implementation of the full suite of COAG Closing the Gap reforms. Two of these meetings will be reporting meetings, monitoring the progress of these contributions and subsequently progress towards achievement of Closing the Gap targets. The meeting schedule will be established by the OBIP BOM.

Matters that require consideration or a decision between meetings will be forwarded to OBIP BOM members out-of-session by the Secretariat.

b) Representation

At least two representatives from the Australian and Queensland Governments will be required to attend OBIP BOM meetings and formalise decisions/actions.

Additional representatives may also attend the meeting as required by the OBIP BOM.

Representation of the Australian Government and Queensland Governments will rest with State Managers and Directors-General respectively.

The Queensland Government member agencies will provide proxies at the Deputy Director-General level, while Australian Government will provide Deputy State Manager proxies.

c) Secretariat

Responsibility for secretariat support for each meeting will follow the Chair, starting with the Australian Government.

Both Australian and Queensland State Governments shall nominate an OBIP BOM key contact person who will be the central point of contact within their respective organisation for the issuing of documents and the tracking of actions arising.

d) Review

The terms of reference can be reviewed by agreement of both Chairs.

SCHEDULE A

BUILDING BLOCK: EARLY CHILDHOOD

Context

In Queensland there is a significant gap between the health, wellbeing and participation in early childhood education of Indigenous and non-Indigenous children. Closing this gap will require improved access to quality maternal, antenatal and early childhood health services and to quality early childhood education and care services.

The perinatal mortality rate for babies born to Indigenous women during the period from 2004-2006 was almost twice that of babies born to non-Indigenous women.⁶ However, the perinatal mortality rate has decreased by 2.5 per cent per year for babies of Indigenous mothers and by 0.7 per cent per year for babies of non-Indigenous mothers.⁷

Babies born to Indigenous women over the period July 2005 to June 2007 were more than twice as likely to have a low birth weight as babies born to non-Indigenous women in the same period. Factors associated with low birth weight in newborn babies include under-utilisation of antenatal services and rates of births to adolescent mothers. Between 2001 and 2004, 19.6 per cent of Indigenous women who birthed in Queensland were less than 20 years of age¹.

In the period 2004 to 2006, Indigenous children in Queensland were 2.1 times more likely to die before reaching the age of five years than non-Indigenous children, with over 80 per cent of those deaths occurring before the age of one year for both Indigenous and non-Indigenous children. In addition, Indigenous children are more at risk of being hospitalised than non-Indigenous children, particularly for preventable conditions.¹

Queensland's participation rate for children aged 3½ to 4½ years in quality early childhood education and care is 29 per cent.⁸

What we are doing

Through COAG, the Queensland and Commonwealth Governments have agreed to a suite of National Agreements, National Partnership Agreements and Strategies all contributing to Closing the Gap targets. As set out in [Attachment 1](#) of this Agreement (and Schedule C of NIRA), the following are COAG specific contributions to the Early Childhood Building Block:

- *Indigenous Early Childhood Development National Partnership Agreement;*
- *Early Childhood Education National Partnership Agreement;*
- *TAFE Fee Waivers for Childcare Qualifications National Partnership Agreement;* and

⁶ Queensland Government Queensland Closing the Gap Report 2007-08 Indicators and Initiatives for Aboriginal and Torres Strait Islander Peoples: Office for Aboriginal and Torres Strait Islander Partnerships: Department of Communities.

⁷ Queensland Health (2008) Indigenous Trends in Population-Based Indicators of Perinatal Health in Queensland. Health Statistic Centre QH.

⁸ Queensland Closing the Gap 2007-08.

- *Investing in the Early Years – a National Early Childhood Development Strategy.*

The OBIP provides a basis for integrating and coordinating these initiatives to achieve the following objectives that sit within these initiatives:

- Improve developmental outcomes for Indigenous children and achieving key targets as agreed by COAG;
- Achieve sustained improvements in pregnancy and birth outcomes for Indigenous women and infants;
- Improve Indigenous families' use of early childhood development services to optimise the development of their children;
- Contribute to COAG's social inclusion, early childhood development, education, health, housing, and safety agendas, by identifying reforms and models of service delivery that will improve outcomes for Indigenous children;
- Ensure all Indigenous children have access to the support, care and education throughout early childhood that equips them for life and learning, delivered in a way that actively engages families and communities, and meets the workforce participation needs; and
- Ensure that by 2013 every child will have access to a preschool program in the 12 months prior to full-time schooling. These preschool programs are to be delivered by a four year university qualified early childhood teacher, in accordance with a national early years learning framework, for 15 hours a week, 40 weeks a year.

While the above COAG contributions represent significant investment and effort, the Queensland and Commonwealth Governments, through this Plan, have committed to a number of activities which will enable, support and accelerate COAG specific contribution to Early Childhood. These activities focus on:

1. enabling reforms that will resolve policy, program or service impediments to meeting COAG Early Childhood outcomes and targets;
2. supporting initiatives on which the success of the relevant COAG initiatives is dependent; and
3. continuation of a number of existing initiatives which remain dedicated and valid contributions to the Closing the Gap efforts.

In Queensland these include:

- Transition to Community Control in Cape York;
- Location Supported Playgroups;
- Referral for Active Intervention;
- Nurse Family Partnerships;
- Alignment of New Directions program focussing on maternal and child health;
- Early Years Learning Framework; and
- Bound for Success

Working Together

The Governments are committed to working in partnership through this Schedule to:

- Ensure integration and coordination of COAG specific efforts;
- Align existing Queensland and Commonwealth Government activities that aim to

improve Indigenous early childhood development outcomes to Closing the Gap efforts;

- Coordinate the reporting requirements associated with these activities;
- Engage in joint policy development and strategic planning processes for future Indigenous reform activity in Queensland;
- Implement joint governance arrangements for all place-based implementation activities; and
- Develop and share an evidence-base, for example, through contributing relevant research and evaluation to the Closing the Gap Clearinghouse.

Governance and monitoring

The OBIP BOM is responsible for bringing the suite of COAG agreements and strategies into an integrated and coordinated space, and monitoring their collective progress toward Closing the Gap targets. Activities which are COAG specific contributions will be monitored under this OBIP framework.

The primary responsibility for measuring, monitoring and reporting on deliverables set out in the suite of COAG agreements and strategies relevant to Early Childhood, rests with the agreed governance and reporting structures established for:

- *Indigenous Early Childhood Development National Partnership Agreement;*
- *Early Childhood Education National Partnership Agreement;* and
- *TAFE Fee Waivers for Childcare Qualifications National Partnership Agreement.*

And the agreed reporting mechanisms established for:

- *Investing in the Early Years – a National Early Childhood Development Strategy.*

Overall progress towards COAG Closing the Gap targets in Queensland, including the agreed Early Childhood outcomes and targets, will be monitored by the OBIP Board of Management (OBIP BOM). The OBIP BOM's Terms of Reference are set out in Attachment 6 of the OBIP.

Development of six monthly progress reports to the OBIP BOM will be coordinated by the **Report Coordinator** for Early Childhood (TBA), drawing on information from the existing governance and reporting mechanisms established for the above-mentioned agreements. The progress reports to OBIP will represent an aggregation of the monitoring and reporting activities already agreed to for the above agreements. OBIP reporting activities will not require additional monitoring or reporting activities outside the above agreements.

