



**Australian Government**  
**Department of Veterans' Affairs**

# **ELECTRONIC RECORDS**

**NB: These documents have been obtained from an electronic record. An original hard-copy version of this record does not exist.**



## ESORT Advocacy Governance Working Group Agenda

Friday 7 June 9.00am – 3.00pm

ITEM	TIME	AGENDA	DETAILS
1	9.00 am	Welcome	Deputy Secretary, Andrew Kefford PSM / First Assistant Secretary, Luke Brown
2	9.15 am	Developing an action plan	Working group discussion <ul style="list-style-type: none"><li>• Business plan – review (paper provided)</li><li>• DVA update – proposed implementation steps</li></ul>
3	9.45 am	Governance arrangements <ul style="list-style-type: none"><li>– Membership</li></ul>	Working group discussion <b>Membership:</b> <ul style="list-style-type: none"><li>• Categories</li><li>• Mandatory criteria</li><li>• Fees</li><li>• Incentives</li></ul>
	10.30 am	Morning tea ( <i>provided</i> )	
4	10.50 am	Governance arrangements <ul style="list-style-type: none"><li>– Board</li></ul>	Working group discussion <b>Board:</b> <ul style="list-style-type: none"><li>• Structure</li><li>• Number of directors</li><li>• Positions</li><li>• Selection</li></ul>
	12.30 pm	Lunch ( <i>provided</i> )	
5	1.30 pm	Governance arrangements <ul style="list-style-type: none"><li>– Compliance</li><li>– Engine room</li><li>– ATDP</li></ul>	Working group discussion <b>Compliance/complaint processes</b> <ul style="list-style-type: none"><li>• Further developing the by-laws</li></ul> <b>'Engine room'</b> <ul style="list-style-type: none"><li>• Number of staff</li><li>• Arrangements for employment</li></ul> <b>ATDP</b> <ul style="list-style-type: none"><li>• Clarifying proposed relationship/role of ATDP and new body</li></ul>
6	2:30 pm	Other Business	<ul style="list-style-type: none"><li>• Any further items to progress implementation</li></ul>
7	2.45 pm	Summary and next steps	Working group discussion: <ul style="list-style-type: none"><li>• Agreed actions</li></ul>
8	3.00 pm	Meeting close	

# Business plan for an independent governance body for veterans' advocacy

## Background

Over the years there have been a number reviews of veterans' advocacy with recommendations for reform to professionalise and enhance the advocacy sector, and thus ensure veterans have access to and receive high quality advocacy support.

The Department of Veterans' Affairs (DVA) is continuing to simplify and improve the veterans' entitlements system, making it easier for veterans and families to engage with DVA and access the services and support they need.

However, DVA acknowledges that there will always be a proportion of the veteran community who will seek external support and assistance to assist them to access their entitlements. DVA recognises veterans' advocacy services play a key role in connecting veterans and families with DVA services and support, providing valuable wellbeing and claims assistance services.

Veterans' advocacy, both wellbeing and compensation, is predominantly undertaken by ex-service organisations (ESOs), but there are also commercial providers (fee-for-service advocates, legal services) and government funded legal assistance in some states. It is not a regulated activity and nor is there professional oversight of the advocate, other than that provided by the employer of the advocate. The lack of governance in the advocacy sector has been raised by ex-service organisations (ESOs) and veterans about services provided by individual advocates, specifically:

- the quality and consistency of services
- inconsistent training qualifications of advocates
- the absence of ethical standards
- appropriate safety checks and/or insurance not in place
- excessive fees charged

## Proposal

In 2023, ESORT agreed to form a working group to consider advocacy reform. This working group met four times to discuss the broader advocacy environment, noting the emergence of fee for service providers, and the issues around governance and accountability. The working group identified areas for improvement, one of which included a focus on the overarching governance of advocates, and potentially achieving this through an advocacy governance body, to deliver quality services and outcomes for veterans and their families.

ESORT agreed that better governance across the advocacy sector needed further consideration and a second ESORT working group was formed to undertake this work with DVA. The working group is currently exploring how veteran advocacy services could be strengthened through the establishment of an independent advocacy governance body.

## Objective

It is envisaged the establishment of an independent governance body, to, among other things, set and maintain competency and behavioural standards for advocates, has the potential to support veteran advocates (both paid and volunteer), and improve advocacy outcomes and services for veterans.

The independent body would have responsibility for advocate training and development, quality, registration and accreditation. The body would also liaise with key stakeholders such as DVA,

Government and any future ESO peak body to provide insights and advice regarding issues relevant to the veterans' advocacy sector.

It is envisaged that the objectives of the body would be to:

- support the wellbeing of veterans and their families by providing high quality veteran advocacy services;
- promote the professional interests and development of its members by encouraging, supporting and facilitating the provision of high quality advocacy services to veterans and their families;
- set, uphold and advance the standard of professional practice in veteran advocacy to ensure veterans and families receive the support they need;
- build the capacity, skills and standards of members in carrying out veteran advocacy work enabling members to provide accurate information and support to veterans and their families through their claim and/or wellbeing journey;
- provide accreditation for the providers of veteran advocacy services;
- promote the profession of veteran advocacy and to enhance public and professional recognition of their work;
- advocate on behalf of veterans and their families to Government; and
- support the development and improvement of the Advocacy Training and Development Program (ATDP) by providing support to the Registered Training Organisation (RTO)

It is envisaged the independent professional body would be responsible for:

- setting and overseeing ethical and service delivery standards for veterans' advocacy services;
- promoting the professional interests and development of its members by encouraging, supporting and facilitating the provision of high quality advocacy services to veterans and their families;
- setting, upholding and advancing the standards of professional practice in veteran advocacy to ensure veterans and families receive the support they need and are confident with the level of service from members;
- providing accreditation for the providers of veteran advocacy services;
- promoting the profession of veteran advocacy and services of its members, including ensuring veterans and their families were informed regarding the advocacy services available to them;
- contributing to the design and outcomes of the Advocacy Training and Development Program (ATDP) e.g. influence the training syllabus in line with the needs of its members;
- supporting the wellbeing, capability, and capacity of members, including through the establishment of a professional community through which members can access assistance, advice, and support; and
- advocating on behalf of veteran advocates on key policy, service delivery, and other matters e.g. liaising with Government or other key bodies and forums regarding the interests of veteran advocates.

It is acknowledged that the scope and functions of this body are still the subject of discussions of the ESORT Advocacy Governance Working Group.

## Benefits

Through the establishment of a professional body for advocates, it is anticipated that veterans and families would have the confidence that they are dealing with a professional network of qualified, credible and reliable advocates. Knowing each advocate meets a minimum criteria, veterans and their families can feel confident in making an informed decision if they choose to seek advocacy support from an accredited advocate, regarding the choice in services available to them.

By increasing veteran confidence in the quality of accredited advocacy services it also addresses potential misconceptions about the need to pay for advocacy services and that better claim outcomes are achieved by paid advocates, therefore reducing future demand and/or patronage of poor quality providers.

The key benefits of creating an independent body for the governance of advocacy services include:

- lifting the overall standard of advocacy services nationally by establishing competency standards, a code of ethics and minimum training requirements;
- creating a nationally consistent complaints handling process, and a formal mechanism to address advocate performance;
- improving confidence in the veteran community and providing assurance to veterans and their families that services provided from an accredited advocate are professional, high quality and are provisioned with a contemporary understanding of veteran entitlements;
- professionalising veteran advocacy services, and enhancing the standing and recognition of advocates and advocacy services in the community; and
- creating a single accountable authority and centre of excellence for veteran advocacy.

Claims processing within DVA will also benefit in recognition that claims submitted by accredited advocates are of high quality, complete and delegate ready.

## Risks

Risks and potential mitigations associated with this endeavour include:

<b>Risk Description</b>	<b>Potential Mitigation</b>
<i>The professional body does not attract members from ESOs or for-profit organisations</i>	Communication campaign targeting the benefits of being part of a professional body  Potential incentives for members
<i>ESOs are not supportive of the professional body as they do not see the benefit of joining due to the additional administrative and regulatory burden to their workforce.</i>	Communication campaign targeting the benefits of membership and consideration of additional claims process incentives that will be afforded to members/organisations  Potential DVA incentives for members

<i>Veteran community does not utilise the services of members</i>	The benefits of choosing an accredited advocate and making an informed decision are communicated to the veteran community providing confidence in the service they receive
<i>Individual advocates and smaller ESOs/organisations are unable to afford the insurance premiums (a requirement for membership)</i>	The body includes insurance as part of membership To be discussed with VITA
<i>Not having the organisational capability to deliver the objectives of the body</i>	Recruitment of appropriate staff/board members by developing a skills matrix to fill the positions required by the entity to deliver the objectives

#### Implementation schedule

Action	Responsibility	Status	Start Date
<b>Phase 1: Design and Development</b>			
Establishment of an ESORT Advocacy Governance Working Group to focus on advocacy governance	ESORT and DVA	Complete	March 2024
Settle organisational governance structure	ESORT and DVA	In progress	April 2024
<b>Phase 2: Governance arrangements and registration</b>			
Appoint interim governance body	ESORT	Outstanding	
ASIC registration for company  (A company can adopt a constitution before or after registration. If it is adopted before registration, each member must agree, in writing, to the terms of the constitution. If a constitution is adopted after registration, the company must pass a special resolution to adopt the constitution.)	DVA	Outstanding	

ACNC registration for not for profit  (A constitution will need to be provided for ACNC registration)	DVA	Outstanding	
Establish and finalise the constitution and by-laws	ESORT Advocacy Governance Working Group, DVA, new body	In progress	April 2024
<b>Phase 3: Resourcing and communications</b>			
Establish resource arrangements	Entity and DVA	Outstanding	
Implement communication and stakeholder engagement campaign	Entity and DVA	Outstanding	

#### Project management and governance

The ESORT Advocacy Governance Working Group membership:

<b>ESORT representatives</b>	
Air Commodore Douglas Chipman (Retd)	Air Force Association
Mr Michael Carlon	Australian Special Air Service Association
Mr Wayne McNee	Legacy Australia
Mr Michael von Berg MC OAM	Royal Australian Regiment Corporation
Ms Margaret Jenyns	Returned and Services League of Australia
Ms Pat McCabe OAM	TPI Federation of Australia
Mr Roger Greene OAM JP	On behalf of Vietnam Veterans Association of Australia
Mr Ian Thompson	Vietnam Veterans' Federation of Australia

The ESORT Advocacy Governance Working Group will continue to provide support, advice and insights as this work progresses in conjunction with DVA.

