

September 2019

***Department of Social  
Services  
Pre-Foundational Scoping -  
Kalgoorlie***



**PwC's Indigenous  
Consulting**



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PIC acknowledges the contributions from CMM-Socialchange Australia (CMM). In partnership with CMM, the application of Collective Impact approaches and analysis against these approaches was led by CMM.



# Contents

Executive Summary	1
1 Overview	3
1.1 Background to Stronger Places, Stronger People	3
1.2 Objectives	3
1.3 Project scope	4
1.4 Project limitations	4
2 Our Approach	5
2.1 Approach to pre-foundational scoping	5
2.2 Assessment criteria	5
2.3 Stakeholders	6
3 Kalgoorlie Community Profile	8
3.1 History informs current context	8
3.2 Data snapshot	11
3.3 Priorities for Kalgoorlie/Boulder	12
4 Key findings and observations	14
4.1 Common themes	14
4.2 Pre-conditions for Collective Impact (Kania and Kramer)	15
4.3 Harwood 'Community Rhythms' and Cycles of Community Life	16
4.4 Sector Readiness for social change	18
4.5 First principles of Collective Impact and systems change	20
5 Recommendations	22
5.1 Overarching recommendation	22
5.2 Key considerations for foundational support	22
5.3 Potential other communities	24

Contents



# Executive Summary

In 2017, there was an early reference to Kalgoorlie as one of the ten possible Department of Social Services' *Stronger Places, Stronger People* (SPSP) communities. Since this announcement and taking into account the complex context and history associated with Kalgoorlie, further exploration on Kalgoorlie's readiness is required in order to make a decision on suitability for SPSP.

PwC's Indigenous Consulting (PIC) and cmm-socialchange Australia (CMM) were engaged to undertake pre-foundational scoping to understand in more detail and nuance the context of Kalgoorlie and its degree of readiness to engage in Stronger Places Stronger People. Stakeholder consultations in the Kalgoorlie community were undertaken with an approach of 'do no harm' to uncover the community dynamics and assess readiness through a series of frameworks including; Kania and Kramer's pre-conditions for Collective Impact, Harwood Institute's community rhythms framework, Promise Neighbourhood's investment readiness criteria and First Principles of Collective Impact and Systems Change.

In summary, the following themes were identified:

- **A willingness for change**, despite many challenges associated with exclusion and marginalisation of minority groups including Aboriginal people and the changing population from a mining town.
- **A sense of urgency for change and a recognition of being ill-equipped** to drive the change needed
- **An opportunity to engage the business sector**, recognising a mutual benefit of strengthened community for industry along with social change
- **A need to create space for economic and social priorities to co-exist** in terms of priority and concern
- **A need for action**, particularly in the context of many promises made and not delivered upon in the past
- **Addressing racism<sup>1</sup> as a priority and foundation for other work** to be possible and,
- **A recognition that healing and trauma-informed methods are critical** for long-term impact.

For this piece of work, DSS were looking to understand the extent to which collective impact conditions are present in Kalgoorlie.

Our initial findings suggest that Kalgoorlie is at the 'calling for a new way of working' phase in a Collective Impact methodology, and would require significant investment in foundational support in order to build on these strengths and progress other collective impact pre-conditions such as understanding the system, building the container for change and building a shared understanding before being able to engage in partnership exploration.

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<sup>1</sup> 'Racism' was raised as a fundamental challenge for each participant (Aboriginal and non-Aboriginal) often within different contexts. The definition of the term 'racism' was explored lightly during the course of the visits, however, it was decided that in the interest of 'doing no harm' whilst in community, the consultants did not probe deeply into the meaning of this term during the conversations. Interpretations were made based on the responses as to the meaning attributed to the term by the individuals. There is not a clear understanding as to whether the term or definition of 'racism' was commonly understood or shared by all participants.



## Executive Summary

To meet all these pre-conditions Kalgoorlie requires investment in a foundational support stage in order to adequately build upon the identified strengths. It is estimated that it will take at least 18 months – 24 months to build a platform, to enable formal partnership exploration to take place. Alternative WA communities were identified that have higher readiness and would be able to enter into partnership exploration sooner. These included; Cockburn / Kwinana, Dampier Peninsula, and Midland ('We the people'). This is a very preliminary list that requires further investigation if it is of interest to the Department.

Should the required timeframe and investment for Kalgoorlie be acceptable, it is recommended that foundational support is provided over an 18 – 24 month period to focus on:

- continuing the conversation that has begun with openness and transparency, giving space for a united Aboriginal voice to emerge
- determining the focus of the Collective Impact work
- capacity building across community leaders to establish community-informed decision-making mechanisms
- supporting community to engage with WA government agencies and resource companies for aligned and mutual benefit and
- reaching definite agreement that the area is confined to Kalgoorlie (and not the Kalgoorlie Boulder Local Government Area (LGA)).

# 1 Overview

## 1.1 Background to Stronger Places, Stronger People

Stronger Places, Stronger People (SPSP) is a place-based Collective Impact initiative being implemented by the Australian Government in partnership with state and territory governments and initially involving up to 10 communities across Australia.

SPSP involves collaboration between the whole community, all levels of government, service providers, business, philanthropy and others to deliver on a locally designed plan of action. SPSP will support 10 demonstration communities that have markers of entrenched disadvantage combined with a promising degree of community readiness to lead a long-term social change endeavour.

The long-term goal of Stronger Places, Stronger People seeks to demonstrate that a place-based Collective Impact approach can create better outcomes for children and their families and can disrupt disadvantage in participating communities over time.

Following an early reference to place-based work in Kalgoorlie by former Social Services Minister Tudge in 2017, negotiations between the Commonwealth and the West Australian government have reached the position of the West Australian government providing in-principle support for collective impact practice in Kalgoorlie connected with the Stronger Places, Stronger People initiative.

Following engagement by Department of Social Services officials with West Australian government officials, the Department of Prime Minister and Cabinet (now National Indigenous Australians Agency) and key stakeholders in Kalgoorlie in March 2019 it was evident all the conditions for collective impact practice were not in place in Kalgoorlie at this time. There are also clear contextual challenges in Kalgoorlie, including that the community unity is not strong, often on the basis of race and gender; there was a recent significant trauma in the community; and the impact of a Commonwealth Government decision regarding funding of a key entity in Kalgoorlie in the first half of 2019.

