



The Broome Model: Collaborative Investment Partnerships

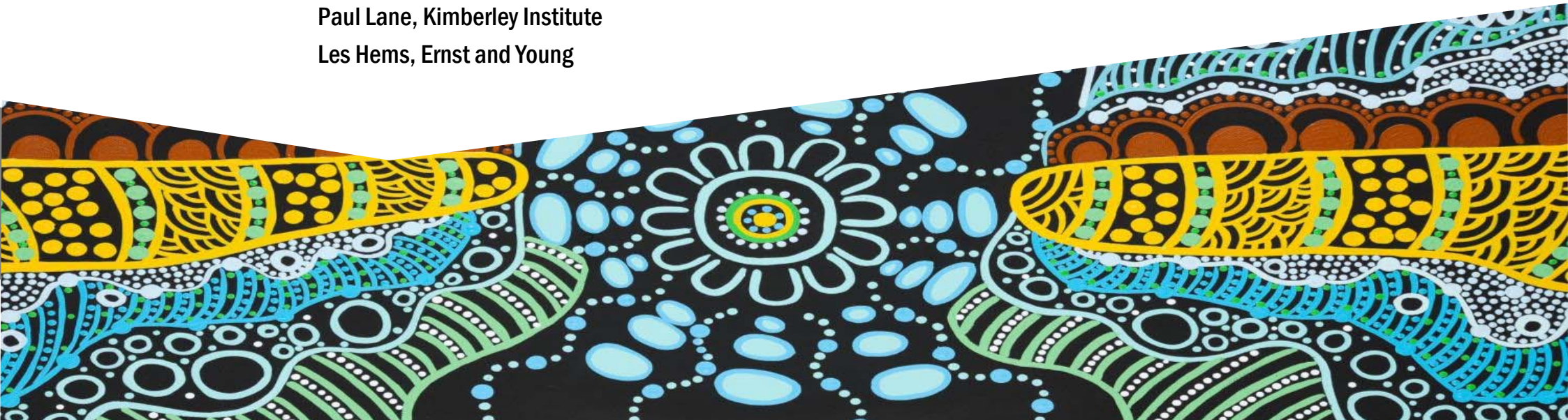
The roles for evaluation and evaluators in designing, developing and implementing place-based initiatives in regional towns and Indigenous communities that address community priorities:
Insights and learnings from a Western Australian initiative

*aes16 International Evaluation Conference 20th September 2016
Perth, Western Australia*

Paul Lane, Kimberley Institute
Les Hems, Ernst and Young



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Introducing the Broome Model: The context

CONTEXT:

- ▶ Persistence of social problems in Broome and the region
- ▶ History of the community forming its own solutions based on collaboration

CHALLENGES

- ▶ Many community organisations - increasing dependence on volatile siloed government funding
- ▶ Funding mechanisms generate unproductive competition and undermine collaboration
- ▶ Increasing financial vulnerability of community organisations

PUBLIC SERVICE REFORM WILL GENERATE MORE CHANGE

- ▶ Re-contracting services – smaller number of larger contracts
- ▶ Performance and outcomes based contracting
- ▶ Client-directed care, National Disability Services, Home Care, Aged Care

"Insanity: doing the same thing over and over again and expecting different results." - Einstein



The challenges facing the Broome region

The social change that the Broome Model seeks to address is a wide range of Indigenous socio-economic disadvantage that manifest amongst Aboriginal people in the Broome Region as symptoms of societal dysfunction.

Key Social Issues

- High incarceration rates
- Juvenile anti-social behaviour
- Poor school attendance
- High incidence of substance abuse

- High incidence of poor physical and psychological health

- High rates of long-term unemployment

- High incidence of family violence and family dysfunction



Individual stories

- 3 strikes and out – 3 minor offences relating to anti-social behaviour and car related offences lead to automatic incarceration
- ↓
- Incarceration leads to isolation in terms of family and community, intensifies drug and mental health issues including increased risk of suicide, interrupts or blocks education and employment pathways
- ↓
- On release, barriers to rehabilitation & integration back in to family and community, homelessness, high probability of recidivism and incarceration



Designing and developing the Broome Model:

2014 Kimberley Institute initiate a process to design and implement an innovative model – a Collaborative Investment Partnerships:

- ▶ To facilitate and support collaboration using the Collective Impact approach
- ▶ Community capacity building – open to all organisations that want to engage
- ▶ Driven by the community, focus on the priority outcomes identified by the community
- ▶ Maximise use of community resources – a generative approach
- ▶ Maximise use of knowledge and evidence including evaluations
- ▶ Reduce dependence on government - explore the potential for Social Impact Investing and the co-mingling of funding
- ▶ Develop mechanisms to support payment for outcomes / results / success
- ▶ Develop a baseline and a shared and integrated measurement system
- ▶ Create sustained social change



Context for evaluation and evaluators in responding to Broome's challenges:

2012 Australian Productivity Commission roundtable on the role of evaluation in developing better Indigenous policies:

Fred Chaney

- Systemic failure across government silos - need for more holistic strategies for policy and evaluation
- Greater devolution of decision-making to Indigenous communities.

Taylor, Malezer and Cobb-Clark

- Limitations in terms of availability of relevant data and use of robust evaluation methodologies.

2016 Martin Parkinson Dungala Kaiela Oration, Shepparton

- Governments need to improve evaluation of Indigenous programs because we don't know whether many of them even work

2016 Centre for Independent Studies

- Fewer than 10% of the 1082 Indigenous programs had been evaluated – few used methods that provided evidence of program effectiveness



The challenges for evaluation and evaluators

What needs to be done?

- ▶ Have policymakers across all levels of government made the best use of existing evaluations?
- ▶ Is evaluation embedded in the policy development and implementation processes?
- ▶ Can we develop effective evaluation methodologies that meet the needs of Indigenous communities?

Do we know what success looks like?

- ▶ Closing the Gap report reveals little progress in improving life outcomes for Australia's Indigenous people
- ▶ Indigenous leaders are questioning whether current policies reflect the objectives of Indigenous people.

“We know that the keys to self-reliance, independence and improved social outcomes are: higher levels of employment; Indigenous business ownership; and the opportunity to use and develop culture, knowledge and land assets to generate wealth.” Martin Parkinson 2016



Preparatory work for the Broome Model

Indigenous population Baseline census 2011: The Yawuru 'Knowing our Community' (YKC) survey

- ▶ Engaged a total of 997 Indigenous households in private dwellings in the Broome area.
- ▶ The Indigenous population recorded as present in Broome by the YKC survey was 3,712, 61 per cent higher than the ABS census count of persons present in 2006 (2,305).
- ▶ Aboriginal and Torres Strait Islander (ATSI) population makes up 43% of the Kimberley region.
- ▶ Kimberley Indigenous population has a much younger age structure than the non-Indigenous population, with nearly half the population aged under 20 (42% compared with 22% for non-Indigenous)
- ▶ Relatively large numbers of women in the childbearing ages, and even larger cohorts beneath them, that could indicate high potential for future growth in numbers.

Development of a wellbeing framework for Indigenous community: Yawuru Wellbeing Survey

- ▶ “For Yawuru people, *mabu liyan* is at the heart of what it is to have and to know a good life”
- ▶ Connectedness to family, community and country – expressions of culture
- ▶ Health and material wellbeing – social, emotional, spiritual and physical wellbeing
- ▶ Self-determination – being respected and free from discrimination



Broome Model First Phase: Community capacity building

First phase of community capacity building supported by Shell Prelude:

- ▶ **Collective Impact:**
 - ▶ Common agenda
 - ▶ Mutually reinforcing activities
 - ▶ Backbone organisation
 - ▶ Continuous communication
 - ▶ Shared measurement system
- ▶ **Outcomes Measurement**
 - ▶ Theory of change
 - ▶ Stakeholders and network analysis
 - ▶ Client segmentation and program differentiation
 - ▶ Identifying and defining outcomes (and lead indicators)
 - ▶ Existing and future methodologies for measuring outcomes



Broome Model First Phase: Identifying priority issues and building the evidence base

Independent analysis and synthesis of the Indigenous Advancement Strategy (IAS) submissions for leading Broome community organisations

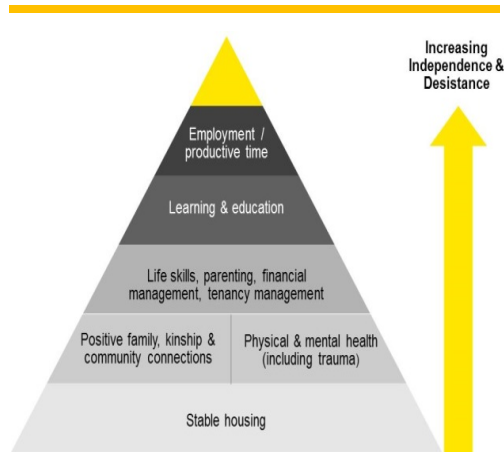
- ▶ IAS challenged organisations to:
 - ▶ Focus on priority issues
 - ▶ Be innovative and not present business as usual
 - ▶ Demonstrate outcomes
 - ▶ Acknowledge collaboration