This document will be regularly reviewed and updated to reflect any changes to the proposed work objectives/schedule.

Reports will be provided to ESORT on the progress of the Working Group.

## Research

This business plan has been informed by ESORT, the ESORT Advocacy Working Group held in 2023 (including member submissions), and the current ESORT Advocacy Governance Working Group.

Over the years there have also been recommendations from reviews that have been undertaken including the Veterans' Advocacy Services and Support Scoping Study (2018) and the Productivity Commission report: A Better Way to Support Veterans (2019).

A key theme of the recommendations was:

- Establishing an advocacy body to plan, implement and deliver a consolidated, coordinated approach to the national delivery of veterans' advocacy and support services. The body will perform a range of functions including, overseeing advocate training, co-ordinating and supporting ex- service organisation (ESO) and providing advice on policy issues.





# **RSL AUSTRALIA**

## **Consideration of an Advocacy Governance Model**

## TABLE OF CONTENTS

TABLE OF CONTENTS .....	1
Introduction .....	3
Issues for Consideration .....	3
Background to recent changes to ATDP .....	4
Some details of the previous Advocacy Training & Development Programme Blueprint are provided below.....	6
Extracts taken from the Executive Summary.....	6
Robert Cornall AO - Proposed national structure .....	7
Advocate training.....	8
Advocacy Update – Led by Andrew Kefford PSM, Deputy Secretary Policy and Programs .....	8
The Draft Constitution identified the Objects and Purpose of the proposed body .....	9
The initial ESORT Advocacy Working Group .....	10
The Tax Practitioners Board .....	10
Our values .....	11
Summary .....	11
Attachment 1.....	12
Executive Summary.....	12
1 This Document .....	14
2 Programme Name and Vision .....	14
3 Assumptions.....	14
4 Implementation .....	14
5 Tiers of Responsibility.....	14
5.1 Strategic Governance .....	15
5.2 Capability Framework Management .....	15
5.3 Regional Administration .....	15
5.4 Expert Training Advice - Registered Training Organisation.....	16
6 Draft Structure .....	16
6.1 Strategic Governance Board .....	17
6.1.1 Strategic Direction and Oversight.....	17
6.1.2 Membership.....	17
6.1.3 Reporting and Communication.....	18
6.2 Capability Framework Management Group .....	18
6.2.1 Capability Framework .....	18
6.2.2 Membership.....	19
6.2.3 Reporting and Communication.....	19
6.3 Regional Administration Bodies .....	19

6.3.1	Day-to-Day Management Roles .....	20
6.3.2	Communities of Practice Requirements .....	20
6.3.3	Administrative Requirements .....	20
6.3.4	Regional Structural Requirements.....	21
6.3.5	Membership.....	22
6.3.6	Reporting and Communication.....	22
7	Competence Assessment/ Accreditation.....	22
7.1	Practitioner Assessment and Ongoing Development.....	22
7.2	Trainer Assessment .....	24
7.3	Course Content Assessment.....	24
8	Implementation.....	24
8.1	Suggested Timeline .....	25
8.2	Appointment of Representatives.....	26
8.2.1	Strategic Governance Board.....	26
8.3	Transition Arrangements .....	26
8.4	Communications Arrangements .....	27
8.4.1	Target audiences.....	27
8.4.2	Communication objectives .....	27
8.4.3	Communication approach .....	27

## Introduction

The RSL notes the work that is being undertaken by DVA to explore the establishment of an independent governance body.

DVA have stated that they recognise that veterans' advocacy services can play a key role in connecting veterans and families with DVA services and support, providing valuable wellbeing support and claims assistance services. DVA have also stated that ensuring veterans and their families are able to access the full range of entitlements and support available to them is a high priority for DVA and the Australian Government.

The RSL, across Australia, provides the vast bulk of 'free for service' advocacy assistance to veterans and their families and has a strong desire to be involved in planning for an enduring advocacy model which will support DVA, ESOs and veterans and their families into the future.

As noted by the Royal Commission into Defence and Veteran Suicide – what has served us well in the past may not serve us so well into the future. When considering a new advocacy governance model it is important to consider the previous ATDP advocacy model. The early governance structure consisted of a Strategic Governance Board and the Capability Framework Management Group. This model was set up for success, but it did not succeed and there needs to be a clear understanding of the issues it encountered, that have led to this current situation. These issues will need to be addressed in any future model.

It is a time to clinically look to the future and assess the current and emerging needs of veterans and their families and seek to develop a modern responsive advocacy model. A governance body should be considered with a view to attracting a younger cohort of interested parties to set the foundations of a model which will take DVA and ESO advocates well into the future.

## Issues for Consideration

- 1. The timing of the work being done to develop a new governance model for ATDP.** The Royal Commission has received written submissions, and also heard verbal submissions in relation to both ESO advocacy and the functioning of ATDP. It can be reasonably expected that the Royal Commission will make Findings and Recommendations in relation to these issues. ATDP is currently being managed by DVA and is functioning very satisfactorily - a delay of a few months would not be detrimental. The RSL suggests that further planning for a governance model should be guided by the recommendations made by the Royal Commission. The RSL is of the view that committing to any model prior to the findings of the Royal Commission may be counter-productive.
- 2. The effect of the proposed legislative reform and the effect of the changes to the ATDP training.** If the draft legislation is enacted, as proposed, it is not difficult to visualise an increased interest in volunteer advocacy services because of the greater clarity in available benefits. Similarly, the changes in the training regime (combined C1/W1) could result in higher numbers of volunteer advocates.

If the legislation is not enacted, the ongoing future for advocacy is quite grim. However, it needs to be stated that both the current number of advocates (approx. 700) and future (possibly double that number, with the support of DVA) is still a small number and any proposed governance model should be appropriate to that size.

- 3. The proposals being put forward rely on DVA funding, but push back on DVA involvement in the governance model.** The update paper for the ESORT meeting of 14 May noted that the future body should be - *independent from, but supported by, DVA.*

The RSL holds the view that DVA, as a government body, has a fiscal responsibility to be actively involved in the management of the ATDP process so they are in a position to report to Government re expenditure. DVA have the resources to provide for long term planning and to allocate administrative and IT support for ATDP to ensure that it is 'fit for purpose' into the future.

4. **Sources of funding for the governance body need to be carefully considered.**

There is lack of clarity about the extent of DVA funding that will be available and also what membership contributions will be required to meet the needs of a sustainable governance body. DVA funding and the membership criteria need to be resolved so that a financial model can be developed. It is proposed that any potential membership fees are calculated according to the advocate 'workforce' – it is not about the ESO and any perceived ability to make payments that cover the expenditure of the Directors of the governance body.