Department of Social Services officials then explored with West Australian government officials how the use of the Harwood Institute's Community Rhythms could be used to undertake sensitive pre-foundational scoping to better understand the potential for collective impact in Kalgoorlie. The Department of Social Services contracted PIC and CMM to undertake pre-foundational scoping, including sensitive and directed communication with key stakeholders in Kalgoorlie to advise on next steps.

## 1.2 Objectives

Confirmed in the project plan, this work is designed to begin to build an understanding of:

- the present government context in Kalgoorlie and how current initiatives have been delivered and received on the ground – achieved via desktop analysis/research of relevant documents and targeted stakeholder conversations
- where the community is currently and how receptive they may be to Collective Impact approaches, including some of the core challenges and risks to be aware of (to inform design of next steps) and
- the contextual factors and questions required to inform what would enable the success of Collective Impact work in Kalgoorlie.

### 1.3 Project scope

The purpose of this project is to conduct pre-foundational scoping in the Kalgoorlie in order to develop an understanding of barriers and enablers that impact the readiness of Kalgoorlie to participate in a place based Collective Impact initiative. This project scope includes:

- Desktop analysis
- Consultation with up to 15 stakeholders (agreed upon by project reference group) – a combination of both Aboriginal and non-Aboriginal stakeholders were engaged in this process and
- Insights into how the Collective Impact initiative would be received including how the stakeholders define 'community' for the purpose of this project.

This initial exploration was designed to be a discrete first phase of the work, enabling a sensitive evaluation of the appropriate next steps. The views expressed below provide a sense of the multiple perspectives presented in Kalgoorlie.

### 1.4 Project limitations

The scoping is based on conversations held over two successive weeks and therefore provides only a snapshot in time. The following identified limitations to the project are:

- Stakeholders interviewed
- Timing

These are explored in further detail below.

#### *Stakeholder engagement*

The decision as to which stakeholders were important to include in this analysis were agreed between DSS, the WA government and the consultants prior to the visits. During the course of the visits, additional key personnel came to light, and these stakeholders were subsequently approached for a conversation within the timeframes of the initiative.

It is noted that, the exploration did not include three further community segments, those being:

- members of the business sector who at this stage, do not appear to be investing in social change within the Kalgoorlie community
- citizens of Kalgoorlie who are not in roles of authority and influence, and
- the voice of youth.

There were very few participants interviewed during this schedule who were long term residents of Kalgoorlie. This may have been reflective of the breakdown of community segments, but also might require further investigation for verification

#### *Time*

It is not known whether the concurrent running of the annual 'Diggers and Dealers' conference impacted the community responses or the consultant's observations during this two week period.

## 2 Our Approach

For this project, a high level five staged approach was agreed to conduct the scoping activities and the findings and observations made were assessed against Collective Impact approaches (see Figure 2). This chapter outlines the assessment criteria used, to inform the recommendation and considerations contained in this report and provides further detail to the approach to stakeholder consultation.

### 2.1 Approach to pre-foundational scoping

PIC and CMM developed an approach that would gather p evidence, through desktop research and stakeholder consultations (through lines of inquiry and observations) that can inform decision making in regards to the readiness of Kalgoorlie as a potential SPSP community.

The format of the approach is outlined in Figure 1. The DSS and the Western Australian Government’s input into the inception meeting, provided insights and context that assisted in the preparation of scoping activities.

**Figure 1 High level approach to scoping activities**

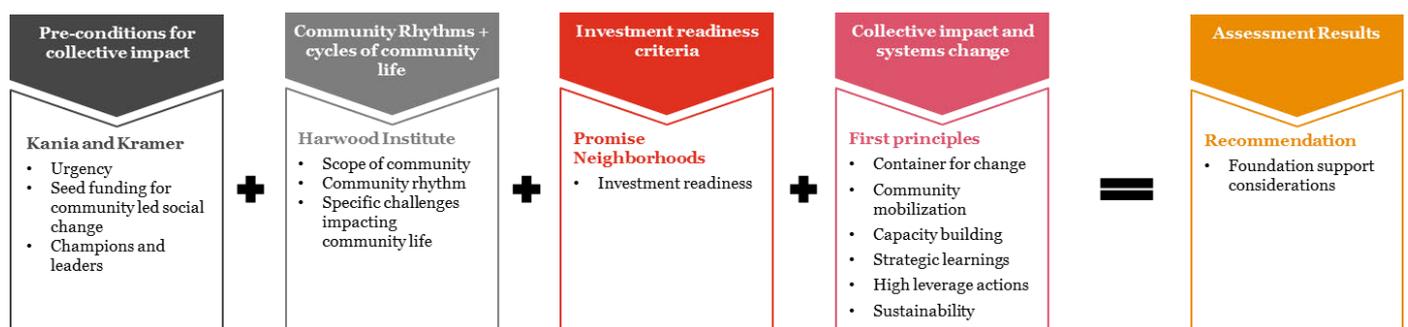


### 2.2 Assessment criteria

Beyond a review of the documentation and some initial conversations, reflections were tested and jointly collated by PIC and CMM. CMM led the analysis of aligning themes and observations against Collective Impact methodology. This analysis was consistent with the following approaches:

- Kania and Kramer ‘Pre-conditions for Collective Impact’
- Harwood ‘Community Rhythms’ and Cycles of Community Life
- First principles of Collective Impact and systems change; and Promise Neighbourhoods’ ‘Investment Readiness’ criteria.

**Figure 2 Different elements of social change theory coming together to assess Kalgoorlie’s suitability for the next stage of social change work**



## 2.3 Stakeholders

### 2.3.1 Key stakeholders

The observations and recommendations relating to the Kalgoorlie community herein are based on 20 targeted stakeholder 'yarns'. These were conducted as one-on-one (or small group) conversations with diverse community segments. These stakeholders were agreed to by both DSS and the WA government agency representatives and included nominated individuals from the following stakeholder cohorts:

- Members of the Aboriginal community
- State government agencies operating in Kalgoorlie
- Local government (City of Kalgoorlie Boulder, known as 'The City')
- Community sector service providers
- Community leaders
- The existing Backbone Lead for the Connected Beginnings<sup>2</sup> program in Kalgoorlie.