- ▶ Broome response:
 - ▶ Integrated and holistic programs for priority issues
 - ▶ Family centred programs - restorative
 - ▶ Collaboration

The Broome Model's Systemic Response:

Integrated services provided by Broome community organisations

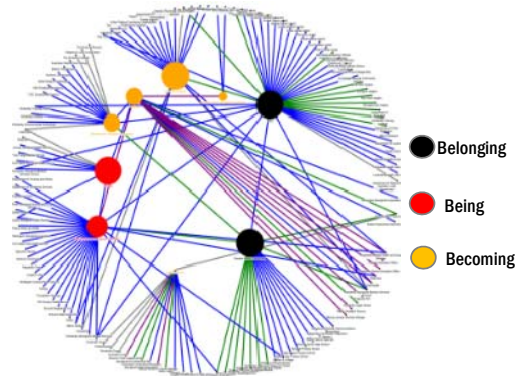
1 Hierarchy of needs



Long term outcomes:

Employment and education is fundamental for achieving independence and desistance but these are built on stable housing and addressing any individual and relationship issues

2 Fragmented services



Building collaboration:

Existing service provision is fragmented by multiple independent funding streams. Capacity building opens up potential for and value of collaboration and integrated services

3 Integrated services



Family centred:

Broome Community Service Organisations expressed preference for an integrated family centred approach, one organisation to take responsibility for case co-ordination & service integration



Broome Model's systemic response

Individual pathways to independence and desistance

Prevention

- ▶ School enrolment, attendance & retention: CentreCare, Save the Children, Jalygurr-Guwan, Centacare
- ▶ Employment pathways: Kimberley Girl, School cluster activities, Goolari Media Ent, Nirrumbuk, Mamabulanjin Aboriginal Corp, Argonya & Nagula Jarndu



Integrated community response

- ▶ Individual support / recidivism: Men's Outreach
- ▶ Health issues: BRAMS
- ▶ Drug rehabilitation: Milly
- ▶ Family & community relationships: Goolari Media Ent
- ▶ Employment pathways: : Goolari Media Ent, Nirrumbuk, Mamabulanjin Aboriginal Corporation, Argonya & Nagula Jarndu

Early Intervention

- ▶ Alternative sentencing and juvenile justice procedure negotiated with WA Government based on community work programs: Kimberley Institute & EY



Promising progress: Putting the Broome Model philosophy of collaboration into practice

The Skuthorpe, Balu Buru Project

Designed around the development of native tree and fruit production on two properties outside Broome with a long term strategy for both the properties to be developed for native fruit and tree production, development of a cultural tourism initiative, employment programs and as an Alternative Sentencing and Juvenile Justice Project. Collaboration with the Water Corporation WA and North West Training.

Crab Creek Tree Farm Project

Demco Land Project is designed around land rehabilitation of the effluent ponds behind the dune systems and the Golf Course in Broome plus the establishment of 40 hectares of native trees for a Kimberley wide seed bank on the Northern side of Roebuck Bay.

Green Army employment pathways

Co-ordinated submission of bids to develop Green Army projects with shared back office



Broome Model Phase 2: Developing Collaborative Investment Partnerships

Continuing support from Shell Prelude plus Lottery West: Facilitated workshops for Community to identify priority issues suitable for Collaborative Investment Partnerships

- ▶ **Based on themes identified in Phase 1:**
 - ▶ Children – pre-school and school attendance
 - ▶ Employment pathways and social enterprise
 - ▶ Housing and homelessness including young people
 - ▶ Family centred approach to health and wellbeing
- ▶ **Theory of change**
 - ▶ Identify key elements of program including collaboration
 - ▶ Stakeholders and client segments
 - ▶ Define outcomes and indicators – existing and future methods for measurement
 - ▶ Potential for development of a payment by results mechanism and social investment



Broome Model Phase 2: Collaborative Investment Partnerships under development

The following CIP Propositions under development:

- ▶ Development of Literacy Acquisition for Pre-primary students (LAPS) – Waardi Ltd and Broome Schools
- ▶ Green Army employment pathways for young people (including alternative sentencing program) – Mamabulunjin & CoAct
- ▶ Transitional housing – CentaCare plus network of support agencies
- ▶ Youth homelessness – Broome Youth and Family Hub plus network of support agencies
- ▶ Family health and wellbeing centre – BRAMS and Nyama buru Yawuru



Collaborative Investment Partnership propositions

- ▶ Description of the issue including target population cohorts
- ▶ Review of evidence including program evaluations
- ▶ Stakeholders – network analysis
- ▶ Proposed program including scale, scope and collaboration
- ▶ Theory of change: - inputs, activities, outputs, medium & long-term outcomes
- ▶ Enablers and barriers, and potential to scale
- ▶ Benefit cost analysis
- ▶ Payment by results / outcomes mechanism
- ▶ Integrated shared measurement system – formative and outcome evaluation
- ▶ Potential funders and payors



Case study: Language Acquisition for Pre-Primary students

The problem:

- Children entering pre-primary are not school ready specifically in relation to literacy
- Have needs which existing programs are not tailored to address
- This inhibits life long including child development; engagement; attendance & performance at school in the short - med - long-term; employment outcomes, economic independence, health & quality of life
- Research indicates that for each 1% improvement in literacy in Australia, there is a 2.5% increase in productivity (DECD, 2014).

Evidence of program efficacy

Reading Recovery (RR) program has not been able to adequately meet demand:

- By the time RR is implemented in the first year of school, students requiring literacy support have already fallen significantly behind
- Experienced greater difficulty in their ongoing education.
- RR is often implemented at a small scale and is relatively expensive.

Similarly other early literacy programs (Home Interaction Program for Parents and Youngsters (HIPPY), Parents as Learners (PAL):

- Mixed results and varying differences in program flexibility
- Funding for programs also being competitive.

Development of Literacy Acquisition for Pre-primary students (LAPS)

- 2014, Waardi Ltd analysis of various literacy-learning models that could be contextualized to the needs of children in the Kimberley.
- Identified Language, Learning and Literacy (L3) explicit instruction program (NSW Department of Education and Training)
- Waardi Ltd. invested in the adaption of the L3 program to develop the LAPS program
- LAPS piloted program in Kimberley schools in 2014.
- The LAPS program implemented in the Kimberley in 2015 and 2016.

Key components of the LAPS program include:

- Students receiving daily explicit small group literacy teaching
- Benefits all children can therefore be delivered to the whole class.
- Teachers select from a range of teaching approaches
- Proven program in three areas:
 - Concepts of print
 - Phonological awareness
 - Text reading
- Using teachers' analysis of assessment data to plan and guide instructions
- Professional learning program engaging teachers

Challenge for the Broome Model

- Scale up LAPS and extend coverage to other cohorts
- Develop and implement a sustainable funding model
- Formative and outcome evaluation