A compendium of NIRA, NA and NP performance indicators already agreed to under this Building Block are set out in Attachment 2 to this Agreement.

SCHEDULE B

BUILDING BLOCK: SCHOOLING

Context

Education is a key to future life opportunity. Responsive schooling requires attention to infrastructure, workforce (including teacher and school leader supply and quality), curriculum, student literacy and numeracy achievement and opportunities for parental engagement and school/community partnerships. Transition pathways into schooling and into work, post-school education and training are also important.

Queensland has Australia's highest number (30 per cent) of Indigenous full time school student enrolments.⁹ In addition Queensland has large numbers of Indigenous students in remote, regional and urban schools.

Indigenous students comprise approximately 6.5 per cent of all students in Queensland with approximately 87 per cent of these students enrolled in the state schooling sector. Within the state schooling sector some 1,100 schools (approximately 89 per cent of all state schools) have Indigenous students. Indigenous students represent 8 per cent of state school student enrolments.

Starting school early, high attendance rates, high quality teaching and leaving school later are essential to improving literacy and numeracy skills and providing students with a good start in life. Preparatory and early education programs have been associated with increased levels of school completion and improved literacy and social skills necessary for school success.

What we are doing

Through COAG the Queensland and Commonwealth Governments have agreed to a suite of National Agreements (NAs), National Partnership Agreements (NPs) and Strategies which contribute to Closing the Gap. As set out in Attachment 1 of the OBIP and Schedule C of the NIRA, the following COAG initiatives contribute to the Schooling Building Block:

- *National Education Agreement;*
- *Low Socio-Economic Status School Communities National Partnership Agreement;*
- *Improving Teacher Quality National Partnership Agreement;*
- *Youth Attainment and Transitions National Partnership Agreement;*
- *Literacy and Numeracy National Partnership Agreement;*
- *Indigenous Education Action Plan;* and
- *Nation Building and Jobs Plan – Schedule D: Building the Education Revolution.*

The OBIP provides a basis for integrating and coordinating these initiatives to achieve the following objectives that sit within these initiatives:

- Increase collaboration between state, territory and non-government education sectors to focus on action across six areas that evidence shows will have the most impact on closing the gap: readiness for school; engagement and connections; attendance;

⁹ Australian Bureau of Statistics : 4221.0 – Schools, Australia 2008, School data catalogue 4221.0, released 17 March 2009

literacy and numeracy; leadership, quality teaching and workforce development; pathways to real post school options;

- Test reforms in the way schooling is funded, structured, and delivered in low socio-economic status (SES) communities which, if shown to be successful, could be developed into recommendations for system-wide transformational change;
- Contribute to COAG's social inclusion and Indigenous disadvantage agendas through the identification of reforms and models of service delivery that achieve improved educational outcomes for low SES school communities;
- Achieve sustained improvements in educational outcomes in participating schools. These outcomes would align with those in the *National Education Agreement*;
- Support and achieve innovation and reform at the school level; and foster the dissemination of best-practice through independent monitoring and evaluation;
- Work collaboratively with the non-government school, training, business and community sectors to improve the support provided to young Australians to increase educational outcomes, attainment and improve transitions to further education, training or employment, with particular focus on 15 to 24 year olds and young people at risk;
- Work towards achieving improvement in high-level outcomes for schooling agreed by COAG and in the 2008 National Declaration on Educational Goals for Young Australians; and
- Increase collaboration between state, territory and non-government education sectors in achieving national literacy and numeracy reform, with priority focus on those primary aged students most in need of support, especially Indigenous students.

While the above COAG contributions represent significant investment and effort, the Queensland and Commonwealth Governments, through this Agreement, have committed to a number of activities which will enable, support and accelerate COAG specific contribution to Schooling. These activities focus on:

4. enabling reforms that will resolve policy, program or service impediments to meeting COAG Schooling outcomes and targets;
5. supporting initiatives on which the success of the relevant COAG initiatives is dependent; and
6. the continuation of a number of existing initiatives which remain dedicated and valid contributions to the Closing the Gap efforts.

In Queensland these include:

- Queensland Closing the Gap Education Strategy;
- Positive Dreaming, Solid Futures Indigenous Employment and Training Strategy 2008-2011;
- Reforms to school community programs and introduction of the new Parent and Community Engagement (PaCE) program;
- Remote Area Teaching Education Program (RATEP);
- Remote Area Incentive Scheme;
- Embedding Aboriginal and Torres Strait Islander Perspectives; and
- Trialling the Improving School Enrolment and Attendance through Welfare Reform Measure (SEAM) in Logan, Doomadgee and Mornington Island.

Working together

The Commonwealth and Queensland Governments are committed to working in partnership through this Schedule to:

- Ensure integration and coordination of COAG specific efforts;
- Align existing Queensland and Commonwealth Government activities that aim to improve Indigenous Schooling outcomes ;
- Coordinate the reporting associated with these activities;
- Engage in joint policy development and strategic planning processes for future Indigenous reform activity in Queensland;
- Implement joint governance arrangements for all placed-based implementation activities; and
- Develop and share an evidence base, for example, through contributing relevant research and evaluation to the Closing the Gap Clearinghouse.

Governance and monitoring

Overall progress towards COAG Closing the Gap targets in Queensland, including targets under the Schooling Building Block, will be monitored by the OBIP Board of Management (OBIP BOM). The OBIP BOM's Terms of Reference are set out in [Attachment 6](#) of the OBIP.

The OBIP BOM is responsible for bringing the suite of COAG agreements and strategies into an integrated and coordinated space, and monitoring their collective progress toward Closing the Gap targets. Activities which are Closing the Gap specific will be monitored under this OBIP framework.

The primary responsibility for measuring, monitoring and reporting on deliverables set out in the suite of COAG agreements and strategies relevant to Schooling, rests with the agreed governance and reporting structures established for:

- *Low Socio-Economic Status School Communities National Partnership Agreement;*
- *Improving Teacher Quality National Partnership Agreement;*
- *Literacy and Numeracy National Partnership Agreement;* and
- *Nation Building and Jobs Plan National Partnership Agreement – Schedule D: Building the Education Revolution.*
- *Youth Attainment and Transitions National Partnership Agreement*

And the agreed reporting mechanisms established for:

- *National Education Agreement.*

Development of progress reports to the OBIP BOM will be coordinated by the **Report Coordinator** for Schooling (TBA) drawing on information from the existing governance and reporting mechanisms established for the above-mentioned agreements. The progress reports to OBIP will represent an aggregation of the monitoring and reporting activities already agreed to for the above agreements. OBIP reporting activities will not require additional monitoring or reporting activities outside the above agreements.

A compendium of NIRA, NA and NP performance indicators already agreed to under this Building Block, are set out in [Attachment 2](#) to this agreement.

SCHEDULE C

BUILDING BLOCK: HEALTH

Context

Aboriginal and Torres Strait Islander people experience a burden of disease two and a half times that of non-Indigenous Australians. This health disparity has its origins in early childhood development and continues to exert its impact across the life course. Low birth weight, which is twice as common for babies of Indigenous mothers, is a key determinant of infant survival, longer term health and education attainment.