### 2.3.2 Key questions

Conversations were recorded by hand and four key and common questions were asked of each stakeholder to build in quality assurance. These questions are based on the Harwood Institute 'Community Conversations', an approach used globally to build an activated community; and widely applied across Australia to support Collective Impact efforts e.g. Logan Together, Greater Shepparton Lighthouse Projects, Mount Druitt, and Connected Beginnings nationally. These questions were:

- What are your aspirations for the Kalgoorlie community?
- What is already here to help you achieve these aspirations?
- What would it take to achieve the aspirations?
- Who needs to be involved to lead the change and how might they help?

Subsidiary questions were asked, as appropriate and in language accessible to the participants, including:

- 1 What are the generally acknowledged community segments?
- 2 How do the stakeholders engage in terms of:
  - Relationships
  - Power
  - Trust
  - Collaboration
  - Social connectedness
- 3 Is there a history of collaboration across the community?
- 4 To what extent does a common, community-wide 'burning platform' for change exist?

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<sup>2</sup> CB has commenced in Kalgoorlie and is working through the early stages of getting organised for change with a specific focus on a small cohort of children and families within the centre. Currently they are exploring the 'quick wins' for a specific cohort, but as yet they have not worked to achieve broad, cross-sectoral traction across community. In this report we are assessing the opportunity and readiness for a whole of community response, commencing with the establishment of the strong foundations and 'container for change' required of social change.

## Our Approach

- 5 What do community members see as being the critical initiatives currently in place within Kalgoorlie? To what degree is there clarity around the scope, purpose and intersection of these initiatives?
- 6 Can the community members identify strong, widely-respected leaders from amongst themselves? Do these identified leaders match up across the conversations?
- 7 What is the understanding of the level of social inclusion currently in place in Kalgoorlie?
- 8 What does the community expect of SPSP?
- 9 What initiatives have been considered successful over past years? What are the elements that are seen to have made these initiatives successful?
- 10 What are the common elements of the community narrative around Kalgoorlie?

### *2.3.3 Themes and Responses*

Responses to the above questions were captured by hand and later de-identified as required and codified to enable thematic analysis. This report captures the emergent themes at a given moment in time. Further exploration would need to be undertaken over time to map the shifts in community thinking and understanding as a potential change initiative was implemented.

A theme was highlighted when, three or more respondents of the sample group of fifteen, identified the same idea. In the case of many of the highlighted themes, many more than three respondents referred to the same theme.

It should be noted that no filters have been applied to judge the validity of the responses beyond the validity that perceptions hold generally in uncovering the understandings of a community and its stakeholders. This is aligned to Collective Impact practice where the community voice is the starting point to determining the narrative of a community, its hopes and dreams and the perceived barriers to achieving those hopes and dreams. Community voice also helps identify where the energy for change lies and therefore points to the starting point for a social change effort.

Further work would need to be undertaken into the future to gain deeper insights into the detail of the responses collected within this scope of work. Community and stakeholders' voice constitute one stream of a two-stream approach to building a collective understanding of place within a Collective Impact approach. The second stream is that of robust quantitative data and evidence and the convergence of these two streams creates the 'shared measurement system'.

## 3 Kalgoorlie Community Profile

### 3.1 History informs current context

Kalgoorlie has a very long history as a gold producing town which makes up its diverse population. Its history includes the race riots of 1934, which involved whiter miners and southern Europeans and more recent social unrest which received local and national media coverage.

Kalgoorlie, like many places, also has been significantly impacted by historic policies and legislation of child removal and the relocation of Aboriginal people from their traditional country. Within close proximity to Kalgoorlie there were six missions and reserves where Aboriginal people were displaced. This displacement from land and family structures, along with the fact the people were unable to continue and maintain their cultural practices including speaking language, has had a lasting impact on both the Aboriginal and non-Aboriginal community in Kalgoorlie (Source: consultation interviews).

The participants in our conversations identified five major and intersecting community segments:

1. non-Aboriginal residents from the mining sector and other stakeholder sectors
2. Aboriginal residents
3. Visiting Aboriginal individuals and families mainly from the North East Goldfields and the Ngaanyatjurra Lands accessing government or other services as well as family and cultural visits
4. Fly in Fly Out (FIFOs) workforce
5. An emerging population of multicultural newly arrived immigrants.

Kalgoorlie itself provides access to what was described by residents during our conversations as ‘the most beautiful lands’, providing a magnificent backdrop to the complex community context.

During the conversations in August 2019, it was identified by community members that only 5% of the population was above 65 years of age; reflective of the reality that most people work in Kalgoorlie and then retire elsewhere, and the comparatively low life expectancy of the Aboriginal population. Aboriginal people make up approximately 7.3% of population

Community members spoke of a visible economic downturn over recent years with 37 retail shops now closed in the main street, but hope was expressed around the emergence of the DAMA (Designated Area Migration Agreement) policy, which will enable 5000 newly arrived immigrants to settle in Kalgoorlie-Boulder to work in the local economy including the resources industry.

### *Specific challenges in Kalgoorlie impacting community life*

Several key community challenges were consistent in our conversations. These included:

- a. Pre-determinants of social disadvantage and inequity
- b. Fragmentation of social cohesion of the Aboriginal community
- c. Racism and social exclusion
- d. Transience
- e. Safety and anti-social behaviour

f. Education as a lever for change.

Each of these are explored in more detail below. It is important to note that the following themes, quotes and references are the perceptions only of the respondents. Further exploration and research would need to be undertaken to determine the data underpinning these perceptions. Nonetheless, in working within a Collective Impact framework, it needs to be acknowledged that perceptions and interpretations of a context by community and other stakeholders are critical to understand and acknowledge. These ways of knowing a place create the 'complex truth' for a community and are often translated into unconscious norms and patterns of behaviours. To that end, within this document, perceptions have been recorded as captured without any further filter.

### *Pre-determinants of social disadvantage and inequity*

The stakeholders spoke of the significant challenges they perceived to be faced by sections of the Kalgoorlie community. A range of responses was received and across this range, the responses included reference to the challenges of:

- Adverse Childhood Experiences
- Post-Traumatic Stress Disorder
- Domestic Violence
- Foetal Alcohol Syndrome Disorder
- Drugs including; Methamphetamine (ice) and alcohol abuse
- Child sexual abuse.