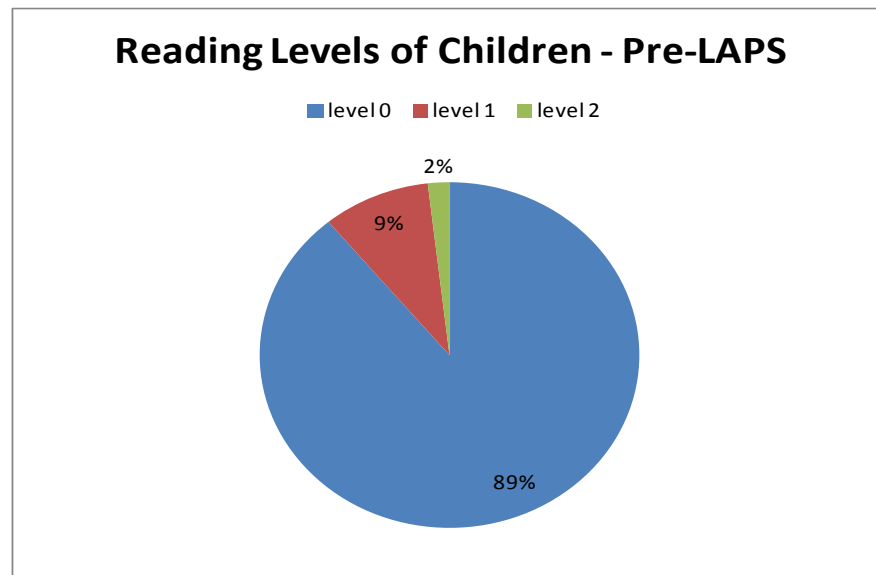


LAPS: Ongoing evaluation of initial cohorts

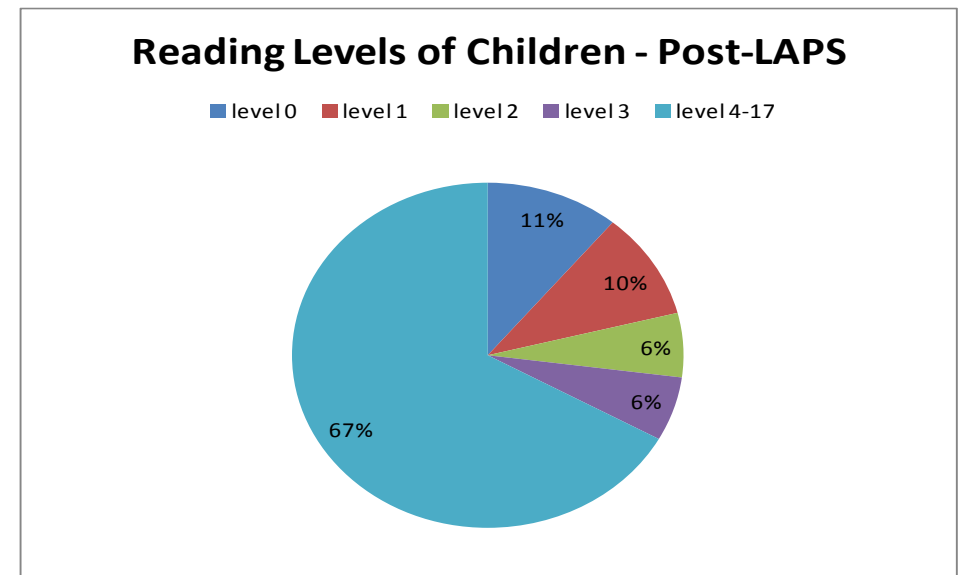
The outcomes for students participating in LAPS are increased literacy, school performance, confidence and positive behaviour. Longer term outcomes may relate to an increase in high school completion rates, participation in community, employment and wellbeing.

Monash University: Literacy Acquisition for Pre-primary students - report on the first year of implementation, 2016

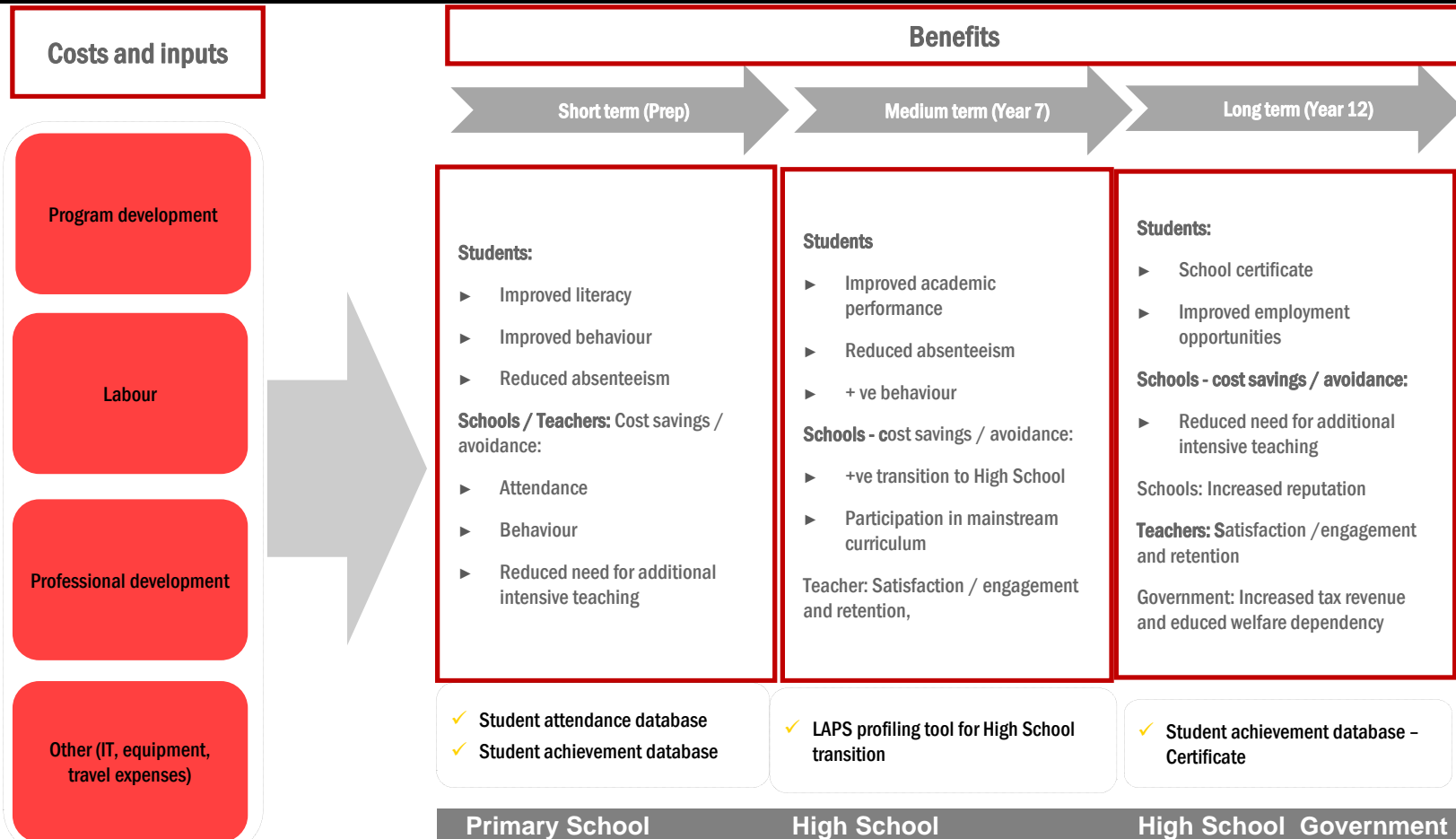
**Pre LAPS: 100% of children reading at Levels 0-2
0% reading at Levels 3 or above**



