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The Parliament of the Commonwealth of Australia

# A Chance For The Future

Training In Skills  
For  
Aboriginal and Torres Strait Island  
Community Management  
and Development

House Of Representatives  
Standing Committee On Aboriginal Affairs

August 1989

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Australian Government Publishing Service  
Canberra

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ISBN 0 644 10496 1

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granite, mortar  
commissioned 1987  
for the Forecourt, New Parliament House

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THE PARLIAMENT OF THE  
COMMONWEALTH OF AUSTRALIA  
PARLIAMENTARY PAPER

No. 195 OF 1989

Ordered to be printed  
by authority  
GPO 10496 1

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Printed by Pirie Printers Sales Pty Ltd, Fyshwick, A.C.T. 2609

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## **Terms Of Reference Of The Inquiry**

The Committee inquire into and report on the effectiveness of existing support services within Aboriginal and Torres Strait Island communities, including administrative and advisory services.

### **Membership Of The Committee**

Chairman	Mr W E Snowdon, MP
Deputy Chairman	Mr C G Miles, MP
Members	Mr C A Blanchard, MP* Mr I M D Cameron, MP Mr G Campbell, MP Mr M D Cross, MP Mr J Gayler, MP Mr W L Smith, MP** Mr R E Tickner, MP Mr A P Webster, MP
Secretary to the Committee	Mr D R Elder
Inquiry Staff	Mrs W Allen Mrs C Brien Mr P Ratas

\* Mr A Blanchard, MP resigned as Chairman of the Committee on 6 April 1989 and was replaced by Mr W Snowdon, MP.

\*\* Mr D Connolly, MP resigned from the Committee on 1 December 1988 and was replaced by Mr M Burr, MP. Mr M Burr, MP resigned from the Committee on 1 June 1989 and was replaced by Mr W Smith, MP.



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# Preface

In its interim report on the support services inquiry the Committee painted a picture of the complex process of service delivery to Aboriginal and Torres Strait Island communities. This complexity has arisen as a result of policy changes and conflicts involving Commonwealth and State and Territory governments as well as differing approaches to the implementation of policies by all levels of government. The interim report quite deliberately focussed on the overall scene of government involvement in Aboriginal affairs to provide a discussion paper to stimulate further submissions and to provide a general setting for the detailed reports to follow.

The Committee indicated in the interim report that it intended to divide its broad terms of reference into four areas which would receive detailed attention. The first two of these four areas have been pursued since the tabling of the interim report:

- 1) Aboriginal community management and control; and
- 2) education and training for community administration, management and development.

In addressing these first two areas the Committee has moved from a general overview of service delivery and governmental involvement with Aboriginal communities to focus on the community level. The Committee has been concerned with the impact of differing governmental policies and approaches on Aboriginal and Torres Strait Island communities, the needs and desires of Aboriginal and Islander people to give them greater control over their communities, and the responses which governments should now be making.

Even though this report on education and training for community administration, management and development precedes the one on community management and control, much of what it says and the approach it advocates is predicated on conclusions reached by the Committee on the more general questions of community management and control. Education and training are vital if the systems of self-management which governments have introduced in communities are going to work in a way which is satisfactory to Aboriginal and Islander people. The report discusses needs in education and training for community

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administration, management and development and points to the inadequacy of existing programs to meet these needs. A more comprehensive and community-based approach to providing Aboriginal and Islander communities with the knowledge and skills they require to run their communities and organisations effectively is advocated by the Committee.

August 1989

WARREN SNOWDON MP  
Chairman

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# Conduct Of The Inquiry

On 18 November 1987 the Minister for Aboriginal Affairs, the Hon. Gerry Hand MP requested the Committee to inquire into the effectiveness of support services within Aboriginal and Torres Strait Island communities, including administrative and advisory services.

The inquiry was advertised in national newspapers throughout Australia in late November 1987. The Committee sought written submissions from Commonwealth, State and Territory government departments and agencies involved in the provision of support services to Aboriginal and Torres Strait Islander communities. Submissions were also sought from Aboriginal communities.

During the course of the inquiry it became evident that the broad nature of the terms of reference for the inquiry allowed a wide variety of issues to be raised. Many interpreted 'support services' as relating to Aboriginal and Torres Strait Islander needs for services ranging from essential-type services such as water, electricity, roads to other services such as education, employment, health and housing. The breadth of the inquiry's terms of reference did not enable the Committee to sufficiently concentrate on the diverse issues that were raised.

The Committee tabled an interim report on 3 November discussing in broad terms the issues which had been raised and identifying the problems which existed in the process of service delivery to Aboriginal and Islander communities.