These experiences were seen to be confounded by the expressed comments and observations that:

- there is no FASD support in Kalgoorlie
- there is no child mental health support in Kalgoorlie
- there is no trauma support for children younger than 12 years of age in Kalgoorlie
- few agencies are trained in cultural awareness and cultural competency
- few agencies undertake trauma-informed practice training
- the challenges of young mothers who themselves had experienced trauma were only rarely addressed, which meant that it was more likely that their own children entered a conflicted family life

Within these identified themes above, no comparison has been made to any other community. There has been no attempt to assess whether these perceived challenges are greater or less pronounced in Kalgoorlie as compared with any other site.

The following quotes represent key themes that emerged across the range of responses. Across the small sample, a theme was identified once three or more participants of 15 respondents raised this as a theme. In most cases, the themes were raised by more than three respondents.

### *Limited community connectedness – Aboriginal community*

The enactment of the Native Title Act (1994) has created a division which is seen as all pervading. Participants explored the impact this has had on norms and patterns of behaviours within Kalgoorlie.

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s 47B

s 47B

### *Racism and social exclusion*

All but one of the respondents reported the prevalence of structural disadvantage and overt with systemic racism evident and perpetuated in Kalgoorlie.

Social media was cited as being inflammatory and a contributor, with one site (Whinge and Wine) named as being a hotbed of social division. Stakeholders suggested that s 47B

Aboriginal people were observed to be marginalised and overlooked for employment. Aboriginal people generally spoke about the fact they were never invited to the homes of non-Aboriginal residents.

s 47B

Steps have been taken by a number of organisations to support the reconciliation process including the City of Kalgoorlie Boulder. However, these are largely commencing at Level One of the Reconciliation Australia framework, indicating early emergent thinking. Two recent initiatives of the City of Kalgoorlie Boulder have been to fly the Aboriginal flag outside the council offices and to commence to develop a Reconciliation Action Plan (RAP).

s 47B

s 47B

Another organisation example in Kalgoorlie is HOPE a non-government organisation (NGO), which presents a strong model within the community, with an established RAP now at Level Three (Stretch). These examples demonstrate, intentional action and optimism for change existing against the expressed lived experience of racism and social exclusion:

s 47B

Evidence of differing perspectives was illustrated by the following example. A ‘Tackling Racism’ working group was established as part of the District Leadership Group (representatives of government and NGOs) and is being supported by the Heads of Agency members. This group was celebrated by several participants as providing a possible solution to the question of racism in community, but others questioned its work as being ‘misguided’, ‘too big an agenda’ and ‘based on a deficit model’.

### *Transience/Constantly changing population base*

A further challenge for community is the transient nature of the Kalgoorlie population, being on the main transit route, a regional centre for government service provision and additionally impacted by the employment practices of the mines which has led to a FIFO culture.

### *Safety and Antisocial behaviour*

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This viewpoint especially if strongly held, contributes to perpetuating the sense of ‘othering’ and social exclusion in the community.

### *Education as a lever for change*

While a social change effort will require learning from all participants, in general there was a disconnect between the perceived value of education and the opportunity it might provide. Those involved in the conversations highlighted key data points including the understandings that:

- while 6000 children were enrolled in school, 2000 of these were ‘missing’
- no single child met the requirements for school entry from Kalgoorlie this past year and
- while attendance was understood to be somewhat satisfactory in town (36%), it is at an extremely low-level outside of Kalgoorlie.

In relation to education, participants commented further that:

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There are also varying views on education for example that the offerings at the East Kalgoorlie Primary School, in particular, were ‘world class’. A review of the My School platform does, however tell a story of quite extreme educational and social disadvantage, a student attendance level sitting at 36%, but also with student gains in Yr. 3 and 5 which are inconsistent but which sit at the lower end of national benchmarks. The school might still offer insights into how education and learning might best be tackled within this context.

## **3.2 Data snapshot**

The following data points in regards to population have been drawn from the 2016 Local Government Areas (LGA’s) Census Data.<sup>3</sup> There are approximately 30,000 people who reside in the Kalgoorlie Boulder LGA. Of this 7.3% identify as Aboriginal and/or Torres Strait Islander. This percentage of Aboriginal population is significantly higher than the state population of 3.2% and the National population of 2.8%

**Table 1 Breakdown of population in in Kalgoorlie and surrounding LGA’s (2016 Census)**

LGA	Population	% Aboriginal
Kalgoorlie Boulder	30,059	7.3%

<sup>3</sup> We understand and acknowledge that Aboriginal people are underrepresented in Census Data.

## Kalgoorlie Community Profile

Ngaanyatjarraku	1,867	87.9%
Menzies	353	63.7%
Laverton	725	41.9%
Leonora	1,862	11.7%
Dundas	1,068	12.6%
Coolgardie	5,800	9.8%

Within Kalgoorlie the comparison of the following key data points are outlined in Table 2