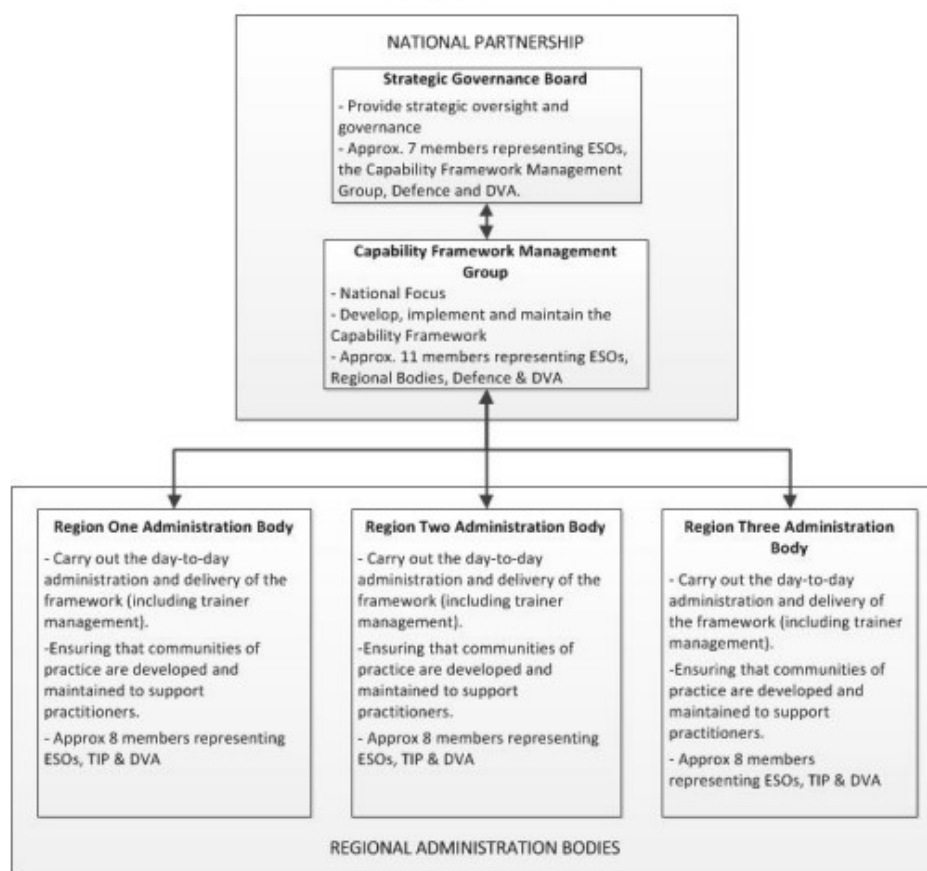
5. **The consideration for a new Governance Model.** The RSL strongly holds the view that an external consultancy should be hired to fully consider the best options for the structure and role of a governance body.

## **Background to recent changes to ATDP**

In July 2021 the then existing governance structure of ATDP ceased. The management of ATDP transferred across to DVA but there was no supporting governance structure put in place.

The early governance structure consisted of a Strategic Governance Board and the Capability Framework Management Group.

## Draft Advocacy Training and Development Programme Management Structure



The following extracts from the Advocacy News gives some insight -

In the **July 2020 edition of the Advocacy News**, Jenny Walker, the Chair of the Strategic Governance Board advised -

*It has been some time since the Board met and there was certainly plenty of robust discussion about the program's achievements and future challenges. Topics discussed were broad ranging and included **ATDP governance arrangements, complaints management, the Memorandum of Understanding (MOU) between the ATDP and our partner Registered Training Organisation (RTO), ATDP Website content and future SGB meeting frequency.***

In the **July 2021 edition of the Advocacy News**, Jenny Walker reported on the cessation of the existing governance arrangements –

*'In his 2018 report on the Advocacy Scoping Study, Robert Cornall commented that the legal status of the ATDP was unclear and needed to be addressed. On behalf of the SGB. I wrote to the Minister for Veterans' Affairs late last year asking for advice on the government's intentions regarding the Cornall recommendations that included the need for the ATDP to be part of an organisation or company. In light of the SGB's completion of the task of implementing the Blueprint from the Rolfe Review that established the ATDP program and the need for a more sustainable management of the program, I asked for the governance arrangements of the ATDP to be reviewed and for the roles and responsibilities of both the Capability Framework Management Group (CFMG) and the SGB to be revisited. The issue was canvassed in ESORT, consultation across a range of forums occurred, and the Minister has now determined the new governance arrangements for ATDP. DVA will assume overall responsibility for the ongoing management of the ATDP. **This means that the SGB and CFMG will no longer be required to***

**oversee the program.** Transition arrangements are being worked through at present. Cornall recommended that the training management roles needed to be paid professional roles rather than being done, effectively full-time, by volunteers. DVA will work with the contracted registered training organisation to see if it can take on additional responsibilities, including course design, training and assessment, continuing professional development and the National Training Manager role. This may require some new capabilities to be developed by the RTO.’

Whilst the provision of training services and the information flowing from ATDP has improved since the transfer of the ATDP training responsibility to DVA, the new arrangement has demonstrated a need to re-establish a transparent and effective regulatory body which addresses the issues identified by Cornall<sup>1</sup> at page 8 of his report.

*The study proposes the ATDP should:*

- *be incorporated as the Veterans’ Advocates Board (a company limited by guarantee) to end its ill-defined legal status, and*
- *take on a fully developed role as the training and licensing authority for all accredited advocates including: continuing professional development; insurance; ethical standards; codes of conduct; complaints and disciplinary procedures.*

*Its Board could be comprised of an ESO and a DVA representative, a professional trainer and an expert in veterans’ entitlements law under an independent Chair.*

Put very simply – Cornall has not proposed a model which aligns with the current complex governance arrangements which are being considered by the Working Group.

## **Some details of the previous Advocacy Training & Development Programme Blueprint are provided below.<sup>2</sup>**

### **Extracts taken from the Executive Summary**

(The full document - Advocacy Training & Development Programme Blueprint - is at Attachment 1)

*Following a number of reviews undertaken to date, including recent work by Brig. Rolfe AO (Ret’d.), a Working Party was formed from ESO, TIP and DVA nominations to progress the development and implementation of a veterans’ advocacy training model. This Working Party formed a Technical Working Group to identify the issues in detail and provide a proposed approach, resulting in this blueprint detailing the development and implementation of an Advocacy Training and Development Programme. The Blueprint is recommended to the ESO Round Table for its endorsement.*

*This proposed structure revolves around a three tiered system which brings together the ESO community, TIP, DVA and Defence as partners in managing and delivering a high quality learning and development programme for practitioners providing advice and assistance to the veteran community. While the current state TIP management structure and state based Training Consultative Groups (TCGs) are subsumed into the proposed structure it is expected that a number of current office-bearers would continue in similar roles.*

*The three proposed management groups are:*

- *Strategic Governance Board*

---

<sup>1</sup> Veterans’ Advocacy and Support Services Scoping Study, Robert Cornall AO, December 2018

<sup>2</sup> Advocacy Training & Development Programme Blueprint – V4 17/09/2015 - [atdp\\_blueprint.pdf](#)



*a national governance board with approximately seven members representing ESOs, the Capability Framework Management Group, DVA and Defence. It will provide strategic oversight, direction and governance.*

- **Capability Framework Management Group**  
*a national management body with approximately 11 members representing ESOs, Regional Administration Bodies, DVA and Defence. It will develop, implement and maintain the Capability Framework.*
- **Regional Administration Bodies**  
*Three Regional Administration Bodies, each of approximately 8 members, would be formed to carry out the day-to-day administration issues of delivering the framework (including trainer management) and ensuring that communities of practice are developed and maintained within their regions to support practitioners. Moving from the current six regional bodies to three may be staged over the full implementation period to ensure a smooth and effective transition.*

*To assist with the ultimate development of the capability framework content, the Department has also committed to making its staff technical training coursework available. An RTO has been contracted by the Department to provide expert assistance in identifying how to best use this coursework within an advocacy training structure.*

Robert Cornall AO, the author of the Veterans' Advocacy and Support Services Scoping Study, December 2018 noted the above structure and made suggestions for improvements. His vision for a national structure is detailed below

### **Robert Cornall AO - Proposed national structure<sup>3</sup>**

*The study considers the most effective way to deliver advocacy services in future will be to consolidate provision of the available services through a coordinated national framework. To that end, the study considers the Australian advocacy sector needs a national body to coordinate access to, and provision of, the services of those ESOs and accredited advocates who wish to participate. The proposed body would be incorporated as a company limited by guarantee and could be called Veterans' National Advocacy Coordination (VNAC) or similar name. ESOs and advocates who want to take part in the national advocacy program would apply to join.*

*Within that framework, each organisation or individual advocate will still do what they do best but they will do it as their contribution to an agreed collective outcome.*

*VNAC would not be a peak body (that is, a representative body established to set standards, lobby government and promote the interests of its members). It would be a **backbone body which can plan, manage and support the delivery of advocacy services through: facilitation; technology and communication support; data collection and reporting; and handling the logistical and administrative details needed to deliver a coordinated, timely and efficient national advocacy service using all the available resources as effectively as possible.***

*Veterans would not have to search for an ESO that might have a suitable advocate to help. All they would have to do is contact Veterans' National Advocacy Coordination and it would refer an advocate to them (possibly using an approach based on the UK's Veterans' Gateway which sources assistance from its participating members through an electronic application). VNAC would be*

---

<sup>3</sup> Veterans' Advocacy and Support Services Scoping Study, Robert Cornall AO, December 2018, page 8



*professionally managed and its Board would comprise a mix of government, ESO, military, financial management and legal experience and expertise.*

*Two important aspects of this recommendation are that:*

- *participating advocates could be nominated and authorised by an ESO or by VNAC, and*
- *VNAC and participating advocates would maximise the use of modern technology.*

*Veterans' National Advocacy Coordination would also be the appropriate body to negotiate improved responses to veterans' wellbeing problems that cross sector boundaries (for example, where an effective solution requires participation from legal, medical, disability or community sectors).*

## **Advocate training.<sup>4</sup>**

*The Advocacy Training and Development Program has been steadily progressing towards higher educational standards and greater quality assurance. The study supports that direction but makes several suggestions about the course structure and duration that may better suit future participants.*

*In particular, the study suggests the training should include: intensive courses more suitable for younger veterans; instruction in veterans' entitlements law at the appropriate level; and a level 3 wellbeing unit of competency leading to a Certificate IV qualification (similar to the Certificate IV in Community Services).*

*The study proposes the ATDP should:*

- *be incorporated as the Veterans' Advocates Board (a company limited by guarantee) to end its ill-defined legal status, and*
- *take on a fully developed role as the training and licensing authority for all accredited advocates including: continuing professional development; insurance; ethical standards; codes of conduct; complaints and disciplinary procedures.*

***Its Board could be comprised of an ESO and a DVA representative, a professional trainer and an expert in veterans' entitlements law under an independent Chair.***

## **Advocacy Update – Led by Andrew Kefford PSM, Deputy Secretary Policy and Programs**

This paper:

- provides an update on the working group's progress on designing and establishing a professional body for Advocates.