In Queensland, the life expectancy at birth gap between Indigenous and non-Indigenous Queenslanders is approximately 10.4 years for males and 8.9 years for females.¹⁰

Of the ten leading causes of disease and injury burden affecting Indigenous Queenslanders, the main contributors to the health gap are:

- Cardiovascular disease – an estimated 28 per cent of the health gap;
- Diabetes – an estimated 16 per cent of the health gap;
- Chronic respiratory disease – an estimated 11 per cent of the health gap;
- Cancers – an estimated 8 per cent of the health gap;
- Injuries – an estimated 8 per cent of the health gap; and
- Mental disorders – an estimated 8 per cent of the health gap.¹¹

The two leading drivers of the overall health gap – cardiovascular disease and diabetes – were also the main contributors to the health gap regardless of where a person lives. These two causes alone account for 44 per cent of the health gap in Queensland. In major cities and regional centers, these are followed by chronic respiratory disease, cancers and mental disorders. In remote areas, they are followed by injuries, chronic respiratory disease, cancers and infectious and parasitic diseases.

Eleven risk factors explain 37.4 per cent of the total burden of disease including: smoking, alcohol and other drugs, obesity, low rates of physical activity and poor nutrition, high blood pressure and high cholesterol, unsafe sex; and child sexual abuse and intimate partner violence. Of these, smoking contributes 17 per cent to the health gap and one fifth of all deaths.¹²

What we are doing

Through COAG the Queensland and Commonwealth Governments have agreed to a suite of National Agreements (NAs), National Partnership Agreements (NPs) and Strategies which contribute to Closing the Gap. As set out in Attachment 1 of the OBIP and Schedule C of the NIRA, the following COAG initiatives contribute to the Health Building Block:

- *Closing the Gap in Indigenous Health Outcomes National Partnership Agreement;*
- *National Healthcare Agreement;*
- *National Disability Agreement;*

¹⁰ Australian Bureau of Statistics, 2005. *Deaths Australia 2004*. Vol. ABS Catalogue No. 4517.0. ABS, Canberra 2005.

¹¹ Queensland Health: S. Begg, S Khor, M Bright, L Stanley, C Harper. *Burden of disease and health adjusted life expectancy in Health service Districts of Queensland Health 2006*. Queensland Health. Brisbane 2009.

¹² Vos T, Barker B, Stanley L & Lopez A (2007). *The Burden of Disease and Injury in Aboriginal and Torres Strait Islander Peoples 2003*, The University of Queensland, Brisbane

- *Hospital and Health Workforce Reform National Partnership Agreement*; and
- *Preventive Health National Partnership Agreement*.

Although not listed in Attachment 1 of the OBIP or Attachment C of the NIRA, the *Indigenous Early Childhood Development National Partnership Agreement* also contributes significantly to health outcomes for Indigenous Australians – it is under this agreement that maternal and child health initiatives are funded and implemented without which health outcomes for Indigenous adults are unlikely to be realised.

The OBIP provides a basis for integrating and coordinating these initiatives to achieve the following objectives that sit within these initiatives:

- Social Inclusion and Indigenous Health – Australia’s health system promotes social inclusion and reduces disadvantage, especially for Indigenous Australians;
- Sustainability – to increase the number of Aboriginal and Torres Strait Islander people in the health workforce, reform and improve the supply of the health workforce generally including the adoption of complementary workplace reforms, create sustainable program and funding models, measure performance and ensure that services are responsive both to national targets and local community needs;
- Primary health care – to significantly expand access to and coordination of comprehensive, culturally secure primary health care, allied health services and related services;
- Preventive health – to reduce the factors that contribute to chronic disease through: effective anti-smoking campaigns; and integrated alcohol, drug and mental health services;
- Patient experiences – to ensure access by Aboriginal and Torres Strait Islander people to comprehensive and coordinated health care provided by a culturally competent health workforce within a broader health system that is accountable for Indigenous health needs, in genuine partnership with the people and communities they target;
- Build service reach and influence – to re-engage the most vulnerable Indigenous people into mainstream and targeted health services; and
- Hospital and hospital-related care – to deliver better clinical outcomes through quality, culturally secure hospital and hospital-related services that include rehabilitation, allied health care and transition care case management.

While the above COAG contributions represent significant investment and effort, the Queensland and Commonwealth Governments, through this OBIP, have committed to a number of activities which will enable, support and accelerate COAG specific contributions to Health. These activities focus on:

1. enabling reforms that will resolve policy, program or service impediments to meeting COAG Health outcomes and targets;
2. supporting initiatives on which the success of the relevant COAG initiatives is dependent; and
3. the continuation of a number of existing initiatives which remain dedicated and valid contributions to the Closing the Gap efforts.

In Queensland these include:

- National Strategic Framework for Aboriginal and Torres Strait Islander Health;

- National Health and Hospital Reform Commission;
- National Primary Health Care Strategy;
- Making Tracks towards closing the gap in health outcomes for Indigenous Queenslanders by 2033 – policy and accountability framework;
- Making Tracks towards closing the gap in health outcomes for Indigenous Queenslanders by 2033 – implementation plan 2009-10 to 2011-12;
- Queensland Strategy for Chronic Disease 2005-2015;
- Making Tracks in Cape York – maternal and child health initiatives;
- Alcohol reforms in Indigenous communities; and
- Healthy for Life Program.

Working together

The Commonwealth and Queensland Governments are committed to working in partnership through this Schedule to:

- Ensure integration and coordination of COAG specific efforts;
- Align existing Queensland and Commonwealth Government activities that aim to improve Indigenous Health outcomes with Closing the Gap efforts
- Coordinate the reporting associated with these activities;
- Engage in joint policy development and strategic planning processes for future Indigenous reform activity in Queensland;
- Implement joint governance arrangements for all placed-based implementation activities; and
- Develop and share an evidence base, for example, through contributing relevant research and evaluation to the Closing the Gap Clearinghouse.

In Queensland these actions will be supported by two health partnerships, underpinned by Health Framework Agreements, signed at a Ministerial level:

- The Torres Strait Health Partnership, involving Queensland Health, the Commonwealth Department of Health and Ageing (DoHA), and the Torres Strait Regional Authority (TSRA); and
- The Queensland Aboriginal and Torres Strait Islander Health Partnership involving Queensland Health, DoHA, the Queensland Aboriginal and Islander Health Council (QAIHC), General Practice Queensland and Health Workforce Queensland. This Partnership is underpinned by regional health forums of local service providers to inform health service planning, implementation and coordination.

Governance and monitoring

Overall progress towards COAG Closing the Gap targets in Queensland, including Health targets, will be monitored by the OBIP Board of Management (OBIP BOM). The OBIP BOM's Terms of Reference are set out in [Attachment 6](#) of the OBIP.

The OBIP BOM is responsible for bringing the suite of COAG agreements and strategies into an integrated and coordinated space and monitoring their collective progress toward Closing the Gap targets. Activities which are COAG specific will be monitored under this OBIP framework.