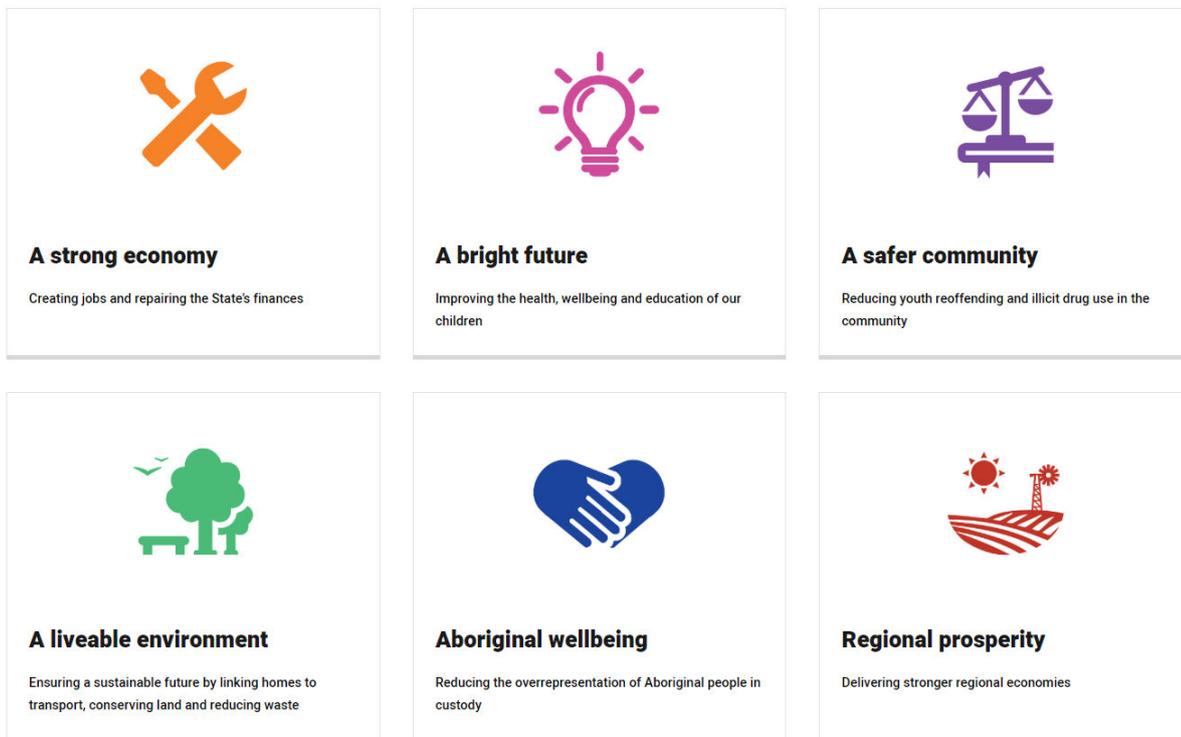
**Table 2 Snapshot of key demographic data (2016 Census)**

	<b>Aboriginal</b>	<b>Non Aboriginal</b>
Median age	22 years old	33 years old
Weekly income (individual)	\$473	\$1020
Weekly income (household)	\$1,356	\$2,116
Unemployment	19.7%	5.2%
Labour participation	43.6%	77.7%

### **3.3 Priorities for Kalgoorlie/Boulder**

The Western Australian Government released six priority focus areas for the WA Government. These priority areas are outlined in Figure 3.

**Figure 3** WA's Priority Areas



In addition to the State priorities, at a localised level Kalgoorlie has a strong focus on not only building on the rich mineral resources, but also aspires to be seen as more than just a mining town and as a town that is welcoming, sustainable, inclusive, vibrant, resilient and globally connected.

To achieve these aspirations a ranged of local priorities are captured through key City of Kalgoorlie Boulder's documents including: their strategic report, the Reconciliation Action Plan and the Regional Developments Group Growth Plan for Kalgoorlie. These priority areas include:

1. Build a knowledge economy
2. Provide energy solutions
3. Connect Kalgoorlie Boulder with the world
4. Develop and promote tourism
5. Support Aboriginal economic development
6. Develop the built environment and sense of place and
7. Support business and industry development.

# 4 Key findings and observations

## 4.1 Common themes

Through the course of the consultation period, the common themes identified across the interviews are summarised below. Further detail of the consultation findings are outlined in 5.2, 5.3 and 5.4 which applies the qualitative evidence against Collective Impact and system change approaches outlined in chapter 2 to provide an analysis of the suitability of Kalgoorlie for Collective Impact work. It should again be noted that these common themes have been determined at a moment in time, through an analysis of the perceptions of community and other stakeholders at that particular time.



### Willingness for change

Even though there were many examples shared of challenges within the community such as feelings and experiences of exclusion, particularly by Aboriginal people, there was still a willingness from all to work collaboratively.



### A sense of urgency

Linked to a willingness for change, people spoke of the death of Elijah Doherty as a point in time that highlighted a need for change in Kalgoorlie. People spoke of the efforts to try to change and move things in a new direction however they were felt ill-equipped in terms of knowledge and expertise needed to drive this change'.



### The role of the business sector

All stakeholders identified the importance of the business sector in collective impact work. The critical role of the resources sector and other business leaders and the benefit to them of a strengthened community in terms of better community employment and engagement was highlighted.



### Social and economic priorities co-existing

There is a strong economic focus and priority for Kalgoorlie; people are concerned by the economic downturn and the importance of economic growth. For some stakeholders this is more important than the focus on social needs. Being able to create spaces and discussions where these two priorities can co-exist is important.



### The need for action

Many people interviewed spoke of the need for action and for quick wins. People spoke of residents being promised many things and not being delivered or that there were many conversations being had with little action that occurred. People would need to see action to build confidence in the process.



### Addressing racism and its legacy

Racism was raised across the majority of interviews. There were many examples given by Aboriginal and non-Aboriginal stakeholders. The need to focus and work on this as a collective is important and needs to be addressed. The type of work that is needed to heal and develop cultural proficiency in services takes a long time but leadership is required and it needs to commence.



### Importance of healing and applying trauma informed methods

Linking to the discussions around racism was the need to focus on events that bring community together (as a whole) in a strengths-based manner. Developing approaches and working towards a plan that incorporates time for healing and ensuring people are not left worse off is important.

## 4.2 Pre-conditions for Collective Impact (Kania and Kramer)

Pre-condition	Key Findings
<b>Urgency</b>	<p>From the August conversations, it appears that community leaders are recognising that things have to change in Kalgoorlie, as revealed in a range of comments including:</p> <p>§ 47B [Redacted]</p> <p>§ 47B [Redacted]</p> <p>§ 47B [Redacted]</p> <p>§ 47B [Redacted]</p>
<b>Seed funding for community-led social change</b>	<p>The community has exposure to Collective Impact from the Connected Beginnings Federal initiative, with a focus on children age 0-5 years.</p> <p>Connected Beginnings has commenced in Kalgoorlie and is working through the early stages of getting organised for change with a specific focus on a small cohort of children and families within the centre. Currently they are exploring the 'quick wins' for a specific cohort, but as yet they have not worked to achieve broad, cross-sectoral traction across community.</p> <p>The WA Department of Communities is also contributing human capital by recruiting an Aboriginal person at senior level of influence regionally, in a purposeful effort to move towards self-determination for the Kalgoorlie Aboriginal community. This role has been told to do 'whatever it takes' to achieve a self-organising Aboriginal community.</p>
<b>Champions and leaders</b>	<p>The official leaders within the community are not often viewed as effectively representing the diversity of the community in Kalgoorlie. § 47B [Redacted]</p> <p>§ 47B [Redacted]</p> <p>Others, however, could readily identify key leaders, and these key leaders were specifically named.</p> <p>After years of the same people being sought to provide information and advice to government and other funders, the Aboriginal respondents throughout the August conversations spoke with energy about the need to invest in Aboriginal leadership and to engage in a joined-up approach through what they had learned about Collective Impact. There is whole-of-community recognition that there is a need for an increasingly collective Aboriginal voice</p>