The interim report also indicated that the Committee had divided its terms of reference into four areas that would allow a more detailed concentration on the issues. These areas are:

1. Aboriginal and Torres Strait Island community management and control;
2. Education and training for community administration, management and development;
3. Advisory services for Aboriginal communities; and

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#### 4. Mainstream local government and minority Aboriginal communities.

Recently it was decided to consider the third area, advisory services, in conjunction with the first area and table a single report on them.

Since November 1988 the Committee has taken further evidence on the first two areas. Hearings have been held in Canberra, Adelaide, Sydney and Darwin. Since the commencement of the inquiry 126 witnesses have been examined and about 1000 pages of evidence taken. A list of public hearings held and witnesses heard is at Appendix 1. The transcripts of evidence are available for inspection at the House of Representatives Committee Office, the Australian National Library and the Commonwealth Parliamentary Library.

The Committee has received 55 written submissions which have been published by the Committee and comprise a total of 2695 pages. A list of persons and organisations which made submissions is at Appendix 2. Other documents submitted to the Committee were incorporated in the evidence as exhibits. A list of exhibits is at Appendix 3.

Further field visits have been undertaken in the Northern Territory (twice), South Australia, New South Wales and Queensland since November 1988. A list of communities visited since the commencement of the inquiry is at Appendix 4.

The Committee thanks those who have made submissions to the inquiry, witnesses who have given evidence at hearings and Aboriginal people in communities who have given up their time to have discussions with the Committee. The Committee also wishes to acknowledge the cooperation of Commonwealth and State and Northern Territory Governments with the inquiry. It is hoped that this cooperation will continue for the remainder of the inquiry.

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# **LIST OF RECOMMENDATIONS**

## **Coordination And Funding**

The Committee recommends that:

1. It is imperative that a cooperative approach to the funding of education and training programs, including those for community management, administration and development, be adopted by Commonwealth and State and Northern Territory governments taking into account respective constitutional and policy responsibilities and their mutual interest and concern in promoting Aboriginal self-determination and self-management at the community level. Where cooperation and coordination cannot be achieved the Commonwealth Government should consider its options in view of its national responsibility in the area of Aboriginal affairs.
2. The Aboriginal Employment Development Policy, as a community decision-making and development approach, provide the coordination and policy framework for the funding by Commonwealth and State and Northern Territory governments of Aboriginal education and training programs;
3. Commonwealth agencies improve their coordination under AEDP in the area of education and training programs;
4. The Department of Employment, Education and Training develop, in consultation with Aboriginal people and communities, a statement of national needs and objectives in education and training for community management, administration and development which is consistent with the policy approach of AEDP;
5. This statement provide the basis for the development with State and Territory Governments of statements adapted to the differing needs of Aboriginal communities at the State and Territory levels; and

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6. Joint funding by Commonwealth and State agencies of education and training packages and programs in the area of community management, administration and development be implemented as a means to better coordination and the meeting of the needs and objectives identified in the statements referred to above.
  7. Government agencies assist Aboriginal communities to develop community plans including the identification of education and training needs as an integral part of the plans; and
  8. Once plans have been developed, Commonwealth and State and Territory government agencies respond by providing coordinated and long term recurrent and capital funding commitments to programs that implement the plans.
  9. There be detailed investigation of the mechanisms for implementing an amalgamated field officer structure for the Commonwealth agencies directly involved in the Aboriginal Employment Development Policy. This investigation should include consideration of ways of improving the professionalism and competence of field staff in recognition of their crucial role in consulting and negotiating with communities.
  10. The Commonwealth agencies involved in AEDP better coordinate the activities of their field staff, particularly in terms of visits to, and consultation with, communities; and
  11. The interagency training available to field staff of the Commonwealth agencies involved in AEDP be significantly expanded so that staff have a comprehensive understanding of the roles of all agencies as well as of the philosophical basis of AEDP. 12. A national Aboriginal advisory body be established as a matter of urgency to advise the Minister for Employment, Education and Training, the National Board of Employment, Education and Training and the Department of Employment, Education and Training on all aspects of Aboriginal employment, education and training policy, needs and administration. 13. The national advisory body on Aboriginal employment, education and training that is to be established develop close linkages with the State and Territory Aboriginal Education Consultative Groups.
  14. There be a promotion of regional and local Aboriginal advisory committees on education and training.