The primary responsibility for measuring, monitoring and reporting on deliverables set out in the COAG agreements and strategies relevant to Health rests with the agreed governance and reporting structures established for:

- *Closing the Gap in Indigenous Health Outcomes National Partnership Agreement;*
- *Indigenous Early Childhood Development National Partnership Agreement (health elements);*
- *Hospital and Health Workforce Reform National Partnership Agreement; and*
- *Preventive Health National Partnership Agreement.*

and the agreed reporting mechanisms established for:

- *National Disability Agreement;*
- *National Healthcare Agreement; and*
- *National Strategy for Food Security.*

Development of progress reports to the OBIP BOM will be coordinated by the **Report Coordinator** for Health (TBA) drawing on information from the existing governance and reporting mechanisms established for the above-mentioned agreements. The progress reports to OBIP will represent an aggregation of the monitoring and reporting activities already agreed to for the above agreements. OBIP reporting activities will not require additional monitoring or reporting activities outside the above agreements.

A compendium of NIRA, NA and NP performance indicators already agreed to, under this Building Block, are set out in Attachment 2 to this agreement.

SCHEDULE D

BUILDING BLOCK: ECONOMIC PARTICIPATION

Context

In Queensland in 2008, the Indigenous unemployment rate was 13.1 per cent, almost four times higher than the unemployment rate for non-Indigenous Queenslanders (3.8 per cent).¹³

The issues impacting on Indigenous economic participation and closing the gap in employment outcomes between Indigenous and non-Indigenous Queenslanders are complex, dynamic and endemic and require long-term sustainable effort to overcome factors such as:

- Higher rates of unemployment;
- Lower labour force participation;
- Over-representation in low skilled jobs and under-representation in higher level jobs;
- Lower average hours worked;
- Lower median individual income;
- Limited literacy and numeracy skills;
- Poorer education outcomes;
- Participation in lower level training;
- Poorer health outcomes;
- Over-representation in the criminal justice system; and
- Lower income security and higher housing stress.

The Global Financial Crisis has had a negative impact on unemployment and workforce participation rates for some Indigenous Queenslanders. A key focus of Closing the Gap efforts will be to ensure that these impacts are addressed.

What we are doing

Through COAG, the Queensland and Commonwealth Governments have agreed to a suite of National Agreements (NAs), National Partnership Agreements (NPs) and Strategies which contribute to Closing the Gap. As set out in Attachment A of this OBIP and Schedule C of the NIRA, the following COAG initiatives contribute to the Economic Participation Building Block:

- *Indigenous Economic Participation National Partnership Agreement;*
- *National Agreement for Skills and Workforce Development;*
- *Productivity Places Program National Partnership Agreement;*
- *Remote Indigenous Public Internet Access National Partnership Agreement;* and
- *Youth Attainment and Transitions National Partnership Agreement.*

¹³ National Aboriginal and Torres Strait Islander Social Survey 2008, unpublished data; Survey of Education and Work 2008.

The OBIP provides a basis for integrating and coordinating these initiatives to achieve the following objectives that sit within these initiatives:¹⁴

- Aspire to halving the gap in employment outcomes between Indigenous and non-Indigenous Australians within a decade;
- Develop workforce strategies which have as core components the acquisition of recognised and accredited mainstream qualifications and articulated training pathways for Indigenous Australians;
- Establish an advisory service to support agencies (including State and Territory Government agencies):
 - Implement procurement requirements regarding Indigenous employment and provide enabling services through existing Indigenous and mainstream employment programs;
 - Implement change management strategies to support changes to procurement policies and practices; and
 - Report annually on procurement requirements.
- Incorporate Indigenous workforce strategies into all new major COAG reforms emerging from the reform agenda, including in infrastructure construction projects agreed through the COAG Infrastructure Working Group;
- Improve opportunities for Indigenous people to find and retain employment and connect more Indigenous people with employment and the real economy;
- Strengthen procurement provisions with a particular focus on large construction projects, maintenance contracts, cleaning and infrastructure projects agreed through the COAG Infrastructure Working Group;
- Strengthen public sector employment through public sector Indigenous employment and career development strategies with a view to achieving Indigenous participation in public sector employment that reflects working age population share and improving representation at higher levels;
- Work towards a national target of at least 2.6 per cent of public sector employment for Indigenous employment across all classifications by 2015;
- In addition to strengthening procurement policies to maximise Indigenous employment, the Commonwealth will explore options to assist the expansion of Indigenous business opportunities through support for the establishment of an Indigenous supplier network and consider options for Commonwealth procurement strategies to incorporate these Indigenous supplier arrangements once they are developed;
- Create real sustainable employment in areas of government service delivery that have previously relied on subsidisation through the Community Development and Employment Projects (CDEP) program;
- Increase Indigenous economic participation and employment by introducing or strengthening Indigenous employment requirements in government procurement processes;
- Develop a skilled and work ready Indigenous workforce by increasing the educational attainment and engagement of young Indigenous Australians;
- Reduce barriers to the use of information and communication technology in remote Indigenous communities;

¹⁴ To maintain brevity, wording of some objectives has been abridged – the full text is available within the respective agreements.

- Invest in communications services for the benefit of Indigenous people in remote Indigenous communities will contribute to achieving the targets agreed by COAG;
- Improve access for Indigenous Australians in remote Indigenous communities to basic information and communication services required for participation in contemporary Australian economic, political and social life;
- Enhance social inclusion and community well-being in remote Indigenous communities by improving links between people, information and technology; and
- Achieve better understanding of the benefits of the effective use of the internet and associated hardware and software in remote Indigenous communities.

While the above COAG contributions represent significant investment and effort, the Queensland and Commonwealth Governments, through this Agreement, have committed to a number of activities which will enable, support and accelerate COAG specific contributions to Economic Participation. These activities include:

4. enabling reforms that will resolve policy, program or service impediments to meeting COAG Economic Participation outcomes and targets;
5. supporting initiatives on which the success of the relevant COAG initiatives is dependent; and
6. the continuation of a number of existing initiatives which remain dedicated and valid contributions to the Closing the Gap efforts.

In Queensland these include:

- Introduction of a reformed Indigenous Employment Program (IEP);
- Reforms to Job Services Australia targeting Indigenous client services;
- CDEP reforms including jobs conversion packages;
- Skilling Queenslanders for Work;
- Indigenous IEP 20% Employment Policy;
- Introduction of Local Employment Coordinators; and
- Introduction of additional youth programs.

Working together

The Commonwealth and Queensland Governments are committed to working in partnership through this Schedule to:

- Ensure integration and coordination of COAG specific efforts;
- Align existing Queensland and Commonwealth Government activities that aim to improve Indigenous Economic Participation outcomes to Closing the Gap efforts;
- Coordinate the reporting associated with these activities;
- Engage in joint policy development and strategic planning processes for future Indigenous reform activity in Queensland;
- Implement joint governance arrangements for all place-based implementation activities; and
- Develop and share an evidence base, for example, through contributing relevant research and evaluation to the Closing the Gap Clearinghouse.

Governance and monitoring

Overall progress towards COAG Closing the Gap targets in Queensland, including Economic Participation targets, will be monitored by the OBIP Board of Management

(OBIP BOM). The OBIP BOM's Terms of Reference are set out in [Attachment 6](#) of this OBIP.

The OBIP BOM is responsible for bringing the suite of COAG agreements and strategies into an integrated and coordinated space and monitoring their collective progress toward Closing the Gap targets. Activities which are COAG specific will be monitored under this OBIP framework.