### **Establishing a veterans' advocacy governance body**

- A working group was established in December 2023 to develop governance arrangements for the proposed professional organisation for Advocates.
- The working group met on 9 April and 3 May 2024. Discussions at these meetings were broad ranging and constructive, focussing on matters that underpin the establishment and operation of the proposed professional body for advocates, including its overarching mission and core functions, responsibilities, and standards.
- Following these meetings there is consensus within the group that the future body should be:

---

<sup>4</sup> Veterans' Advocacy and Support Services Scoping Study, Robert Cornall AO, December 2018, page 9

- independent from, but supported by, DVA
- established as a company limited by guarantee
- be governed by a board, with some positions requiring the members to have a relevant professional skill set (such as accounting, training and education, etc.)
- set, drive, and oversee veteran advocacy service and ethical standards, and
- influence and shape the training syllabus and outcomes for advocates via a robust MOU with DVA.
- Support for the proposed structure was not unanimous in the working group, but was endorsed by the majority of members. The key reasons to prefer this structure were articulated as status, and capacity for national registration without further processes.
- There has been significant discussion of financial capacity and sustainability of the new entity. This will be further considered by the working group in light of the final constitution and structure. Membership and potentially training-related fees will be the primary source of any income for the body. DVA will need to continue to provide practical and administrative support to the new entity, especially in its establishment phase.
- The working group has drafted a constitution and by-laws to underpin the establishment and operation of a future governance body. This constitution is at Attachment A and the by-laws at Attachment B for ESORT's consideration and comment.
- Of particular note, the draft constitution includes –
  - the body would be established by an interim board nominated by ESORT. This interim board would then manage the process of appointing a professional board, which it is proposed would be a mixture of expertise based positions (e.g. positions requiring mandatory qualifications and experience, such as accounting) and ex-officio/representative positions (e.g. a senior DVA representative).
- The constitution and proposed by-laws would allow the governance body to set differential membership and fee categories – for example to distinguish between free and fee-for-service providers, with the intention that commercial advocacy providers are eligible for membership as per the criteria set by the organisation.
- The working group will meet again to consider the next phase of implementation required for an independent body.

## **The Draft Constitution identified the Objects and Purpose of the proposed body**

1. To support the wellbeing of veterans and their families by supporting high quality veteran advocacy services.
2. To promote the professional interests and development of its members by encouraging, supporting and facilitating the provision of high quality advocacy services to veterans and their families.
3. To set, uphold and advance the standard of professional practice in veteran advocacy to ensure veterans and families receive the support they need.
4. To build the capacity, skills and standards of members in carrying out veteran advocacy work enabling members to provide accurate information and support to veterans and their families through their claim and/or wellbeing journey.
5. To provide accreditation for the providers of veteran advocacy services.
6. To promote the profession of veteran advocacy and to enhance public and professional recognition of their work.
7. Advocate on behalf of veterans and their families to Government.
8. To support the development and improvement of the Advocacy Training and Development Program (ATDP) by providing support to the Registered Training Organisation (RTO) including:
  - a) Qualified trainers and assessors,
  - b) feedback from advocates, and

- c) subject matter experts (SME) for validation of the ATDP.

The scope of the proposed Objects and Purpose within the Constitution do not go towards meeting many of the requirements of the body, as spelt out by Cornall –

***A ‘backbone body which can plan, manage and support the delivery of advocacy services through: facilitation; technology and communication support; data collection and reporting; and handling the logistical and administrative details needed to deliver a coordinated, timely and efficient national advocacy service using all the available resources as effectively as possible.’***

## **The initial ESORT Advocacy Working Group**

The ESORT Advocacy Working Group were initially provided with four examples of existing Government regulatory bodies. Most had good features which should be considered. The Tax Practitioners Board was particularly of interest because there appeared to be many features which would be transferrable to a DVA environment.

## **The Tax Practitioners Board**

*The Tax Practitioners Board (TPB) is responsible nationally for the registration and regulation of tax practitioners and for ensuring compliance with the Tax Agent Services Act 2009 (TASA).*

*This is achieved by:*

- *administering a system for the registration of tax practitioners, ensuring they have the necessary competence and personal attributes*
- *issuing guidance on relevant matters, including in regard to the Code and other identified priorities, to assist tax practitioners in providing their important service to the community*
- *investigating conduct that may breach the TASA, including non-compliance with the Code, and breaches of the civil penalty provisions, and*
- *where appropriate, applying sanctions to registered tax practitioners for non-compliance with the Code.*

*Note: Within this Charter the use of the Tax Practitioners Board or TPB is used to refer to the body as a whole. The use of the term ‘Board’ refers to the Board (consisting of the Board Chair and Board Members) which is responsible for making decisions on the administration of the TASA.*

*The Board is comprised of eight members, including the Board Chair, who are appointed for a specific period of time by the Treasurer. Board members come from a range of backgrounds including tax agent services, the bookkeeping industry, law, academia and business.*

*The TPB is independent of the Australian Taxation Office (ATO). While separate, the TPB and ATO work cooperatively to strengthen community confidence in the taxation system. The TPB falls under the portfolio of The Treasury.*

## Our values

*The TPB's values are aligned closely to the Australian Public Service ICARE values as outlined in the table below. These values help promote the regulation of tax practitioners in a fair, consistent and practical way, with the aim of ensuring that registered tax practitioners meet appropriate standards of professional and ethical conduct, thereby protecting consumers.*

In a paper dated 9 August 2023, the RSL representative on the initial advocacy Working Group stated

It is proposed by this member of the Working Group that the basic principles and functions of this Board should be carefully considered. The Tax Practitioners Board (TPB) has a membership of 7 – with 'diverse backgrounds'. It is proposed that an 'Advocacy Regulatory Body' would also need to seek to include 'diverse backgrounds'.

- Suggest an 'Advocate Practitioners Board' for DVA advocacy. Board membership numbers to be roughly equivalent to the TPB, but the Board also would require some support staff to manage the monitoring and reporting requirements..
- Funded by DVA. It is noted that the examples provided were all funded by Government.
- The role of the Board could include;
  - 1) High level management of ATDP
  - 2) reporting to DVA and ESOs on the overall effectiveness of the program
  - 3) Oversighting and reporting on registration/accreditation of advocates,
  - 4) QA (internal ESO QA),
  - 5) ESO maintenance of client records, o consistency of approach,
  - 6) complaints.
- The Board could work directly with ESOs and ensure ESOs fully understand their roles and the necessary standards and principles. Hence the need for support staff.

As with the TPB, this Board and its staff would have more than just a governance role – it would oversight the actual delivery of services to facilitate consistent delivery nationally. The TBP has authority to visit offices and check records to confirm adherence to processes and procedures. .

Membership – suggest include –Chair person (DVA) and DVA Member (independent of ATDP) and DVA SME, ESO Senior rep. and ESO SME, RTO rep, ATDP rep

## Summary

It is submitted by the RSL that the Membership, Terms of Reference, Objects and Purpose of the Board proposed by this current working group are not addressing the many issues raised by Robert Cornall AO.

The RSL strongly urges DVA to fund an independent review of the needs of an advocacy governance body and that the structure is proposed by that independent process, after comprehensive consultation with DVA, ESOs and other parties who have been involved in previous models

## Attachment 1

# Advocacy Training & Development Programme Blueprint - V4 17/09/2015

---

## Executive Summary

Following a number of reviews undertaken to date, including recent work by Brig. Rolfe AO (Ret'd.), a Working Party was formed from ESO, TIP and DVA nominations to progress the development and implementation of a veterans' advocacy training model. This Working Party formed a Technical Working Group to identify the issues in detail and provide a proposed approach, resulting in this blueprint detailing the development and implementation of an *Advocacy Training and Development Programme*. The Blueprint is recommended to the ESO Round Table for its endorsement.

The vision of the Advocacy Training & Development Programme is to train and develop selected practitioners to provide high quality advocacy services to current and former ADF members and their dependants, where advocacy services cover rehabilitation, compensation, appeals and welfare.

Based on the significant work undertaken to date it has been agreed that the core of any proposed learning and development programme should be a Capability Framework. This framework would provide the required structure, content and feedback to develop a practitioner (advocate, pension officer and/or welfare officer) who is able to provide the best quality support to the veteran community.

The framework should be nationally consistent, in-line with adult learning principles and incorporate assessed competency and accreditation standards. It would also assess the practitioners, trainers and content of the programme to ensure its ongoing success, and would provide a clear training and development path from novice practitioner to senior accredited levels. This assessment of practitioners may also allow DVA to consider links between accredited advocates and claims processing priorities.