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## **Providing A Basic Education**

The Committee recommends that:

15. A national Aboriginal Education Policy be implemented as a matter of urgency. The Policy should include proposals from the report of the Aboriginal Education Policy Task Force and also respond to the recommendations of the House of Representatives Select Committee on Aboriginal Education.
16. State and Territory governments accept their constitutional responsibility by providing access to relevant educational programs to all children regardless of where they live, and in particular their obligations to children under compulsory schooling age; and
17. The Commonwealth Government continue to provide capital funding for the construction of schooling facilities in remote Aboriginal and Torres Strait Island communities as an adjunct to the effort of State and Territory governments. 18. Funding continue for institutions, especially Aboriginal-controlled institutions, to provide access and bridging courses to enable adult Aboriginal people to upgrade their literacy and numeracy skills and develop the self-confidence to undertake further training, obtain employment or manage their communities and organisations; and
19. TAFE in all States and the Northern Territory develop and expand appropriate access and general skills courses for adult Aboriginal people and endeavour to staff such courses with Aboriginal educators.

## **Skills Training for Community Management and Control**

The Committee recommends that:

20. Consultation by agencies with communities about education and training needs in community self-management take place within the context of the development of long term community plans; and
21. Funding guarantees be given by agencies to support education and training programs in accordance with the community plans that are drawn up in consultation with communities.
22. Appropriate consultation be an essential feature of the design and delivery of all education and training programs to Aboriginal and Torres Strait Island communities. Consultation must include identifying needs, utilising

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appropriate training packages and ensuring that methods of delivery are those which communities want.

23. The Department of Employment, Education and Training fund the development of training packages, curriculum materials and courses in all skilled areas which Aboriginal people require for effective community management, administration and development. It is suggested that particular attention be paid to the development of materials and courses in the trades areas where Aboriginal communities are particularly lacking in qualified Aboriginal personnel;
24. Existing training packages, curriculum materials and courses, such as those developed in community and enterprise management by the National TAFE Centre, be adapted to meet the differing forms of incorporation and hence differing roles and functions of Aboriginal communities and organisations in the States and Northern Territory; and
25. Where appropriate priority be given to Aboriginal communities and organisations designing training programs and curriculum materials to ensure that they are responsive to Aboriginal needs and concerns.
26. The Department of Employment, Education and Training develop a mixed-mode model for the delivery of on site programs to Aboriginal people in remote communities and promote this model within mainstream higher educational institutions through the Higher Education Council of the National Board of Employment, Education and Training.
27. The Minister for Employment, Education and Training consider expanding the roles of Aboriginal education divisions and schools within higher educational institutions to establish Centres for Aboriginal Studies within each State and Territory. The Centres will teach, coordinate and develop higher education courses in all skill areas which Aboriginal people desire to assist them to be effectively self-managing. There should be appropriate Aboriginal community representation within the Centres, to reflect the range of Aboriginal views and to ensure that the Centres meet the diverse needs of Aboriginal communities.
28. A closer liaison be established between TAFE and other higher education systems and the Aboriginal-controlled education and training institutions. TAFE should provide the Aboriginal institutions with assistance to obtain accreditation and funding of programs. The Aboriginal institutions should endeavour to have more of their courses accredited; and
29. The Commonwealth Department of Employment, Education and Training provide direct funding assistance to Aboriginal community-based training institutions in addition to assistance that is already provided under the

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- special courses element of Abstudy in cases where funding is not provided by TAFE or other higher education systems.
30. Training or adult education coordinators be made available to all Aboriginal communities to coordinate and organise all community-based training within communities according to community plans which have been developed;
  31. State and Northern Territory governments establish and operate education and training centres or colleges on a local basis to provide easier access to post-primary education and training programs for Aboriginal communities in remote areas. The resources of the State and Territory Departments of Education and Technical and Further Education should be amalgamated within the centres to provide the necessary training support;
  32. All skilled non-Aboriginal personnel employed by Aboriginal communities or organisations be contracted to provide training to Aboriginal people as a central criterion of their appointment. The ability to provide training should be an important determinant of the selection of staff;
  33. Training programs be provided to non-Aboriginal staff to enable them to perform their training role within communities and organisations more effectively;
  34. The Commonwealth Department of Employment, Education and Training ensure that funding is made available to Aboriginal resource agencies to provide them with the capacity to deliver training programs including to small communities such as homeland centres and excision communities which do not have ready access to centralised training centres provided by State and Territory Departments of Education and TAFE;
  35. The Commonwealth Department of Employment, Education and Training coordinate the development of an Aboriginal adult education service by assisting Aboriginal people to undertake training programs to provide them with training skills and qualifications; and
  36. Commonwealth and State and Northern Territory government give a preference to the employment of Aboriginal organisations and people in the delivery of all services (including construction services) to Aboriginal communities. Training should be supported as an integral part of the provision of Aboriginal employment on projects and in delivering services.
  37. Monitoring and evaluation be an integral part of all Aboriginal training programs;

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- 38. Where appropriate the process of monitoring and evaluation be under the control of Aboriginal people; and
  - 39. Evaluation involve both an assessment of the outcomes of training for individual students as well as an assessment of the impact within communities of training programs in terms of giving communities increased self-management and control.