The primary responsibility for measuring, monitoring and reporting on deliverables set out in the suite of COAG agreements and strategies relevant to Economic Participation, rests with the agreed governance and reporting structures established for:

- *Indigenous Economic Participation National Partnership Agreement;*
- *Remote Indigenous Public Internet Access National Partnership Agreement;*
- *Youth Attainment and Transitions National Partnership;*
- *Productivity Places Program National Partnership Agreement;* and
- *Youth Attainment and Transitions National Partnership Agreement.*

And the agreed reporting mechanisms established for:

- *National Agreement for Skills and Workforce Development.*

Development of progress reports to the OBIP BOM will be coordinated by the **Report Coordinator** for Economic Participation (TBA) drawing on information from the existing governance and reporting mechanisms established for the above-mentioned agreements. The progress reports to OBIP will represent an aggregation of the monitoring and reporting activities already agreed to for the above agreements. OBIP reporting activities will not require additional monitoring or reporting activities outside the above agreements.

A compendium of NIRA, NA and NP performance indicators already agreed to under this Building Block, are set out in [Attachment 2](#) to this agreement.

SCHEDULE E

BUILDING BLOCK: HEALTHY HOMES

Context

Australia is recognised as a home ownership society, with the aspiration of owning one's own home generally regarded as the 'great Australian dream'. Home ownership has been the preferred form of tenure for around 90 per cent of households in all housing preference surveys conducted in Australia, with reasons frequently focused on 'security and belonging' and 'financial security'.

Research by the Australian Housing and Urban Research Institute (AHURI) indicates that most Indigenous Australians, like their non-Indigenous counterparts, aspire to home ownership, with affordability identified as the main impediment to achieving this aspiration. However the situation for Indigenous Australians is very different from that of non-Indigenous Australians:

- Indigenous households are half as likely to own or be purchasing their own homes as non-Indigenous Australians and twice as likely to be renting;
- Of the 167,000 Indigenous households in Australia in 2006, more than 70 per cent had incomes in the bottom two income quintiles, nearly double the percentage of the non-Indigenous population in the two lowest income quintiles;
- Indigenous households are 4.5 times more likely to be overcrowded than non-Indigenous households;
- Nearly a quarter of Indigenous people aged 15 years and over in Australia are living in overcrowded housing; and
- Indigenous people are over represented in homelessness statistics, accounting for 9 per cent of the homeless population.¹⁵

What we are doing

Through COAG the Queensland and Commonwealth Governments have agreed to a suite of National Agreements (NAs), National Partnership Agreements (NPs) and Strategies which contribute to Closing the Gap. As set out in Attachment 1 of the OBIP and Schedule C of the NIRA, the following COAG initiatives contribute to the Healthy Homes Building Block:

- *Remote Indigenous Housing National Partnership Agreement;*
- *National Affordable Housing Agreement;*
- *Homelessness National Partnership Agreement;*
- *Social Housing National Partnership Agreement;* and
- *Nation Building and Jobs Plan National Partnership Agreement – Schedule C: Social Housing.*

The OBIP provides a basis for integrating and coordinating these initiatives to achieve the following objectives that sit within these initiatives:

¹⁵ Family and Housing, Community Services and Indigenous Affairs, Home Ownership Issues Paper, Commonwealth Government, May 2010 (all 5 points)

- Significantly reducing severe overcrowding in remote Indigenous communities;
- Increasing the supply of new houses and improving the condition of existing houses in remote Indigenous communities; and
- Ensuring that rental houses are well maintained and managed in remote Indigenous communities.

While the above COAG contributions represent significant investment and effort, the Queensland and Commonwealth Governments, through this Agreement, have committed to a number of activities which will enable, support and accelerate COAG specific contribution to Healthy Homes. These activities focus on:

7. enabling reforms that will resolve policy, program or service impediments to meeting COAG Healthy Homes outcomes and targets;
8. supporting initiatives on which the success of the relevant COAG initiatives is dependent; and
9. the continuation of a number of existing initiatives which remain dedicated and valid contributions to the Closing the Gap efforts.

In Queensland these include:

- Land tenure reforms;
- Standardised tenure and property management;
- Employment and training in related activities;
- Home ownership initiatives;
- Transition of Indigenous Community Housing Organisations to Queensland's One Social Housing System;
- Tenancy management in selected communities;
- Joint funding agreements;
- Agreements with Palm Island, Hopevale and Yarrabah; and
- Municipal services funding, particularly in the Torres Strait.

Working together

The Commonwealth and Queensland Governments are committed to working in partnership through this Schedule to:

- Ensure integration and coordination of COAG specific efforts;
- Align existing Queensland and Commonwealth Government activities that aim to improve Indigenous housing and homelessness outcomes with Closing the Gap efforts;
- Coordinate reporting associated with these activities;
- Engage in joint policy development and strategic planning processes for future Indigenous reform activity in Queensland;
- Implement joint governance arrangements for all place-based implementation activities; and
- Develop and share an evidence base, for example, through contributing relevant research and evaluation to the Closing the Gap Clearinghouse.

Governance and monitoring

Overall progress towards COAG Closing the Gap targets in Queensland, including Healthy Homes targets, will be monitored by the OBIP Board of Management (OBIP BOM). The OBIP BOM's Terms of Reference are set out in [Attachment 6](#) of this OBIP.

The OBIP BOM is responsible for bringing the suite of COAG agreements and strategies into an integrated and coordinated space and monitoring their collective progress toward Closing the Gap targets. Activities which are COAG specific contributions will be monitored under this OBIP framework.

The primary responsibility for measuring, monitoring and reporting on deliverables set out in the suite of COAG agreements and strategies relevant to Healthy Homes, rests with the agreed governance and reporting structures established for:

- *Remote Indigenous Housing National Partnership Agreement;*
- *Homelessness National Partnership Agreement;*
- *Social Housing National Partnership Agreement; and*
- *Nation Building and Jobs Plan National Partnership Agreement – Schedule C: Social Housing.*

And the agreed reporting mechanisms established for:

- *National Affordable Housing Agreement.*

Development of progress reports to the OBIP BOM will be coordinated by the **Report Coordinator** for Healthy Homes (TBA) drawing on information from the existing governance and reporting mechanisms established for the above-mentioned agreements. The progress reports to OBIP will represent an aggregation of the monitoring and reporting activities already agreed to for the above agreements. OBIP reporting activities will not require additional monitoring or reporting activities outside the above agreements.

A compendium of NIRA, NA and NP performance indicators already agreed to under this Building Block, are set out in [Attachment 2](#) to this agreement.

SCHEDULE F

BUILDING BLOCK: SAFE COMMUNITIES

Context

Community safety is imperative to achieving COAG Closing the Gap targets and underpins efforts across other Building Blocks. A lack of community safety will jeopardise all other Closing the Gap efforts, including service provision and infrastructure. The evidence demonstrates that violence, abuse, neglect, substance abuse and incarceration all negatively affect life expectancy, child mortality, education and employment.

The Council of Australian Governments (COAG) is committed to a position that Indigenous people (men, women and children) have the right to their individual safety and to contribute to the safety of their communities. Fulfilling this need involves:

- Improving family and community safety through law and justice responses (including accessible and effective policing and an accessible justice system);
- Victim support (including safe houses and counselling), child protection and also preventative approaches; and
- Addressing alcohol and substance abuse will be critical to improving community safety, along with the improved health benefits to be obtained.¹⁶

By working cooperatively, the Queensland and Commonwealth Governments will contribute to the achievement of the following COAG objectives:

- Indigenous children and families are safe and protected from violence and neglect in their home and communities;
- Alcohol and other drugs abuse among Indigenous people is overcome; and
- Breaking cycles of criminal behaviour and violence normalisation.