At all points in the review, the importance of providing the highest quality service to the veteran community has been identified as paramount.

Following on from this, and from the meetings of the Working Party and Technical Working Group, the Department has developed a blueprint of a structure which could provide the basis for the final detailed design work and subsequent implementation and management of the entire programme. This blueprint builds on the current training responsibilities undertaken by TIP, while requiring stronger involvement from the ESOs, DVA and Defence.

This proposed structure revolves around a three tiered system which brings together the ESO community, TIP, DVA and Defence as partners in managing and delivering a high quality learning and development programme for practitioners providing advice and assistance to the veteran community. While the current state TIP management structure and state based Training Consultative Groups (TCGs) are subsumed into the proposed structure it is expected that a number of current office-bearers would continue in similar roles.

The three proposed management groups are:

- ***Strategic Governance Board***  
a national governance board with approximately seven members representing ESOs, the Capability Framework Management Group, DVA and Defence. It will provide strategic oversight, direction and governance.

- *Capability Framework Management Group*  
a national management body with approximately 11 members representing ESOs, Regional Administration Bodies, DVA and Defence. It will develop, implement and maintain the Capability Framework.
- *Regional Administration Bodies*  
Three Regional Administration Bodies, each of approximately 8 members, would be formed to carry out the day-to-day administration issues of delivering the framework (including trainer management) and ensuring that communities of practice are developed and maintained within their regions to support practitioners. Moving from the current six regional bodies to three may be staged over the full implementation period to ensure a smooth and effective transition.

These three groups will all have access to expert advice from a contracted registered training organisation (RTO) as required.

While this draft blueprint provides a detailed management and governance structure there would still be considerable work required to identify and implement national practitioner development and assessment pathways and training content. This would be the role of the Capability Framework Management Group with strategic direction from the Strategic Management Group and regional advice from the Regional Administration Bodies.

As part of the blueprint a draft timeline has been developed and high-level consideration of transitional issues provided.

To assist with the ultimate development of the capability framework content, the Department has also committed to making its staff technical training coursework available. An RTO has been contracted by the Department to provide expert assistance in identifying how to best use this coursework within an advocacy training structure.

## 1 This Document

This document brings together, and builds on, the work to date of the Review of Veterans' Advocacy Training, the Veterans' Advocacy Training Working Party and the Technical Working Group to provide a blueprint for the development and implementation of the Advocacy Training & Development Programme (AT&DP).

This document is to be provided to the ESO Round Table for their endorsement.

## 2 Programme Name and Vision

The programme is named "Advocacy Training and Development Programme" and has the following vision:

*"The vision of the Advocacy Training & Development Programme is to train and develop selected practitioners to provide high quality advocacy services to current and former ADF members and their dependants where advocacy services cover rehabilitation, compensation, appeals and welfare."*

## 3 Assumptions

Through the Review and the meetings to date, the Working Party and the Technical Working Party have agreed that the following assumptions are appropriate for designing an advocacy training programme:

- The programme must enforce and support a strong partnership between the ESO community, TIP, DVA and Defence;
- The programme will provide a nationally consistent 'capability framework' for practitioner development and support;
- The programme will be an efficient use of available resources, including the effective use of regional and on-line training resources; and
- The current framework for course delivery, in particular the work done by TIP to date to provide formal training to practitioners, could form the basis for expansion into the new programme.

## 4 Implementation

Following the agreement of the Technical Working Party to a new structure the full Working Party has endorsed this proposal. Endorsement by the ESO Round Table is now requested.

Departmental Secretary, and subsequently Ministerial, endorsement will then be requested and, should these be received, the management groups would be formed and begin developing the required programme and transition approach.

The parties should however begin consideration of nominees as part of ESO Round Table discussions regarding the proposed programme.

## 5 Tiers of Responsibility

The discussions have identified three tiers of responsibility which must be met by the training programme's structure. Each tier will have a documented role within the programme. These tiers, and their responsibilities, are detailed below.

The three tiers of responsibility are:

- Strategic governance and oversight of the programme;
- Capability framework management; and
- Regional administration of the delivery of formal training and practitioner support.



## 5.1 Strategic Governance

This tier is responsible for the strategic direction, oversight and review of the quality and consistency of ESO advocacy services. This would include the following work:

- Set strategic directions for the Programme, including the capability framework;
- Set broad goals and requirements for transition to the new, system based programme;
- Communications, engagement and change culture;
- Ongoing quality assurance and efficiency.

## 5.2 Capability Framework Management

The national capability framework drives the definition, development, education and assessment of practitioners. This involves responsibility for considerably more than simply the delivery of training.

This Capability Framework Management tier is responsible for the development, transition to, and delivery of this national capability framework. These responsibilities include:

- Identification of national requirements, roles, responsibilities, development levels, professional development/improvement and competency/accreditation pathways for practitioners, including welfare officers;
- Development and application of a strategy to transition to the new capability framework;
- Development and maintenance of nationally consistent learning tools and ensuring their compliance with the identified strategic direction and adult-learning principles:
  - On-the-job training;
  - Mentoring;
  - Formal (e-learning/classroom) training<sup>1</sup>; and
- Train-the-trainer training;
- Scheduling and delivery of all training tools;
- Implementation and application of the assessment framework for trainers, practitioners and course content;
- Setting expectations and selection criteria for the nomination of trainee practitioners/advocates; and
- Ensure efficient use of resources.

## 5.3 Regional Administration

This tier is responsible for carrying out the day-to-day administration issues of delivering the capability framework, ensuring that communities of practice for practitioners are developed and maintained and ensuring that the capability framework management group is adequately informed in its decision making processes. In particular they are responsible for:

- Advising the capability framework management tier on both broad requirements, and requirements local to the region;
- Ensuring availability of necessary resources (trainers, venues etc.) within the region;
- Identifying areas of high demand for training and service delivery to support the best provision of services within their area;
- Developing and sustaining effective communities of practice for practitioners within the region; and
- Ensure efficient use of resources.

The Strategic and Capability Framework Management groups would be responsible for guaranteeing consistency of approach across the Regional Administration bodies.

---

<sup>1</sup> There may be significant efficiencies identified in the development and maintenance of this coursework through the work recently begun to examine how best to share Departmental training courses with the advocacy training programme.



## 5.4 Expert Training Advice - Registered Training Organisation

A Registered Training Organisation (RTO) will be contracted by the Department to provide expert, ad-hoc advice on training related matters. This organisation's expertise will be available to all levels of the programme. It will likely provide significant advice during the initial detailed design and development phase of the Capability Management Framework and will have similar input to the identification of appropriate assessment/accreditation processes.

## 6 Draft Structure

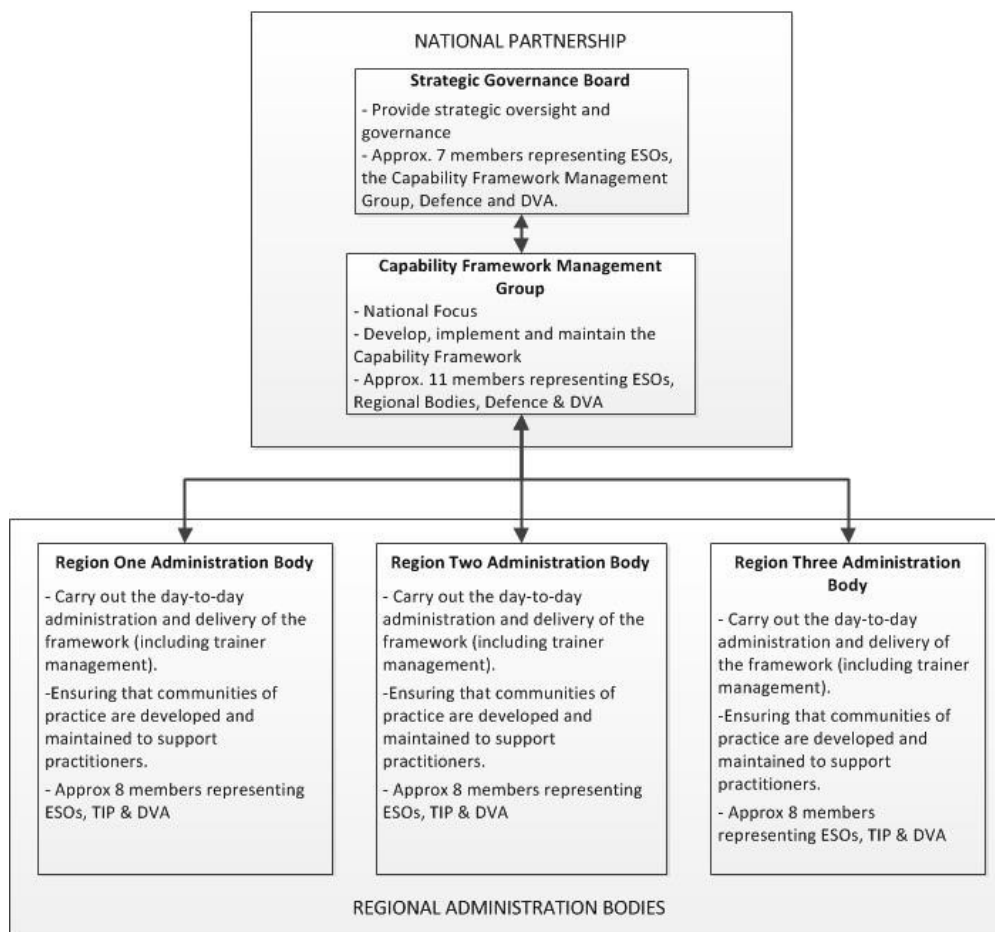
A table (Attachment A) has been prepared identifying how these responsibilities are being met in the current system and possible improvements that may be realised by implementing the proposed structure.