## **Support For Students**

The Committee recommends that:

- 40. The Aboriginal Study Assistance Scheme continue as a discrete program providing financial and other assistance to Aboriginal people to complete secondary school and undertake further education and training and that future administrative changes be kept to a minimum;
- 41. The Department of Employment, Education and Training continue and expand its information program about changes which have been made to Abstudy to minimise confusion and concern;
- 42. The Department of Employment, Education and Training investigate the mechanism for payment of the education supplement under Abstudy to under 16 year-old students with a view to making payments smaller and more frequent; and
- 43. The Department of Employment, Education and Training investigate the remaining anomalies between Abstudy allowances and entitlements under unemployment benefits with a view to eliminating the anomalies.
- 44. Aboriginal Hostels Ltd conduct further research on, and liaise with, the Department of Employment, Education and Training about Aboriginal student accommodation needs and continue to allocate a high priority to meeting needs in this area;
- 45. Aboriginal Hostels Ltd continue its Rental Subsidy Scheme as an innovative response to meeting the accommodation needs of Aboriginal students; and
- 46. Those institutions providing their own accommodation for Aboriginal students be provided with funding to adequately meet accommodation needs.
- 47. Enclave programs continue to be funded in mainstream educational institutions as a means of providing academic and social support for Aboriginal students.

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48. Funding support be made available to Aboriginal communities and organisations to enable them to provide cadetships for key Aboriginal staff to undertake further training to upgrade their skills. Communities and organisations should also be provided with sufficient funding assistance to enable them to replace key personnel who undertake training.
  49. A childcare provision be made available as part of training programs to enable Aboriginal women with children to have equal access to the programs.



# 1 Needs

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- 1.1 This chapter discusses the needs of Aboriginal and Torres Strait Island communities (references elsewhere in this report to 'Aboriginal people and communities' will imply both Aboriginal and Torres Strait Islander people and communities) for education and training for community administration, management and development. The needs are discussed firstly in the context of the policies of self-determination and self-management, the way in which governments have implemented these policies and the requirements that have been made of Aboriginal people as a consequence. There is also a discussion of the diversity of Aboriginal communities and of their needs.
- 1.2 Aboriginal people wish to take effective control of their communities and organisations even though these often operate within structures that are not of Aboriginal people's making. In taking control Aboriginal people are aware that they require knowledge and skills to make self-determination work for them in the way they want. The range of knowledge and skills they desire is outlined in this chapter.

## Context of Education and Training

### The policy context

- 1.3 In its interim report the Committee discussed the general policy context in Aboriginal affairs. A recent history of the development of Aboriginal affairs policy was outlined including the use of terms such as self-determination, self-management and self-sufficiency. It was noted that the policy approach has become a complex one with a mixture of objectives being incorporated into policies. These objectives include:
  - the ability of Aboriginal people and communities to control decisions which affect their lives;
  - the retention by Aboriginal people of their distinctive identity, lifestyle and values;

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- the achievement by Aboriginal people of greater social and economic equality vis-a-vis the majority of the Australian community;
- the ability of Aboriginal people and communities to efficiently and effectively manage their communities; and
- the ability of Aboriginal people and communities to generate more of their own resources, thus reducing their dependency on government funding.

- 1.4 These objectives are not always consistent and efforts to achieve one may impair the achievement of others. For example, Dr Jon Altman noted that an emphasis on the pursuit of employment and income equity between Aboriginal and non-Aboriginal people, especially in remote communities, may be incompatible with Aboriginal people's prerogatives and value systems and may involve them making a tradeoff between the two.<sup>1</sup>
- 1.5 The Committee also pointed out in the interim report that there have been policy conflicts between Commonwealth and State and Territory governments. These conflicts have arisen by the governments giving emphasis to some objectives rather than others in the policy mix outlined above. They have also arisen because of the pursuit of other policy approaches such as that of the policy of assimilation pursued by the Queensland Government in earlier years and by the more recent policy approach of some States and Territory governments of mainstreaming.
- 1.6 The Committee noted the problems that have been created for Aboriginal communities by the pursuit of complex and conflicting policies. It has created confusion in communities, led to poor cooperation between government agencies and seen the implementation of policies that are not supported by Aboriginal people. In view of the problems created by conflicting policies the Committee endorses the need for a consistent policy approach and considers that the policy approach should be that of self-determination. It is the approach favoured almost universally by Aboriginal people.
- 1.7 However, what the self-determination policy means has become somewhat blurred and it needs to be more clearly defined. The varying components that comprise the policy and the addition of concepts such as self-management and self-sufficiency to the policy mix have contributed to this ambiguity. A multi-faceted policy approach is not inherently a problem if all the objectives making up the policy are required and are compatible. But the articulation of the self-determination policy has become diffuse to the point of being meaningless. This was noted by the Human Rights and Equal Opportunity Commission in its submission:

....there is room for considerable disagreement about the meaning of

self-determination. It is a concept which is conceived of very differently even among Aboriginal Affairs administrations throughout Australia. The failure to date to clearly define the concept as a policy leads to anomalies and confusion in implementation.<sup>2</sup>

- 1.8 The objectives of any policy can be stated at varying degrees of generality and the Committee considers it necessary to reaffirm the essence of self-determination to which other objectives may be supplementary. This essence was stated by the Department of Aboriginal Affairs itself when it noted that self-determination was a devolution of political and economic power to Aboriginal communities. The Human Rights and Equal Opportunity Commission endorsed a similar objective as central to self-determination:

Self-determination would seem to involve Aboriginal control over both the process of deciding (as they 'freely determine') and the ultimate decision. Moreover, a wide range of matters are to be 'self-determined': political status and economic, social and cultural development.<sup>3</sup>

- 1.9 This interpretation of self-determination was also supported by what the Committee understood Aboriginal people were saying that self-determination was about. Self-determination means Aboriginal people having the authority, resources and capacity to control the future of their own communities within the legal structure common to all Australians. If self-determination is implemented in this form then important but subsidiary objectives which have become incorporated into the self-determination approach such as retention of cultural identity, community management and improved economic and social status will be achieved as a result.
- 1.10 In this report and other reports to be completed on this inquiry the Committee is mindful of the position of self-determination as the central policy objective of the approaches that are advocated.

## The diversity of Aboriginal society

- 1.11 Another important part of the context within which education and training needs are identified is the diversity of Aboriginal communities. This diversity arises from the differing historical experiences of communities, their differing socio-economic backgrounds and their differing cultural beliefs, values and lifestyles.
- 1.12 Aboriginal people live in communities that include major urban centres, country towns, town camps, cattle stations, Aboriginal townships and homelands centres. Within this diversity of community types there are also further differences of socio-economic status, cultural beliefs and values and geographical situation.

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- 1.13 Mobility is another important factor in addition to that of socio-economic and cultural diversity. It was noted that mobility meant that Aboriginal people or families would move between a range of residential situations, such as between Aboriginal townships, homeland centres and white-populated urban areas. This mobility is not haphazard. It is influenced by seasonal, kinship and ceremonial commitments and is usually within a particular geographical region.<sup>4</sup>
- 1.14 Their diversity means that Aboriginal communities often have quite differing concerns and expectations. Aboriginal people can also have responsibility for a range of organisations and enterprises, from community councils to resource organisations to community stores to cattle operations and tourist ventures. These differing concerns and expectations, and the range of organisations and enterprises with which Aboriginal people are involved create a wide spectrum of education and training needs.
- 1.15 The implications of this diversity are that universal solutions or programs in Aboriginal education and training will not work. It is crucial that policies and programs be adapted to the differing needs and concerns of communities. They must relate to what individual communities already possess in terms of physical infrastructure and human skills and knowledge, and what communities' expectations and objectives are for the future. Government departments and agencies must staff their regional and local offices in such a way that there is an appreciation and understanding among staff of these differences between communities and of the necessity to define needs at the community level and adapt programs and policies accordingly.
- 1.16 The Committee will talk in this report about the importance of community planning and community development. Community planning involves individual communities articulating their particular expectations and objectives and incorporating them as a strategy for future development. As such community planning involves much more than mapping existing and proposed physical infrastructure within the communities. It involves assessing the human resources within the community and planning their development within the context of the community's economic, social and cultural goals.
- 1.17 Community development is closely related to community planning. It was noted in evidence that the concept of 'development' implied change and had connotations of both progression and improvement. Consequently, the way in which the concept of 'development' has been used in Aboriginal affairs has implied Aboriginal people changing their values and culture in order to progress.<sup>5</sup> However, the Committee would relate the concept of community development to its definition of self-determination. Community development is about enabling Aboriginal people to have more control over their community's affairs and their daily lives. It is part of a process by which

communities can make their own decisions about their long term physical social, economic and cultural objectives.