Under the *National Framework for Protecting Australia's Children*, new national standards to safeguard the health, safety and well being of children living in foster homes in all States and Territories is being developed.

A National Plan to Reduce Violence Against Women and Their Children 2010-2022 is due for release in 2010. The National Plan will contain a number of actions to specifically address violence experienced by Indigenous women.

The *National Indigenous Law and Justice Framework* was endorsed by the Standing Committee of Attorneys-General on 6 November 2009. Through this framework, jurisdictions will identify and develop the most appropriate response to law and justice issues adversely affecting Aboriginal people and Torres Strait Islanders.

Areas for Priority Intervention

The Queensland and Australian Governments are committed to:

¹⁶ National Indigenous Reform Agreement, P7

- Improving individual and community safety;
- Reducing the rates of drug and alcohol related harm to individuals and damage to property;
- Improving the coordination, integration and preventative focus of mental health programs;
- Reducing the rates of over-crowding in homes;
- Building the governance, leadership and capacity of communities to rebuild social norms;
- Working with communities on prevention, early intervention and diversionary programs with a particular focus on antisocial behaviours resulting from alcohol abuse;
- Working with communities to improve the safety of children and in particular supporting parents to protect and nurture their children; and
- Focussing on the coordination, integration and innovation of services which break the cycle of violence, crime and incarceration.

Working Together

Through this Schedule the Governments agree to:

- Ensure the principle of rebuilding social norms and community safety underpins all government reforms, programs and services;
- Continue a strong policy position on the reduction of alcohol and drug related harm in communities (against people and property);
- Work cooperatively on the agreed measures developed under the *National Framework for Protecting Australia's Children*;
- Contribute to the strategies associated with *A National Plan to Reduce Violence Against Women and Their Children 2010-2022*;
- Assist in the delivery of outcomes identified in the *National Indigenous Law and Justice Framework*;
- Ensure integration and coordination of COAG specific efforts;
- Align existing Queensland and Australian Government activities that aim to improve the governance and leadership focus of Closing the Gap efforts;
- Coordinate the reporting requirements associated with these activities;
- Engage in joint policy development and strategic planning processes for future Indigenous reform activity in Queensland;
- Implement joint governance arrangements for all place-based implementation activities; and
- Develop and share an evidence-base, for example, through contributing relevant research and evaluation to the Closing the Gap Clearinghouse.

Governance and monitoring

Overall progress towards the COAG Closing the Gap targets, including progress toward objectives relating to Safe Communities, will be monitored by the OBIP Board of Management (OBIP BOM). The OBIP BOM's Terms of Reference are set out in Attachment 6 of the OBIP.

The OBIP BOM will establish a Safe Communities Working Group responsible for overseeing the bilateral efforts in community safety.

Timelines

Establishment of Safe Communities Working Group to OBIP BOM. by June 2011

Establishment of monitoring and reporting framework to enable OBIP BOM to monitor progress of COAG objectives. by July 2011

SCHEDULE G

BUILDING BLOCK: GOVERNANCE AND LEADERSHIP

Context

Through the National Indigenous Reform Agreement (NIRA) Governments recognise that strong Indigenous leadership is needed to champion and demonstrate ownership of social reforms and Closing the Gap objectives. The Queensland and Commonwealth Governments also agree that Indigenous people, organisations and communities need:

- opportunities to build the capacity to shape their own futures;
- to be engaged in the development of reforms that will impact on them; and
- improved access to governance and leadership;

in order to play a greater role in exercising their rights and responsibilities as citizens.

The Commonwealth and Queensland Governments are committed to resetting the relationship with Indigenous Australians, by strengthening Indigenous leadership at the local, state and national levels and supporting strong leaders to transform their communities locally. This commitment recognises that long term and sustainable outcomes across all the COAG Building Blocks are dependent upon:

- effective governance arrangements in communities and organisations;
- strong engagement by governments at all levels; and
- strong Indigenous leadership at the individual, family and community level.

National and international literature on best practice social and community development programs conclude that program delivery is more effective when it is informed by, developed with, and implemented in partnership with the community. Improved capacity building in governance and leadership will support communities to engage as equal partners with the Governments.

Governance generally refers to the way the members of a group or community organise themselves to make decisions that affect them as a group. Leadership is critical to the development of a strong governance culture, and there can be specific cultural aspects to Indigenous leadership.¹⁷

Building on this, the Queensland and Commonwealth Governments are committed to building governance and leadership beyond the formal community structures as has been the focus previously. Through this Schedule the Governments aim to shift government engagement mechanisms to focus specifically on both the third sector (Indigenous service providers) and the end user (Indigenous clients) as valuable partners and agents of change in Closing the Gap.

Government efforts to build Indigenous governance and leadership will focus on the Indigenous service sector as well as Indigenous clients in communities.

Critical to strengthening Indigenous leadership, capacity and engagement, will be efforts to re-position Indigenous Australians in contemporary society.

¹⁷ [Steering Committee for the Review of Government Service Provision \(2009\), *Overcoming Indigenous Disadvantage: Key Indicators 2009*. Canberra: Productivity Commission, p. 58.](#)

A key issue is finding the appropriate balance between institutional capacity building and capacity building within families and communities.

Areas for Priority Intervention

Bilateral efforts under this Building Block will be focussed on pursuing the following NIRA Objectives:

- Indigenous communities are empowered to participate in policy making and program implementation;
- Indigenous communities are represented through credible consultation/governance mechanisms; and
- Connecting the way government agencies work in remote areas (the governance of governments) and developing community capacity.

Governments will support individual leadership skills and governance through such actions as:

- Providing Indigenous leadership programs to support the development of leadership skills;
- Providing governance training targeted to Indigenous Community Organisations;
- Developing the skills, knowledge and competencies of Indigenous individuals, families and community organisations to contribute to the development of appropriate services and to encourage take-up and use of services as appropriate;
- Establishing appropriate community leadership and governance mechanisms in communities to enhance government engagement with community; and
- Providing programs which build the individual and leadership capacity to engage with government in an environment of mutual respect, understanding, shared knowledge, shared power and collaboration.

Working Together

The Governments are committed to working in partnership through this Schedule to:

- Establish an agreed position on the purpose, intent and scope of Governance and Leadership efforts in Queensland;
- Explore mechanisms to pursue bilateral efforts supporting the NIRA objectives;
- Ensure the recognition that strong Indigenous leadership is needed to champion and demonstrate ownership of social reforms underpins all government reforms, programs and services;
- Ensure integration and coordination of COAG specific efforts;
- Align existing Queensland and Commonwealth Government activities that aim to improve the Governance and Leadership focus to Closing the Gap efforts;
- Coordinate the reporting requirements associated with these activities;
- Engage in joint policy development and strategic planning processes for future Indigenous reform activity in Queensland;

- Implement joint governance arrangements for all place-based implementation activities; and
- Develop and share an evidence-base, for example, through contributing relevant research and evaluation to the Closing the Gap Clearinghouse.