Pre-condition	Key Findings
	<p>and a structure to support that voice in the form of a strong Aboriginal Advisory Group:</p> <p>§ 47B [redacted]</p> <p>§ 47B [redacted]</p> <p>§ 47B [redacted]</p> <p>§ 47B [redacted]</p> <p>[redacted]</p> <p>§ 47B [redacted]</p> <p>[redacted]</p> <p>§ 47B [redacted]</p> <p>§ 47B [redacted]</p> <p>§ 47B [redacted]</p> <p>[redacted]</p> <p>[redacted]</p> <p>The observations of the consultants were that there are indeed strong leaders, both Aboriginal and non-Aboriginal, in Kalgoorlie and that at this point in time, these leaders are beginning to mobilise and coalesce.</p>

### 4.3 Harwood ‘Community Rhythms’ and Cycles of Community Life

#### Scope of the Kalgoorlie community

To be able to assess the readiness of community to engage in place-based Collective Impact, there is a need to first understand what is meant by the term ‘community’; its scope, its geography and its population.

Life in the Kalgoorlie community itself is strongly influenced by the intersection with the people of the Northern Goldfields and the Ngaanyatjarra Lands, but there are a range of perceptions as to who else comprises community.

One participant spoke strongly of the three intersecting communities which would all need to be considered in any change effort for Kalgoorlie. These include:

1. Southern – Coolgardie, Kambalda, Norseman
2. Northern Goldfields – Laverton, Leonora, Menzies
3. Remote – Ngaanyatjarra Lands , Spinifex, Tjuntjunjarra

This view, however, was not commonly held, with others saying that it would be totally appropriate simply to consider Kalgoorlie alone.

#### Community Rhythm

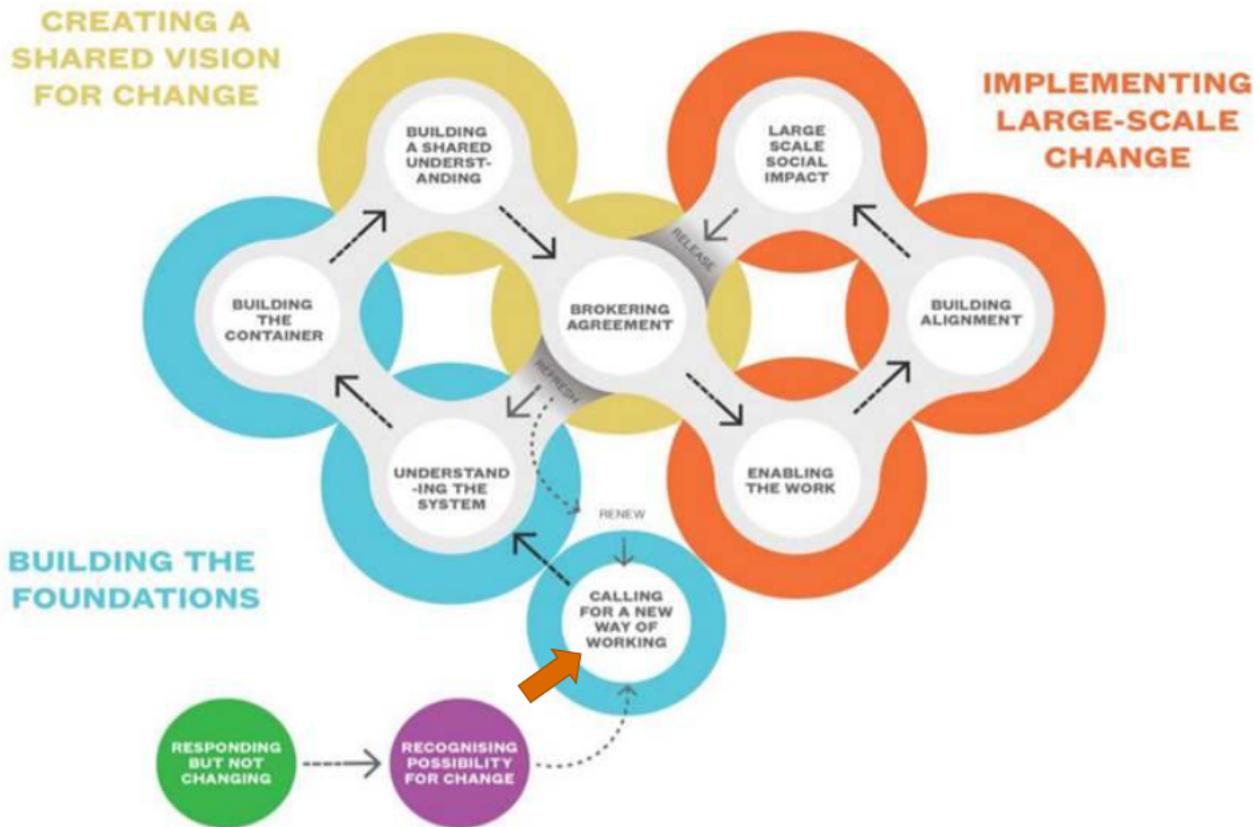
An initial assessment by the consultants (within the limitations of the study) would suggest the community is at an **impasse phase** of community life (per the Harwood model); with leaders beginning to connect, preparing themselves to take risks and to experiment in ways that might challenge the norms. It should be noted that in the best-case scenario, this assessment should be undertaken by community themselves, as experts of the context.