## The implementation of policies

- 1.18 The requirements of Aboriginal people for education and training to enable them to take control of their communities has arisen from the historical process of the implementation of policies of self-determination and self-management by Commonwealth and State and Northern Territory governments. It is not intended here to review that history in detail. Instead some aspects of that history which highlight the way in which the need for education and training for community management and control has emerged from the implementation of self-determination/self-management policies is referred to.
- 1.19 When the Commonwealth Government's self-determination policy was first implemented in the early 1970s it had a major impact on those communities affected. Almost overnight the previous non-Aboriginal structures of management and control were withdrawn and Aboriginal people were expected to assume significant responsibility for managing their communities' facilities and infrastructure. Education and training to provide management, administrative and technical skills to give communities the capacity to take control of their communities was not undertaken prior to the implementation of this approach, nor was comprehensive training subsequently undertaken.
- 1.20 As a result Aboriginal people charged with management and administrative responsibility often became heavily reliant on non-Aboriginal advisers, professionals and technical experts. These non-Aboriginal people were meant to provide training to Aboriginal people to take up management, administrative and technical positions. In general such training was not provided. The legacy of dependency created by a paucity of education and training for Aboriginal people is now being addressed to some extent through approaches such as those advocated under the Aboriginal Employment Development Policy.
- 1.21 Recent comments of the Commonwealth Auditor-General indicate that problems in the management of Aboriginal organisations continue. The Auditor-General identified evidence of poor management and non-compliance with grant conditions by some Aboriginal organisations funded by the Department of Aboriginal Affairs. However, he noted that the Department recognised that Aboriginal organisations require an improvement in the management skills of their organisations' executives and employees. The Auditor-General referred to the introduction of the Aboriginal Organisation Training program as a means of helping to overcome the problem.<sup>6</sup>

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- 1.22 The early history of the implementation of self-determination by the Commonwealth has been reproduced in other communities as State governments have sought to implement their own structures for Aboriginal self-determination and self-management.
- 1.23 The New South Wales Government gave effect to self-determination within Aboriginal communities in New South Wales in 1983 by enacting land rights legislation and setting up a network of land councils to administer and control the significant funding that was provided under the Act. However, suggestions of mismanagement and misspending of funds by land councils soon emerged. The State Land Council acknowledged itself that problems existed and that councils lacked the expertise and financial knowledge to operate smoothly. It said that little or no groundwork had been done prior to the enactment of the legislation and the setting up of land councils to inform the councils of their responsibilities in expending and accounting for funds. For example, the Land Council indicated that there were no training programs on accounting and business practices at the time the legislation was being implemented in 1983-84 on accounting and business practices.<sup>7</sup>
- 1.24 The New South Wales Auditor-General, in auditing land council funding, also referred to the importance of training. He stated that success in enabling the land councils to overcome their management problems 'will be assisted by a continuing intensive training program as recently demonstrated by workshops organised by the NSW Aboriginal Land Council'.<sup>8</sup> The training program referred to by the Auditor-General has only been undertaken in the last few years.
- 1.25 The Queensland Government implemented a system of self-management within Queensland Aboriginal and Torres Strait Island communities in 1986. The implementation of self-management involved progressively transferring to the 32 major Aboriginal and Torres Strait Island communities in Queensland responsibility for local government type functions within the communities as well as other responsibilities such as local justice systems and some commercial activities. As part of the transition arrangements to self-management, some Queensland Department of Community Services personnel were retained on communities to ensure no sudden loss of skills and to provide training to local people who would assume management and administrative positions. Other than the use of existing personnel to provide training, no training was provided prior to the implementation of self-management. In some communities the transition to self-management proceeded rapidly.
- 1.26 The experience of one of the Queensland communities, visited by the Committee, highlights the problems that arose. A councillor pointed out that the council was 'thrown in at the deep end' by the process of implementation of self-management. The council stated that what was needed was 'training

before we took over the running of this community'.<sup>9</sup> A similar experience of self-management being implemented without prior training was confirmed in discussions with other Queensland communities and with the Aboriginal Coordinating Council.