Building on the current training responsibilities within the TIP structure, and the improvements from which the system may benefit, a three tier structure is proposed.

It is expected that this structure would provide a nationally consistent and efficient approach to developing and implementing a high quality learning and development programme; a programme which should lead to the provision of quality practitioners able to provide the best quality advice and support to current and former members of the ADF community and their dependants.

The proposed three tier structure would replace the current Training Consultative Group (TCG) and State TIP and National Management groups. While these groups would be subsumed by the new structure, it is expected that a number of the individuals from these groups are likely to be the inaugural members of the proposed tiers. This proposed structure is illustrated below:

### Draft Advocacy Training and Development Programme Management Structure



## 6.1 Strategic Governance Board

The Strategic Governance Board would be a national group acting as the independent governance body responsible for strategic direction, oversight and review of the quality and consistency of ESO advocacy services.

It should also ensure the required transition strategy and communications are in-place to drive the required cultural change to a system based approach across the current ESO, advocacy and training programmes to meet these objectives.

Its authority could be derived from the ESO Round Table, however while it should contribute to the consultative process of the ESO Round Table, its decisions should be made independently of the ESO Round Table.

### 6.1.1 Strategic Direction and Oversight

The strategic goals and outcomes identified are expected to include:

- A nationally consistent programme;
- Compliance with all adult-learning requirements;
- Overall training goals and key content messages;
- The broad requirements, roles, responsibilities, development levels and pathways for practitioners;
- Broad certification/ competence assessment expectations for trainers, practitioners and course content;
- A focus on ensuring that the best use of the skills and commitment of the veteran community is made through the selection of the right people for training and the ongoing development of these people through high quality on-the-job training (OJT) and mentoring;
- Broad goals and quality assurance measures for transition to the new programme; and
- An efficient use of resources across the programme.

There are a number of strategic training goals and key-content messages that have been identified for consideration during the consultation. These would all likely improve the effectiveness of the programme and include, but are not limited to:

- A focus on inclusion of younger veterans;
- A focus on rehabilitation support;
- Improved utilisation of e-learning tools;
- Improved utilisation of Departmental on-line tools such as the ESO Portal and My Account;
- Negotiation with DVA regarding the leverage of the BEST Grants Programme to ensure compliance with goals such as OJT, mentoring and competence assessment of trained practitioners;
- Work with DVA to investigate the links between accredited advocates and claims processing priorities; and
- ESO assurance that all relevant insurance scheme requirements comply with framework accreditation requirements.

The Strategic Management Group should also be responsible for providing overall quality assurance of the training programme itself, effectively resulting in an internal certification process. This certification process may only be a temporary requirement depending on the long-term preferred approach to formal Vocational Education & Training (VET) certification for the programme.

### 6.1.2 Membership

Membership of this group should be kept small to ensure responsive and timely decision making. The members should also be nominated on the basis of their capacity and skills, rather than their particular organisational affiliation, and those individuals should have the authority to act on behalf of the broader ESO community.

Membership could consist of:

- Three ESO representatives. These would likely be nominated by the ESO Round Table;
- Two representatives of the Capability management Framework, likely the Chair and the National Training Manager;
- One senior Defence representative; and
- One senior DVA representative.

Membership terms should be a mix of two and three year terms to ensure that all members do not leave at the same time and members should be allowed to be re-appointed if appropriate. The Board could appoint a Chair or co-Chairs.

The Strategic Governance Board should also have access to expert advice from a Registered Training Organisation contracted through DVA.

### 6.1.3 Reporting and Communication

The Strategic Governance Board should ensure that the broad ESO community, including practitioners, has the required understanding of the programme to support it in achieving its aims.

This would be achieved through financial reporting to DVA and likely bi-annual contribution to the ESO Round Table consultative process.

Communication of strategic messages to trainers, practitioners and the broader ESO community should be provided to the Regional Committees for dissemination.

The Strategic Governance Board is also responsible for ensuring that the programme's other tiers have the necessary understanding of, and support for, the programme's strategic direction.

## 6.2 Capability Framework Management Group

The Capability Framework Management group would be a national group, directly responsible for all aspects of the capability framework. The capability framework drives the definition, development, education and assessment of practitioners.

It would ensure that the programme's strategic goals, as provided by the Strategic Management Group, are effectively and efficiently achieved and would represent the ESO community, trainers and DVA.

Its membership would ensure broad coverage of training, operational and regional matters and would have access to registered training organisation (RTO) expertise for all discussions regarding training development, delivery and assessment.

### 6.2.1 Capability Framework

This group would have direct oversight of all aspects of the capability framework, including:

- Identification of requirements, roles, responsibilities, development levels and competency/accreditation pathways for practitioners and trainers;
- Development and maintenance of nationally consistent learning tools and ensuring their compliance with the identified strategic direction and adult-learning principles. These tools include:
  - On-the-job training;
  - Mentoring;
  - Formal (e-learning/classroom) training; and
  - Train-the-trainer training;
- Scheduling and delivery of all training tools;
- Development, implementation and application of a certification/competence assessment framework for trainers and course content;

- Development and implementation of a practitioner pathway that provides ‘recognition-of-prior-learning’ for the base levels and formal accreditation at the higher levels.
- Setting and monitoring of expectations and selection criteria in regards to ESO nomination of trainee practitioners/advocates;
- Development and application of a transition strategy to move from the current learning and development framework to the new capability framework; and
- The efficient use of resources in undertaking these tasks.

### 6.2.2 Membership

The Capability Framework Management Group could build on the representative approach of the current TIP National Management Group but with the membership aligned to the proposed three tier structure.

It would likely meet at least quarterly for the initial programme implementation period with this to be reviewed once the programme has matured. Membership would likely include the following for a membership of 11:

- each of the three Regional Management Group Chairs;
- a National Training Manager: analogous to the current TIP National Chair and elected by the Capability Framework Management Group to a two to three year term;
- four or five senior ESO practitioners, possibly nominated by ESOs through the Strategic Governance Board and/or ESO Round Table;
- one DVA representatives at Director or Assistant Director level; and
- one Defence representative.

Membership terms should be a mix of two and three year terms to ensure that all members do not leave at the same time and members should be allowed to be re-appointed if appropriate. A Chair, or possibly Co-Chairs, would be elected from the Group’s membership.

The Capability Framework Management Group should also have access to expert advice from a Registered Training Organisation contracted through DVA.

### 6.2.3 Reporting and Communication

The Capability Framework Management Group Chair(s) would sit on the Strategic Management Group and be responsible for reporting to and from that Group, in particular ensuring that:

- the Strategic Management Group has the necessary capability framework information to make informed strategic decisions; and
- the strategic direction is understood and reflected in the capability framework.

It would also be responsible for providing reporting and forecasting data to support decision making at the strategic, capability framework and regional management levels and ensuring clear and regular communication to the Regional Administration Bodies so that it has the detailed capability framework information required to administer the framework at a regional level.

## 6.3 Regional Administration Bodies

Three regional administration bodies would focus on the day-to-day delivery of training and local administrative requirements in their region and developing and supporting ‘communities of practice’ to provide a regional support network for their practitioners and trainers.

They would also provide regional input to the development and delivery of the nationally consistent training programme through representation on the Capability Management Framework group. This input would include the identification and prioritisation of areas with high demand for training and service delivery within their area and the identification of any other broad training issues which may have regional and/or national significance.

These three regional bodies would effectively take on the roles of the current state based TIP Management and Training Consultative Groups. This rationalisation of regions will be made possible through the efficiencies gained from:

- moving to a national training platform;
- an improved focus on selecting high quality trainees leading to a likely reduction in number, but increase in quality and long-term commitment from practitioners; and
- provision of improved access to, and incorporation of, e-learning.

The Strategic and Capability Framework Management groups would be responsible for guaranteeing consistency of approach across the Regional Administration Bodies.

### 6.3.1 Day-to-Day Management Roles

*Day-to-day management* would include the following tasks for their region:

- the provision of input and advice to the Capability Framework Management Group regarding particular local scheduling requirements;
- the day-to-day management, organisation and scheduling of trainers, venues and resources; and
- the efficient use of resources in undertaking these tasks.

This work would have significant similarities to the day-to-day management duties of the current TIP state-based management groups but over a larger region. While the current learning and development framework and strategic planning duties would be pushed to the national Capability Framework and Strategic Governance groups, the regional administration bodies would be expected to provide input through representation on the Capability Framework Management Group.

### 6.3.2 Communities of Practice Requirements

*Communities of Practice* would focus on building strong, supportive networks for practitioners, engaging and developing volunteerism, identifying future practitioner and trainer and fostering the development of the broader practitioner community.

The committee would also ensure a clear and regular communication channel from all levels of the programme to its ESOs, practitioners and trainers.