**Post-LAPS: 27% of children reading at Levels 0-2
73% of students reading at Levels 4-17**



Collaborative Investment Partnership: Cost benefit analysis



CIP Challenges: Literacy and developmental evaluation

Population level counterfactual based on historical and comparative data:

- ▶ **Australian Early Development Census (AEDC)**
 - ▶ Development scores 2012 vs 2015 (and 2018)
 - ▶ Development scores for Broome, WA and Australia
 - ▶ Percentage of children who are developmentally vulnerable in Broome increased from 2012 to 2015 (12.4% to 20.4%) while WA and national percentage decreased.
- ▶ **Index of Community Socio-Educational Advantage (ICSEA):**
 - ▶ Enable fair comparisons of National Assessment Program – Literacy and Numeracy (NAPLAN) test achievement by students in schools across Australia.
 - ▶ 2014 three of the five primary schools in Broome have an ICSEA score that is significantly less (807- 909) than the national median value (1000).
- ▶ **2015 National Assessment Program (NAPLAN)**
 - ▶ 50.2% of remote Western Australian Indigenous students in Year 3 are below the national minimum standard in reading; compared to 12% for their non-Indigenous counterparts.



CIP Challenges: Literacy and developmental evaluation

LAPS program counterfactual

Short term:

- ▶ School level historical data including NAPLAN scores
- ▶ Distance travelled for children in the program – literacy level baseline before LAPS and on completion of program
- ▶ Comparisons to non-participating schools ICSEA

Medium term:

- ▶ Profiling on transition to high school

Long term:

- ▶ School certificate - OLNA is an online literacy and numeracy assessment
- ▶ Tertiary education
- ▶ Employment pathways – tax contributions
- ▶ Consumption of welfare and health and justice costs

Broome Model Integrated Shared Measurement System

- ▶ Maximising the utility of existing measurement systems supplemented by common objective measures and subjective wellbeing measures



CIP Challenges: Literacy and developmental evaluation

Contribution and not attribution

- ▶ Collaborative model means multiple agencies and influence – focus is on contribution and not attribution

Cost benefit analysis – evidence for payment by results and social impact investment

- ▶ Evidencing cost savings, cost avoidance and increased productivity – financial proxies

Comparative costs and benefits of other literacy acquisition programs

- ▶ Different result / outcome metrics
- ▶ Access to truly comparable costs e.g. amortising development costs



2017 – 2027 Broome Model: Sustained social impact through social investment



The challenges for evaluation and evaluators

What needs to be done?

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What does success look like?

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