- 1.27 The Queensland Auditor-General has also expressed concern about the management capabilities of Queensland Aboriginal and Islander Councils. He said his concerns

relate not only to the demonstrated standards of performance in the management of financial affairs but also in the potential capabilities of Councils to manage and preserve many millions of dollars worth of publicly funded assets, including houses, community facilities, machinery and equipment which are being progressively handed over to them.<sup>10</sup>

He pointed out that the poor management performance reflected 'the dearth of experience and expertise within the Councils and their officers'.<sup>11</sup>

- 1.28 It was only in 1988 that an integrated training program to provide for the management and administrative skills of Aboriginal and Island councils in Queensland was devised and implemented. The Commonwealth Department of Employment, Education and Training acknowledged that the response in developing the training program was slow. However, it was considered that the program would fully meet the inadequacies identified by the Queensland Auditor-General in the management and administrative skills of the councils.<sup>12</sup> The program, run by the Queensland Local Government Industry Training Council, is discussed later in the report.
- 1.29 The history of the implementation of self-management structures raises a number of issues related to education and training needs for community management and development.
- 1.30 Structures for self-determination and self-management which devolved significant responsibilities to Aboriginal communities, were implemented rapidly and often with only limited consultation with Aboriginal people. As a result they were essentially European structures and had little relationship to pre-existing Aboriginal structures. The knowledge and skills required to manage the responsibilities devolved were basically those needed to manage the facilities and infrastructure of any small town and consequently involved a fairly sophisticated European managerial and technical expertise. However, in no cases were comprehensive training programs implemented as a pre-requisite to the introduction of these structures or the devolving of responsibilities. At best training programs have been after-thoughts introduced following the occurrence of management problems.

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- 1.31 Those management problems outlined above reflect a limited perspective on Aboriginal self-determination and self-management in that they are primarily concerned with financial management and accountability. These management aspects are of particular interest to governments and auditors-general given their concern with accountability for public funds. Aboriginal people also are concerned to ensure proper accountability for the funds they receive.
- 1.32 However, Aboriginal people see self-determination and self-management as involving much wider responsibilities than just financial management and accountability. They also see an assessment of the success of self-determination as depending on more than just the integrity of a financial reporting system. Aboriginal people wish to obtain a wide range of skills and knowledge so that they can effectively manage and control the services and facilities within their communities and also ensure the achievement of their economic, social and cultural aspirations. This points to the need for training programs which are comprehensive and related to each community's needs. Aboriginal perspectives on self-determination and the skills they require is discussed later.
- 1.33 Finally there must be an appreciation of the nature of the problem of training Aboriginal people to fill management, administrative and technical positions in communities. The problem was referred to by representatives of the Department of Aboriginal Affairs, who highlighted the high turnover of Aboriginal staff in communities. It was pointed out that staff who had received training and developed an expertise could suddenly leave and be replaced by someone lacking in skills who in their turn would require training. Therefore it is essential to build up the total skill infrastructure in the communities so that a pool of skilled personnel exists which the communities can draw on.<sup>13</sup> Self-determination is probably lacking until such a pool of skilled people exists within each community. Again this points to the need for training programs to be comprehensive, continuing and based on developing the total range of skills which individual communities require.
- 1.34 This report focusses on the development of the skills of Aboriginal people in communities. However, the contribution that can be made to Aboriginal self-determination by skilled and sensitive non-Aboriginal people within communities, as well as support from outside resource agencies, is not being ignored. In particular the role of such people in training Aboriginal people within communities is vital. They require training themselves to be more effective trainers of Aboriginal people. The report outlines their role in training in later chapters. The Committee will also address wider issues concerned with non-Aboriginal workers and advisers in its forthcoming report on community management and the role of resource services.

## Aboriginal Perspectives On Self-determination

1.35 To date the implementation of self-determination and self-management has been somewhat disappointing and frustrating for Aboriginal people. The Committee pointed to some of these frustrations and disappointments in its interim report when discussing the place of Aboriginal people in the process of service delivery. Community management structures have generally not been ones of Aboriginal design and Aboriginal people often have not been provided with the skills and resources to make the structures work effectively. However, Aboriginal people strongly wish to have effective control over their communities and provide the services which meet community needs and consequently are willing to work within the often imposed existing structures. As part of this process, Aboriginal people see education and training as fundamental.

1.36 For Aboriginal people effective self-determination and self-management will enable them among other things to:

- in a broad sense control and manage the affairs of their communities, maintain control of their culture and traditions and achieve their economic, social and cultural aspirations;
- in a more specific sense
  - define their social, economic and cultural goals;
  - provide for themselves the range of services which community members want;
  - operate and maintain community infrastructure and facilities;
  - increase their self-sufficiency both economically and in terms of having less reliance on outside personnel;
  - liaise and negotiate with government and other agencies which provide services to them.

1.37 It should be noted that the broad control over their communities' affairs which Aboriginal people want from self-determination and self-management relate to those aspects of community affairs that involve their interaction with the wider community (what is sometimes referred to as 'whitefella business'). There are limitations on their ability to do this including government control of policy making and funding and the financial accountability imposed. They need European knowledge and skills to give them greater control over these aspects of their communities' affairs. It is with education and training programs for the provision of that knowledge that this report is concerned.