There is currently no formal, and only very limited informal, work done in this area across the TIP/ESO community. Providing a central body with responsibility for this would likely have significant flow-on effects for improving support for volunteerism and for practitioners from ESOs of all sizes in regards to support networks to assist them in better carrying out their core work in supporting the current and former ADF members and their dependants.

### 6.3.3 Administrative Requirements

*Administrative Requirements* would include the following tasks:

- the day-to-day management, organisation and scheduling of trainers for their region;
- the booking, arranging and paying for training venues, travel and other resources for their region; and
- provision of administrative assistance to the Capability Framework and Strategic Management groups.

The current administrative workload is generally undertaken on a state-by-state basis by contracted administrative officers. The funding for these contracted officers (~\$320,000 in total for 2014-15) comes from TIP's funding allocation for course support and provision. All workload, administrative and contract management duties for them are the responsibility of the local state TIP management.

Further administrative support is provided through DVA staff located, in the main, in Adelaide, Sydney and Canberra. The duties of these staff particularly revolve around the booking and paying



of all travel and accommodation for TIP training and management conferences and payment of all TIP accounts.

Due to significant differences in the number of courses, and resultant workloads, across the current, state-based, administrative system, there are significantly varying administrative workloads across the states. The reduction to three regional management areas would lead to more consistent workload balancing across the three regions.

Also, due to the current administrative arrangements there is significant double handling of work between the TIP managed administrative officers and DVA staff. This double-handling is further exacerbated by some states running most, if not all courses out of DVA offices and some state TIP officers working out of DVA premises.

Under the revised proposal each region would be supported by a full-time administration officer contracted directly to DVA.

Centralising much of the contract and workload management of these administrative officers to DVA would reduce the double handling of work and simplify the provision of administrative support across the entire programme. The proposed contracting arrangement for these officers may also allow them to have direct access to DVA's payment and travel systems, further improving the efficiency of the administration.

These administrative staff could also be tasked with providing necessary support to the Capability Framework and Strategic Management groups.

#### **6.3.4 Regional Structural Requirements**

Noting the participant and course figures for the previous 2 calendar years it is apparent that there are significant workload differences across the current state aligned regions.

Attempting to balance these into reasonably equitable regions should lead to a more efficient use of the available resources and more consistent delivery of the national programme.

Further efficiencies of this regional approach will likely be realised through an improved focus on selecting high quality trainees, and improved access to, and incorporation of e-learning.

While providing support across regions may prove challenging, there are current examples of the provision of this support outside what would be considered 'local' regions. For example the TIP National Consistency project is, in the main, run from Victoria. Courses have also been run in the Philippines with all support being provided from Victorian TIP. Currently DVA provides its administrative support for TIP Qld, Vic and NSW with staff in Adelaide, Canberra and Sydney.

As part of the considerations for transitioning to this model it is likely that an immediate identification of, and move to, three regions would impose unnecessary practical complications to an already significant change. It is therefore likely that initially 6 regions, broadly analogous to the state-based regions of the current state-based TIP management and Consultative Group structure could be used. While the number of regions would not immediately reflect the final structure, the management group structure and responsibilities for each of these regions could be modified immediately to reflect that structure.

It should also be noted that once the programme is implemented it may be worth reviewing the regional breakups to ensure that they are still appropriate. A nationally consistent approach to course scheduling and participant selection may result in altered regional participation rates: for example Queensland's participant figures may be higher than comparable figures in other states due to their ensuring that almost all TIP participants undertake both welfare courses, an approach not replicated in other states. There may also be call to review the regions based on broader strategic issues. For example closer ties to Defence may make it appropriate to increase the focus on the provision of support for current and ex-serving members, in particular indigenous members, of the three Regional Force Surveillance Units: The Pilbara Regiment, North West Mobile Force

(NORFORCE) and 51<sup>st</sup> Battalion, Far North Queensland Regiment. This may lead to the logical inclusion of the northern reaches of Western Australia into the Northern Region with Queensland and the Northern Territory.

An increased focus on ESOs providing high quality, committed trainees may also affect the regional participation rates.

### **6.3.5 Membership**

Each Regional Committee could consist of three or four ESO representatives who are active practitioners (nominated by the local ESO community), two or three trainer representatives and one to two DVA representatives. Each Regional Committee would elect a Chair who would also sit on the Capability Framework Management group.

Membership terms should be a mix of two and three year terms to ensure that all members do not leave at the same time and members should be allowed to be re-appointed if appropriate.

### **6.3.6 Reporting and Communication**

A representative from each Regional Administration Body, likely the Chair, would sit on the Capability Framework Management Group and be responsible for reporting to and from that Group. In particular this Group is responsible for ensuring that the Capability Framework Management Group has the necessary regional information to make informed decisions on course timetabling, regional matters etc.

The Committee is also responsible for maintaining a communication network with its trainers, regional practitioners and ESOs to ensure the regional practitioners are fully informed and consulted regarding their local community of practice and to allow the distribution of ad-hoc and other communications regarding the programme and any other training and development issues of importance.

## **7 Competence Assessment/ Accreditation**

A significant consideration throughout the process to date has been the competence assessment/ accreditation of components of the advocacy training framework. This will be managed through the capability framework which will be designed with significant assistance from a Registered Training Organisation (RTO).

There are three components where some form of assessment and/or accreditation is required. A proposed approach to each of these is detailed below.

### **7.1 Practitioner Assessment and Ongoing Development**

Much of the work to-date has noted that the current training programme does not assess the competence level of practitioners as they progress through their training and development. This makes it difficult for the practitioner, their parent ESO and the veteran they are assisting to identify the practitioner's abilities and areas for improvement. It also limits the effectiveness and opportunity for the practitioner's professional maintenance and development needs to be identified and met.

As part of the design of the capability framework, developmental paths for practitioners will be identified. This will likely identify four levels of practitioner varying from a Level 1 practitioner who is just beginning in helping people to complete and lodge claims through to experienced, highly trained Level 4 Advocates who are able to, and do, represent clients at the Administrative Appeals Tribunal. These four levels are, in many ways, analogous to the current advocacy and pension officer structure.

The assessment requirements and processes would, by necessity, differ at each level with the requirements being simpler for lower levels (competence assessment) and more rigorous and

prescriptive at senior levels (accreditation). This is especially important to minimise the risk of the assessment process being too onerous and off putting for volunteer pensions officers who want to provide simple, base-level support to the veteran community. Those practitioners undertaking high level, senior advocate work would be expected to gain appropriate accreditation due to the complexity of the work they undertake.

There are many ways to undertake this graduated assessment process. It is expected that the assessment of many current practitioners, especially at lower levels, would involve significant recognition of their current skills and knowledge through “recognition of prior learning” (RPL), on the job assessment and introductory on-line training. This, in combination with the on-the-job training and mentoring processes implemented through the capability framework could lead to an assessment of these practitioners as competent.

As a practitioner progresses through the levels, the assessment processes would become more involved to ensure that practitioners are fully competent in the wide knowledge base and range of skills required to undertake appeals work, possibly across multiple Acts and involving appearing before senior appeals bodies. These processes could involve higher level on-line and face-to-face training, work journals, practical exercises, peer assessments and tests of knowledge depending on the level.

This could be implemented efficiently through a two phase process with ‘Phase 1 – Practitioner Competence Assessment’ providing the competence assessment for level 1 and 2 practitioners and ‘Phase 2 – Senior Practitioner Accreditation’ providing the formal accreditation processes for level 3 and 4 senior advocates.

Significant flexibility would also be built into the assessment methods to allow different approaches to identifying and ensuring a practitioner’s competence.

This is summarised in the below table:

<b>Level</b>	<b>Stage of development/ Work undertaken</b>	<b>Type of Assessment</b>	<b>Level of Assessment</b>
1 – Introductory Claims Officer	Initial training, completion of primary claims under supervision.	Introductory on-line training, recognition of prior learning (RPL), on the job assessment and assessment and mentoring	Competence Assessment
2 – Claims Officer	Lodgement of primary claims across the three Acts. Support for low-level appeals work under supervision.	On-line and face-to-face training, RPL, on the job assessment and mentoring, work journals and practical assessments	Competence Assessment
3 - Advocate	Lodgement of appeals up to VRB (or equivalent) level.	All above measures with peer assessment and tests.	Accreditation
4 – AAT Advocate	Lodgement of appeals to, and appearance before the AAT.	All assessment measures including formal tests of knowledge.	Accreditation

The practitioners themselves would have significant control over what work they wanted to undertake through choosing how far along this development path they wish to progress. Flexibility regarding the Act that the practitioner wishes to provide advice in could also be included.

The Capability Management Framework will also identify a maintenance and professional improvement programme for practitioner’s to ensure they continue to develop and demonstrate the



required skills and competencies. As a significant part of this improvement programme will be managed through a practitioner's on-the-job training and mentoring the programme will need to ensure that the necessary training and support is available for those who provide on-the-job training and mentoring to their colleagues. There will also be a need for the Department to provide appropriate feedback on claims quality to inform a practitioner's professional development.

This accreditation will allow DVA to investigate the links between accredited advocates and claims processing priorities.

A separate progression path, based on the same principles would be developed for welfare practitioners. This path would likely share some components with the non-welfare practitioner path, but provide separate, specific material directly related to the different work undertaken, and development required, by welfare practitioners.