Governance and monitoring

Overall progress towards the COAG Closing the Gap targets, including progress toward improving data quality, will be monitored by the OBIP Board of Management (OBIP BOM). The OBIP BOM's Terms of Reference are set out in [Attachment 6](#) of this OBIP.

The OBIP BOM will establish a Governance and Leadership Working Group responsible for overseeing the bilateral efforts in governance and leadership.

Timelines

Establishment of Governance and Leadership Working Group to OBIP BOM.	June 2011
Undertake Governance and Leadership scoping and development exercise.	July 2011
Develop a Bilateral Action Plan for this Schedule.	August 2011

SCHEDULE H

REMOTE SERVICE DELIVERY

Context

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

Through this Partnership Agreement, Governments will 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.

The *National Partnership Agreement on Remote Service Delivery* is primarily about governments reforming the way they do business – separately, jointly and with remote communities. Through this new approach, the governments are committed to achieving:

- improved outcomes through improved access to health, education, employment and other services in remote areas;
- revitalised Indigenous organisations with capacity to assist individuals and families to engage with all the opportunities associated with a better serviced region;
- greater economic opportunities (business investment and home ownership) as a result of resolution of land tenure and land administration issues; and
- over time, a reduced reliance on government transfer payments by individuals in remote communities.

What we are doing

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

Remote Service Delivery, together with other relevant COAG agreements, will focus on:

- improving the access of Indigenous families to a full range of suitable and culturally inclusive services;
- raising the standard and range of services delivered to Indigenous families to be broadly consistent with those provided to other Australians in similar sized and located communities;
- improving the level of governance and leadership within Indigenous communities and Indigenous community organisations; and
- providing simpler access and better coordinated government services for Indigenous people in identified communities.

Working Together

Through the Queensland Remote Service Delivery Bilateral Implementation Plan, the Governments agree to work towards:

- A Single Government Interface for communities to deal with, through the:
 - establishment of Regional Operations Centres (ROCs) with co-located Commonwealth and Queensland Government staff working together for an identified community; and
 - employment of local Government Engagement and Coordination Officers (GECOs) and Indigenous Engagement Officers (IEOs) living in each community and working for both governments – reporting to a ROC Manager.
- A single service delivery plan for both governments called a Local Implementation Plan (LIP) – developed in consultation with local Indigenous people;
- Integrated and improved service planning, design and delivery;
- Integrated service coordination and governance mechanisms;
- Baseline mapping and analysis; and
- Reporting and sharing best practices.

Governance and monitoring

Overall progress towards COAG Closing the Gap targets in Queensland will be monitored by the OBIP Board of Management (OBIP BOM). The OBIP BOM's Terms of Reference are set out in [Attachment 6](#) of the OBIP.

The OBIP BOM is responsible for bringing the suite of COAG agreements and strategies into an integrated and coordinated space and monitoring their collective progress toward Closing the Gap targets. Activities which are COAG specific contributions will be monitored under this OBIP framework.

The primary responsibility for measuring, monitoring and reporting on deliverables set out in the *National Partnership Agreement on Remote Service Delivery* rests with the Remote Service Delivery Board of Management (RSD BOM).

Development of progress reports to the OBIP BOM will be coordinated by the RSD BOM Co-Chairs.

Regular reporting to COAG will continue for the five years of the National Partnership Agreement until 2014.

SCHEDULE I

NATIONAL URBAN AND REGIONAL STRATEGY

Context

With around three quarters of the Indigenous population residing in major cities and regional areas, the Queensland and Australian Governments recognise that progressing the Closing the Gap targets will not be possible without significant gains in urban and regional locations. These gains will require focussed and tailored effort across health, housing, early childhood development, education and employment.

In Queensland the majority of the Indigenous population reside in the most disadvantaged locations, of which the majority are urban and regional based. The extent of Indigenous disadvantage within urban and regional areas of Queensland is highlighted by the fact that in 2006:

- 38 per cent of the total Indigenous population lived in urban and regional locations which were deemed substantially disadvantaged;¹⁸ and
- 17 per cent of the total Indigenous population lived in urban and regional locations which were deemed the most disadvantaged areas in the State.¹⁹

In Queensland the Local Government Areas (LGAs) with the highest Indigenous population include Brisbane, Townsville, Logan and Ipswich City Councils and Cairns, Moreton Bay and Rockhampton Regional Councils (54,279 people), which are all urban locations.

Areas for Priority Intervention

The Queensland and Commonwealth Governments are committed to pursuing the *National Urban and Regional Service Delivery Strategy for Indigenous Australians* (National Urban and Regional Strategy; URS) to address levels of Indigenous disadvantage in urban and regional Queensland. Within the spirit of the National Urban and Regional Strategy, the Governments will focus its effort on:

Focusing on Local Need/Place Based Approaches

Undertaking focussed place-based work in a number of urban and regional priority locations;

Strengthening Indigenous Capacity, Engagement and Participation

Strengthening the capacity of Indigenous individuals, families and communities to: take up and benefit from services; and engage in and actively participate in all aspects of Australian society;

¹⁸ 60 per cent (76,270 people) of the Indigenous population resided in substantially disadvantaged areas, with 65 per cent (49,219 people) of these people in major cities or inner regional areas or outer regional areas. ABS, Population ERP by Single Age and Sex 2000-2008; ABS, ARIA+, Mean and Remoteness 2006; and ABS, Age by Indigenous Status by Sex 2006.

¹⁹ 34 per cent (43,762 people) of the Indigenous population resided in the most disadvantaged areas, with 50 per cent (21,799 people) of these people in major cities, inner regional areas or outer regional areas. ABS, Population ERP by Single Age and Sex 2000-2008; ABS, ARIA+, Mean and Remoteness 2006; and ABS, Age by Indigenous Status by Sex 2006.

Building Effective Accountability and Sustainability

Building effective accountability and sustainability in service delivery;

Integration and Governance

Driving coordination and integration of policy, programs and services

Leveraging Indigenous specific and mainstream National Partnership Agreements in Health, Housing and Homelessness, Early Childhood, Education and Economic Participation; and

Effective Services – Service/System Reform

Reforming service delivery systems to ensure government investments: deliver effective and accessible services that are taken up by Indigenous people; deliver culturally competent services; maximise linkages between Indigenous-specific and mainstream services; and deliver service models that respond to high levels of mobility amongst Aboriginal and Torres Strait Islander peoples.