While there are a number of collaborations across community, they are still in their early days of joining up to create a consolidated change force. A schematic created by the Connected Beginnings Backbone Lead (see Figure



## Key findings and observations

Overall, the team engaged in Kalgoorlie observed the Kalgoorlie community as being at the stage of 'calling for a new way of working'<sup>4</sup> in relation to organising for Collective Impact (as marked by the arrow):



### 4.4 Sector Readiness for social change

There was a generally expressed view of a myriad of services operating in Kalgoorlie, both by government and non-government agencies. A large number of meetings are scheduled and attended weekly. It was also noted by many that 'nothing was changing'.

Many stakeholders within Kalgoorlie work conscientiously to address the fundamental challenges of intergenerational trauma. The narrative of others suggests a culture of blame and racism.

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Significant sector challenges within Kalgoorlie have been reported as:

- a The complex relationship with government across the three tiers and
- b Government and service response to trauma within the community.

<sup>4</sup> Collaboration for Impact – Change Cycle 2018

Key findings and observations

*a. The complex relationship with government across three tiers:*

The town has been described by several respondents as a 'rogue town'. The City's CEO speaks with pride of the capacity of the town to operate independently; without the support of both the federal and state Government. The City identified a real absence of Federal and State leadership in Kalgoorlie and a corresponding sense of the limited opportunity to affect policy. There is a view that the only support and influence comes from personal relationships with visiting Ministers. A tension was expressed about the relationship with, and capacity of, the State government to affect change and the connection with Federal government was dismissed.

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The relationship with the City itself, is equally tense, with the majority of respondents identifying that the City team operated without significant consideration of the Aboriginal community voice. One government respondent described a sense of the power of the City, stating that efforts to affect change and highlight racism had been broadly met with rejection.

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It was also suggested that the relationship between the City and other major service providers is tense, including that with the Aboriginal Medical Service (Bega Garnbirringu Health Service).

The Goldfields District Leadership Group is responsible for developing and leading on the ground response to achieving a more joined up approach to local outcomes in service planning and delivery in Kalgoorlie. Membership of the Group includes all tiers of government, industry and the community sector. The scope and efficacy of this group is currently contested by some.

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*b. Government and service response to trauma within the community*

The Kalgoorlie community was identified by several respondents as suffering from high levels of trauma.

While there is a general sense that 'everyone wants community to do well', corresponding behaviours are less apparent. There is a dearth of common practice and understanding across the sectors in relation to trauma-informed practice and cultural competency

## 4.5 *First principles of Collective Impact and systems change*

Further to the above analysis of qualitative data, the consulting team captured a range of ‘Levers for Change’ within the community, exploring examples of identified green shoots. These are outlined under the six principles of Collective Impact work.

### 1. *Container for Change (Backbone)*

- There is an appetite for a place-based response to social change across the community:

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- Throughout the conversations, the consultants were aware of the depth of strong, committed and optimistic leadership which is currently in place in Kalgoorlie and a keenest to join the dots within community and across the services and government:

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- After many years without a platform for an Aboriginal voice, an Aboriginal Advisory Group is now emerging, driven by the Aboriginal community itself and supported by Department of Communities, WA.
- Proud ‘long-termers’ were identified as providing the potential for a solid basis for change
- Strong figures are currently holding leadership positions in the resources industry, including several strong women
- There is a history of strong individuals making change e.g. a community member organising the flag for the City and coordinating and leading the NAIDOC week celebrations.
- The Department of Communities as a lead state government agency is changing its service delivery including working to shift mind frames within its workforce. It is employing strong adaptive leaders and is supporting them with increasingly flexible approaches to recruitment and commissioning. It is also increasingly committed to a place-based response, regional decision-making and proactively working with and supporting Aboriginal community.
- As the community is beginning to explore its platform for change, the Western Australian Government priorities outlined earlier in this report, have also been identified as enablers
- The participants in the August conversations frequently spoke about the emerging ‘stronger young people’
- East Kalgoorlie Primary is the current site of Collective Impact and through their established school communities together with other schools may enable any formalised social change initiative.

### 2. *Capacity Building*

- Opportunities exist to optimise the contribution and involvement of key stakeholders to build capacity to affect social change, including:
  - a The Curtin WA School of Mines (Kalgoorlie Campus)
  - b Curtin University
  - c Central Regional TAFE
- The Goldfield’s Aboriginal Language Centre offers well-regarded cultural awareness programs in Kalgoorlie

### 3. *Strategic Learning*

- Locally, Wanslea and WA Health have devised the beginnings of a shared measurement system ‘The Developmental Checklist for young children 0-5’. Data is beginning to be exchanged more readily

#### 4. *High Leverage Actions*

- A number of the current key stakeholders are establishing RAP's. While most of these are at the entry level (Level One), their commencement could catalyse change within community e.g. the City has included a 7% Indigenous enterprise target.
- HOPE Community Service is currently establishing its Level Three RAP
- Other opportunities could potentially exist with existing successful businesses in the region
- An informal referral system is emerging for young children, 0-5, to support the Connected Beginnings focus on improving outcomes for Kalgoorlie's youngest children. This referral system includes the doctors, nurses, Ear Bus and speech pathologists.
- There is an opportunity to explore the relationship with the Ngaanyatjurra Lands in relation to protocols and other initiatives based on cooperation and mutual support.

#### 5. *Sustainability*

Resources companies are key stakeholders in the region and while there is little evidence that they have provided support into social change to this point, careful packaging of the work and the existence of other models in Western Australia could provide the stimulus to invest in building social capital into the future.

# 5 Recommendations

## 5.1 Overarching recommendation

A range of historic events have had a significant impact on the Kalgoorlie community. Despite this, there is still a common theme of hope and aspirations to create a better community in Kalgoorlie which is inclusive, connected and safe.

Our initial findings suggest that Kalgoorlie has some of the pre-conditions for Collective Impact work and is at the 'calling for a new way of working' phase in a Collective Impact methodology, and would require significant investment in foundational support in order to build on these strengths and progress other collective impact pre-conditions such as understanding the system, building the container for change and building a shared understanding before being able to engage in partnership exploration

Based on previous work in different areas it is estimated that it will take at least 18mths – 24mths of foundational support, before formal partnership exploration could begin to take place.

It would not be possible to skip this step (of providing foundation support) and move straight to brokering agreements and implementation in Kalgoorlie.