## **7.2 Trainer Assessment**

To ensure that trainers are able to provide the best training available it is likely that they would also be expected to undertake an assessment/ accreditation program. Again, RPL and on the job assessment would play a significant role in this.

An RTO would likely be expected to undertake much of the course and programme development, trainer assessment and development and train the trainer work. There would however still be a significant amount of this work undertaken by advocacy training trainers. These senior trainers could be expected to have formal trainer accreditation in-line with the Vocational Education and Training (VET) process, likely at the Cert. IV level.

## **7.3 Course Content Assessment**

To ensure that the course content is of the highest, most effective quality it should also undergo an assessment process as part of its development. This may, or may not take the form of formal accreditation of the program in-line with VET requirements.

Regardless of that decision, all stages of the course development process should ensure that the coursework is, at the least, accreditation ready. This would necessitate involvement from an RTO through the development process.

The decision to accredit would be the responsibility of the Strategic Management Group and would be taken once the program had reached a level of maturity to allow an informed decision.

## **8 Implementation**

A detailed transition and implementation plan for the draft model will need to be developed. To provide information to allow discussion on this, a proposed timeline is provided below. This includes suggested milestones for the implementation phase as this phase will include the design, development and roll-out of a number of pieces of work.

An ambitious timeline has been proposed to take best advantage of the positive attitude to change among stakeholders throughout this process.

## 8.1 Suggested Timeline

Stage	Summary	Timeframe
WP finalises consideration and forwards proposal to ESO Round Table.	The WP will finalise its consideration of the proposal and forward it to ESO Round Table for endorsement.	Mid-August 2015
ESO Round Table endorsement	The ESO Round Table considers and endorses the proposal.	27 August (scheduled meeting)
ESO Round Table nominates three Strategic Governance Board Members	ESO Round Table nominates its three Strategic Governance Board representatives.	27 August (scheduled meeting)
DVA/ Ministerial Endorsement	Secretary DVA and Minister review and endorse the approach	September 2015
Nominations for Positions Requested	Nominations are called for individuals to fill the remaining positions in the advocacy training management structure	October 2015 – December 2015
Appointments made	Successful applicants are selected and notified	January 2016
Initial Strategic and Operational settings identified	The Strategic and Operational bodies take-up their role and identify the directions, goals and requirements for the development of the Advocacy Training Programme's capability framework and other required structures	January 2016 to March 2016
Implementation of Programme	The development of, and transition to the identified capability framework and training programme occurs.	March 2016 to 30 June 2017
	Milestone 1 – Finalise capability framework	May 2016
	Milestone 2 – Provision of initial content in-line with this framework.  The content development will be assisted by current course content and by work already begun to examine how best to utilise the Department's staff technical training packages for advocacy training.	June 2016
	Milestone 3 – Assessment of first practitioners under the 'Phase 1 - Practitioner Competence Assessment' process	August 2016
	Milestone 4 – Assessment of first senior practitioners under the 'Phase 2 – Senior Practitioner Accreditation' process	November 2016
	Milestone 5 – All initial content has been developed and is being delivered in-line with the capability framework.	April 2017
Transition to business-as-usual	A high quality, nationally consistent, accredited learning and development programme has been implemented. It is subject to ongoing review and development through formal, agreed procedures.	Ongoing

## 8.2 Appointment of Representatives

### 8.2.1 Strategic Governance Board

The three ESO representatives on this Board will need to be nominated by the ESO Round Table at its meeting of 27 August. These nominations will then be raised to the Minister for formal appointment to the new structure.

They will be joined by the nominated DVA and Defence representatives.

The two members of this group to be appointed by the Capability Management Framework Group will join the Board once that group has been formed.

### 8.2.2 Capability Management Framework Group and Regional Administration

In early October, following final endorsement, the members of the Capability Management Framework and Regional Administration groups will be identified.

While the identification and appointment process will be subject to discussion by the initial members of the Strategic Governance Board it is expected that a number of positions in these bodies will be filled from current TIP management group members, ESO members of the various Training Consultative Groups and representatives nominated by the ESO Round Table.

It is not expected that members of these groups would be appointed by either the Minister or the Commissions.

## 8.3 Transition Arrangements

Noting the above timetable there are two distinct periods where different arrangements will be in place.

The first period concerns the filling of the positions identified in the advocacy training management structure. The second period follows the filling of that structure during the development of, and transition to, the new learning framework.

Throughout the first period it is expected that the current TIP arrangements will continue. This will however require work from the Working Group, TIP and ESO Round Table members to ensure that the current TIP personnel are kept fully informed and involved in the transition to ensure that they continue to provide their services.

Once the new management structure is in-place they will identify how to best utilise these TIP training resources within their structure to continue course delivery up until the new training programme is fully implemented. It is expected that many of the office-bearers in the current structure will wish to continue in roles in the new structure. This will provide a level of continuity which will ease the transition.

This transition will also likely be assisted due to work which has already begun on examining how best to utilise the Department's staff technical training packages for advocacy training. A registered training organisation, Australian Forensic Services, has recently been engaged to undertake this work.

In parallel to this transition the Strategic Governance Board, along with the other management bodies, will need to plan and implement the move, from the initial six, to the agreed three regional bodies. This process will require the identification of the preferred regions and its introduction may be staged over the period through to mid-2017. For example, regions training significantly lower practitioner numbers, such as those currently administering Tasmania and Western Australia, may be amalgamated first.

## 8.4 Communications Arrangements

A detailed communications plan will be developed around the following key factors. Communication will need to be undertaken in several stages to reflect the implementation and transition processes of this work.

### 8.4.1 Target audiences

- Veteran advocates, pensions and welfare officers;
- Training volunteers;
- Ex-service organisations;
- Current and former Australian Defence Force members and their dependants;
- ESO Round Table and Advocacy Training Working Party members;
- DVA executive;
- Minister for Veterans' Affairs; and
- Media, including specialist Defence and veteran publications.

### 8.4.2 Communication objectives

- To reinforce the value of current volunteers to the future of the framework;
- To inform the community of current and former ADF members and their dependants of work being undertaken to improve the quality of veterans' advocacy training;
- To promote the outcomes flowing from the Review;
- To emphasise the importance of this community having access to expert, professionally trained and accredited advocacy.
- To advise of timeline and transition processes for the implementation of the Advocacy Training and Development Programme;
- To raise awareness and understanding of these transition and implementation processes;
- To maximise existing and new volunteer participation in both training and advocacy practitioners' roles; and
- To acknowledge the valued contribution of the TIP community to date.

### 8.4.3 Communication approach

To date the review has made little information on its progress public. It will be important that any messaging explain the origins of the project and why the process has taken some time.

As the Review process focused heavily on stakeholder engagement with those affected, external communication activities are recommended to promote the outcomes of the process and ensure understanding of, and engagement in, the transition process required to achieve those outcomes.





**From:** s 47F Luke on behalf of [ADVOCACY.POLICY](#)  
**To:** Michael s 47F s 47F  
s 47F s 47F ; "[president@tpifed.org.au](mailto:president@tpifed.org.au)";  
s 47F "advocate@raafatas.org.au"  
**Cc:** [Haffner, Cath](#); [Brown, Luke](#); s 47F [Duleeka](#); [HARPER, Michael](#); [ADVOCACY.POLICY](#)  
**Subject:** ESORT Advocacy Working Group - Key Messages [SEC=OFFICIAL]  
**Date:** Monday, 17 June 2024 8:21:30 AM  
**Attachments:** [image001.png](#)  
[image002.png](#)  
[image003.png](#)  
[image004.png](#)  
[image005.jpg](#)  
[image006.jpg](#)

---

Good morning all,

As discussed at the end of our last working group meeting, please see below a set of key messages to use when communicating the progress of this to your organisation/members. These messages reflect the points that we discussed at the end of our meeting.

Key messages – ESORT Advocacy Governance Working Group

- 1) In 2024 a joint working group was established between ESORT and DVA to progress the establishment of an independent veterans' advocacy institute. This institute would set and maintain standards for veterans' advocates, and support veteran advocates with the work they do to assist veterans and their families. This working group met on 9 April 2024, 3 May 2024, and 7 June 2024.
- 2) At the 7 June meeting the group agreed to recommend to ESORT that an independent Institute of Veterans' Advocates should be established, and discussed in further detail the governing and operating arrangements which will underpin this institute.
- 3) To progress this work, as a priority the working group also agreed to propose to ESORT the members for an interim board to govern the proposed institute.
- 4) As part of the implementation arrangements, the course in military advocacy will also be revitalised to support the new institute.
- 5) A roadshow will be planned for the near future to engage with the veteran and ESO community on this initiative. DVA will brief the Minister for Veterans' Affairs on this proposed approach and next steps.

Kind regards,

**Luke s 47F** | Director

Advocacy and Priority Policy Section

Health and Wellbeing Policy Branch

Pos #: 62242782

Department of Veterans' Affairs

Tel: s 47F

[advocacy.policy@dva.gov.au](mailto:advocacy.policy@dva.gov.au)

[www.dva.gov.au](http://www.dva.gov.au)



cid:image009.jpg@01D8E877.D4DF0ED0



*DVA is committed to supporting veterans and families. We all deserve to be treated with courtesy and respect. We ask that you please treat us the same way.*