Working together

Through this schedule the Governments agree to:

- Develop a joint Urban and Regional Service Delivery Bilateral Action Plan setting out how the Governments will deliver on the five areas for priority intervention, consistent with relevant Council of Australian Governments (COAG) agreements and decisions. This Action Plan will include actions, responsibilities, performance measures and governance and reporting mechanisms to pursue the areas for priority intervention. The plan will cover joint efforts (in particular priority place-based collaborations) as well as broader Queensland Government and Australian Government commitments. At the July 2009 COAG, jurisdictions were required to report to COAG on the progress of the *National Urban and Regional Service Delivery Strategy for Indigenous Australians* by the end of 2009. This occurred in December 2009.
- Ensure that mainstream and Indigenous specific National Agreements and National Partnership Agreements are being targeted, coordinated and integrated and subsequently representing a significant contribution to Closing the Gap efforts in urban and regional Queensland.
- Identify and select priority place-based locations for joined up place-based work using a methodology of:
 - Identification of statistical local areas with: high Indigenous populations; high levels of Indigenous people living in disadvantage; and high levels of Indigenous people with a reliance on unemployment related income support;
 - Mapping of Government footprint in these locations including; services, investment, reform activities and infrastructure (both gaps and opportunities);
 - Comparative assessment of: capacity to leverage existing opportunities; and ‘Greenfield’ site opportunities; and
 - Assessment of ability to measure ‘closing the gap’ progress and disaggregate outcomes from the place-based activities.
- Joined up and targeted work in agreed priority place-based sites including:
 - Targeted baseline mapping and service assessments;

- Local planning, monitoring and reporting; and
- Governance, engagement and communication mechanisms.
- Develop an appropriate performance measurement framework to measure Closing the Gap progress within Queensland's urban and regional Indigenous population.
- Integrate Closing the Gap commitments in urban and regional Queensland within broader Indigenous reform governance, monitoring and reporting regimes.
- Pursue broader Closing the Gap efforts, in place-based locations and at the regional level outside the joined up priority place-based locations, as part of their general business.
- Review the effectiveness of the National Urban and Regional Strategy after three years as well as within the broader OBIP review mechanisms.
- Contribute to future reporting as determined by COAG.

The Queensland Government is also developing a dedicated strategy for Aboriginal and Torres Strait Islander peoples living in urban and regional areas of Queensland. This strategy will complement and strengthen the commitments made by the Queensland Government under the OBIP and the *National Urban and Regional Service Delivery Strategy for Indigenous Australians*.

Governance and monitoring

Overall progress towards the COAG Closing the Gap targets, including progress toward improving data quality, will be monitored by the OBIP Board of Management (OBIP BOM). The OBIP BOM's Terms of Reference are set out in **Attachment 6** of this Plan.

The OBIP BOM will establish a URS Working Group, responsible for driving, monitoring and reporting on implementation of the URS. Reporting and performance monitoring frameworks agreed to as part of this Schedule will be used to fulfil State and National reporting requirements.

Timelines

Establishment of URS Working Group to OBIP BOM	March 2011
Agreement of URS priority place-based locations	March 2011
Agreement on targeted baseline mapping terms of reference for priority place-based sites	April 2011
Establishment of joint governance arrangements in priority place-based sites	May 2011
Roll out joint communication and engagement arrangements in place-based sites	May 2011
Agreement of URS performance measurement, monitoring and reporting frameworks to underpin OBIP	June 2011

Finalise Queensland Government and Australian Government URS Action Plan	June 2011
Completion of targeted baseline mapping in place-based sites	June 2011
Development of URS local implementation plan for each priority place-based site	June 2011
Identification of URS place-based locations (for broader implementation activities)	November 2011

SCHEDULE J

DATA QUALITY IMPROVEMENTS

Context

A key feature of the COAG Indigenous reform agenda is enhanced reporting against specified indicators, including many which will be disaggregated by Indigenous and non-Indigenous status.

Reforms to data quality are critical to allow COAG to closely examine progress toward Closing the Gap. The Queensland and Commonwealth Governments, under the *National Indigenous Reform Agreement* (NIRA) have agreed to actions to improve the performance indicator data required.

The work undertaken in this Schedule will complement the work of the Closing the Gap Clearinghouse which provides online access to reliable research and evaluation based evidence on what works to overcome Indigenous disadvantage.

Areas for Priority Intervention

The Governments have set a timeline of up to 30 June 2013 to build a quality data collection system to support Closing the Gap measurement and reporting. To achieve this, effort will be focussed on:

- Implementing improvements to Census Indigenous enumeration procedures to improve the quality of the Census count of Indigenous Australians;
- Expanding the scope of the Census Post Enumeration Survey to include very remote areas and discrete Indigenous communities;
- Analysing the level of Indigenous identification in key data sets, including a baseline report and ongoing five-yearly studies to monitor identification levels over time;
- Adopting the standard Australian Bureau of Statistics (ABS) Indigenous status question and recording categories on data collection forms and information systems for key data sets;
- Improving procedures for collecting Indigenous status information in health and education by training staff in key data collection positions (such as hospital admissions staff and funeral directors) about how and why to ask the Indigenous status question and to raise awareness about its importance;
- Developing and implementing initiatives to raise the Indigenous community's awareness about the importance of identifying as Indigenous when accessing services and to therefore raise the propensity for identification;
- Establishing protocols to link Census records with death registration records to assess under-identification of Indigenous mortality for use in the compilation of Indigenous life expectancy estimates;
- Working in partnership to develop and implement national best practice guidelines for linking data relating to Indigenous people, covering linkage methods and protocols, privacy protocols, quality standards, and procedures;

- Expanding the Perinatal National Minimum Data Set (PNMDS) and assessing what is currently collected by states and territories in regards to smoking during pregnancy, child and maternal health and the Indigenous status of the baby; and developing nationally consistent data elements;
- Mandatory collection for the expanded PNMDS;
- Reviewing jurisdictional practices for collecting pathology information and developing a business case for the implementation of a nationally consistent pathology data collection, including Indigenous status; and
- Developing national Key Performance Indicators for Indigenous specific primary health care services.

Working together

The Queensland and Commonwealth Governments are committed to working in partnership through this OBIP to:

- Ensure integration and coordination of Closing the Gap measurement, monitoring and reporting activities (under the NIRA and its associated NAs and NPs) with the data quality improvement efforts;
- Develop an agreed methodology to measure and determine Closing the Gap success in the short-term and longer-term;
- Develop an agreed performance evaluation framework;
- Ensure that monitoring and reporting activities under this OBIP leverage and compliment existing Queensland Government reporting processes and the *Overcoming Indigenous Disadvantage: Key Indicators Report*;
- Develop a joint Action Plan for improving data quality setting out the details of data improvements, activities and timelines; and
- Develop and share an evidence base, including through contributing relevant research and evaluations to the Closing the Gap Clearinghouse.

Governance and monitoring

Overall progress towards the COAG Closing the Gap targets, including progress toward improving data quality will be monitored by the OBIP Board of Management (OBIP BOM). The OBIP BOM's Terms of Reference are set out in [Attachment 6](#) of this OBIP.

The OBIP BOM will establish a Data Quality Improvements Working Group (DQIWG), responsible for coordinating and reporting to OBIP on the collective progress and data quality improvements across each NA and NP. Efforts to improve quality data will rest firstly with those responsible agents set out in Schedule F of NIRA and secondly with the governance bodies relevant to the NA and NP. The DQIWG will, as part of this coordinated reporting, report to OBIP on the collective data quality improvement efforts against the agreed actions set out in Schedule F of NIRA.

Progress on Agreed Data Quality Improvements under Schedule F of the NIRA will be monitored through the NIRA Performance Information Management Group (PIMG), chaired by FaHCSIA.

Timelines

Establishment of Data Quality Improvements Working Group to OBIP BOM. by June 2011

Development of Queensland Bilateral Action Plan for Improving Data Quality. by July 2011

Establishment of monitoring and reporting framework to enable the OBIP BOM monitor progress of data quality improvements against agreed timeliness. (This Schedule is to be finalised taking into consideration the COAG Reform Councils Report on the NIRA released in June 2010.) by July 2011