## 5.2 Key considerations for foundational support

As outlined in section 6.1, if a suitable process was agreed and progressed to provide foundational support in Kalgoorlie the focus areas set out below are provided as recommended starting points to build the readiness of Kalgoorlie for a potential SPSP community. Further scoping of this work would be required. These further considerations have been categorised into five key themes and outlined in Table 3.

**Table 3 Areas of focus for future foundational support in Kalgoorlie**

Theme	Further considerations
 <b>Continuing the conversation</b>	<p>It will be important to connect with the full range of key stakeholder groups in Kalgoorlie before progressing the work. This includes groups such as the business sector, and youth and community members who do not have a specific paid role within community. The reflections and observations set out in this report would require further testing (more thinking and listening) if the initiative moves to the second phase. At this point the observations only provide a preliminary baseline, requiring work to build deeper knowledge of the context, developed through ongoing conversations and engagement. Using the context, the following steps (accompanied by a commitment to invest in foundational support over the next 18 months are recommended for consideration</p> <ol style="list-style-type: none"><li>1. It is important to return to Kalgoorlie to share this report, acknowledging the input of Aboriginal people</li><li>2. At this time, the matrix of Collective Impact principles could be shared more broadly as a potential way forward.</li><li>3. The community sensitively works together as an initial collaboration to hear the voice of the Aboriginal and non-Aboriginal community (including citizens without specific</li></ol>



Theme	Further considerations
	<p>paid roles within Kalgoorlie); identifying their hopes and dreams and capturing their solutions for achieving these hopes and dreams.</p>
<div data-bbox="130 488 240 595" data-label="Image"> </div> <p data-bbox="284 495 603 584"><b><i>Determining the point of urgency for Kalgoorlie</i></b></p>	<p data-bbox="625 495 1458 613">Time needs to be taken to understand where the energy lies for social change across the entire Kalgoorlie community, to define this burning platform, and underpin it with a common sense of what success might look like.</p> <p data-bbox="625 624 1436 714">Prior to the application of any initiatives, it will be imperative to define the meaning and scope of ‘community’ so that it is commonly understood.</p> <p data-bbox="625 725 1449 1061">It will also be important to ensure that whatever is determined to be the focus for social change, a common thread remains social inclusion, with the aim to build a connected community with a sense of shared responsibility. To that end, cultural awareness and cultural competency training could be offered deeply across the segments of community. Careful consideration needs to be given to identify the nature and type of any learning offerings within the Kalgoorlie community informed from learnings of previous initiatives over the past 20 year (people do not want to reinvent the wheel). It is anticipated that this would be best done through community co-design.</p> <p data-bbox="625 1111 1442 1290">Importantly, racism should not be the focus of the work; purposeful effort in relation to the focus area will enable the shift to an inclusive society. Any effort will need to actively and overtly build in a time for healing and equip the service providers, Aboriginal people, business and government with a common approach around trauma-informed practice.</p>
<div data-bbox="130 1323 240 1431" data-label="Image"> </div> <p data-bbox="284 1317 539 1346"><b><i>Capacity building</i></b></p>	<p data-bbox="625 1317 1442 1464">Any proposed Collective Impact initiative will need to include a purposeful and clear plan to build capacity deeply within the sectors, and plan carefully to overcome the impact of the regular turnover of employees within government and community sector based in or delivering services within Kalgoorlie.</p> <p data-bbox="625 1476 1353 1505">Some examples of the activities that may be involved include:</p> <ol data-bbox="676 1516 1442 2000" style="list-style-type: none"> <li data-bbox="676 1516 1422 1606">1. Invest in capacity building for the stronger young people specifically, to lift their voices and skills sets as community leaders.</li> <li data-bbox="676 1617 1442 1706">2. Community leaders should be identified as soon as possible and those leaders should be mentored from the earliest steps of the effort.</li> <li data-bbox="676 1718 1442 1897">3. Invest in growing the Aboriginal Leadership Table concurrently, with the establishment of the Collective Leadership Table which will include Aboriginal membership at the outset. Provision should be made to allow for additional Aboriginal members to be added to the Collective Leadership Table.</li> <li data-bbox="676 1908 1422 2000">4. Support community to harness the willingness of the Ngaanyatjurra Lands communities to explore protocols for visiting Kalgoorlie and in return to influence policy around</li> </ol>

Theme	Further considerations
	<p>CDEP. This will potentially remove some of the ‘symptoms’ and therefore enable the pre-conditions for change.</p> <p>5. Building knowledge and practice around applying trauma informed methods and approaches for service design and delivery.</p>
 <p><b>Stakeholder engagement</b></p>	<p>An essential early piece of work will be to support the community to engage with the WA government and resources companies to address some of the policies and practices which are perpetuating community distress and causing division.</p> <p>Some potential next steps here could include:</p> <ol style="list-style-type: none"> <li>1. Identify the packages of work which will meet the RAP’s and CSR’s of local businesses. Embrace and optimise the opportunities which will exist within the resources companies and successful regional corporations and business, e.g. Super pit ., both in terms of potential sustainability, but also in relation to the capabilities of their leaders and staff bodies.</li> <li>2. Actively engage with the Goldfields Regional Development Commission currently chaired by <a href="#">s 47F</a></li> </ol>
 <p><b>Alternate models of service delivery</b></p>	<p>Investigate alternative government service delivery models including transport services and culturally appropriate and accessible teleconferencing that can contribute to reducing the need for people to travel long distances to access services within Kalgoorlie.</p>

### 5.3 Potential other communities

The foundational support required to build the conditions for social change in Kalgoorlie will take an estimated 18 – 24 months and it is critical to have all these elements to be suitable for partnership exploration phase.

The evidence collected through this scoping project confirms this time to be a worthwhile contribution to a community which is eager to begin to explore and mobilise for change.

Other communities in Western Australia which might be more advanced in terms of their current capacity to engage in partnership exploration include, but are not restricted to:

- Cockburn/ Kwinana (Metropolitan)
- Dampier Peninsula (Kimberley)
- Midland – ‘We the people’ (Metropolitan).

Critically, though, the exact status of these communities would need further exploration to identify their level of readiness and potential. Additional consideration should be given to possible future communities in other locations such as the Mid-West region in WA.



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