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- 1.38 Aboriginal people draw a distinction between the provision of basic education, and training in the more specific skills required for community management, administration and development.

### Basic educational needs

Many Aboriginal communities considered that improving basic literacy and numeracy skills among Aboriginal people had to be a pre-requisite to training in the more sophisticated skills of human and financial management, administration, service delivery and operation and maintenance of equipment. A community in New South Wales said that it would like to see bookkeeping and office skills courses being run in the community but people did not have the basic literacy and numeracy skills to undertake the courses.<sup>14</sup> A similar comment was made in relation to the desires of some communities in the Northern Territory where basic education was seen as an essential prerequisite to training in skills for self-management.<sup>15</sup> The President of the New South Wales Aboriginal Education Consultative Group noted that

You have a whole group of people out there that are crying out for skills and need them to make sure that we really do have things called self-determination and self-management, but the problem is that we are still in the situation in New South Wales and across this country in Aboriginal education where people still do not have literacy or numeracy skills and unless they are there you are not going to get much further.<sup>16</sup>

- 1.39 The House of Representatives Select Committee on Aboriginal Education highlighted the extent of Aboriginal educational disadvantage. While that Committee's report was published in 1985, a more recent report published in 1988 by the Aboriginal Education Policy Task Force indicates that the situation has not markedly improved in the intervening years. The Task Force stated that one in eight Aboriginal children aged five to nine years does not go to school or pre-school and one in six children aged 10 to 15 years does not have access to appropriate schooling. For Aboriginal students above compulsory schooling age their participation rate in senior secondary schooling and technical, further and higher education is three to five times lower than for the general community.<sup>17</sup>

- 1.40 There is a failure by the schooling system to adequately cater for Aboriginal students. The problems relate to access to schooling particularly in remote areas, the appropriateness of curriculum, the quality and specialised training of teaching staff and the extent of involvement of Aboriginal people in all aspects of the schooling process. The Committee considers programs to provide a better schooling in Chapter 4.

1.41 Many adult Aboriginal people have come through a schooling process that has not equipped them with basic educational skills. Attention also needs to focus on programs to upgrade their basic educational standards as a precondition to the acquiring of more sophisticated skills for community management and development. For many adult Aboriginal people their previous educational experience has left them with poor self-esteem and lack of confidence. An important consideration in training programs for them is that confidence building, the development of self-esteem and personal identity are as important a part of the programs as is the teaching of basic skills. The Committee considers these programs in Chapter 4.

## Skills for community management and development

1.42 The Committee has outlined above the perspective of Aboriginal people on self-determination and of some of the things that they want to achieve for their communities from the policy. A wide range of skills are desired by Aboriginal people to assist them to achieve a more effective community self-determination.

1.43 The Committee has referred to the need for skills for community management and development. The breadth of skills involved and the extensive range of people in communities who should be involved in training programs can be demonstrated by referring to the coverage of existing programs and the extent of need identified in some research projects.

1.44 A program run by the Queensland Local Government Training Council for Aboriginal and Islander Community councils is aimed at councillors, managers, staff and the community. It is designed to give councillors an understanding of their role and responsibilities, provide council managers with management, supervisory and administrative skills, give staff the technical and administrative skills they are lacking and educate the community for involvement in council affairs.<sup>18</sup>

1.45 A research project into training needs of Community Government Councils by the Northern Territory Local Government Industry Training Committee has identified the following functions of Community Government Councils:

- Community Development - the process of planning positive changes in a community;
- Community Management - the process by which plans developed are managed;
- Community Administration - the procedures adopted on a day-to-day basis that ensure the plans are implemented;

- Community Operations - the physical processes necessary for the daily life of the community; a physical expression of the results of community development planning.<sup>19</sup>

The many community councils in the Northern Territory which are not incorporated under the Territory's Community Government legislation have similar responsibilities and hence similar training needs.

- 1.46 In a research report on adult training needs in western New South Wales the following areas were identified as the training needs of communities: basic education; political education/community work skills; community organisation administration; and enterprise development. Again, a wide range of skills were identified as being required and an emphasis was placed on training needs emerging from the developmental concerns of each community. Emphasis was also given to the need for community controlled, locally-based training programs. The report drew a distinction between community development which referred to community controlled projects primarily concerned with establishing, developing and maintaining services to meet community needs, and enterprise development which referred to projects primarily aimed at establishing a commercial business.<sup>20</sup>
- 1.47 The Committee suggests that the skills Aboriginal people want for community management and development are wide ranging. They can be encompassed under the following broad headings:
- information and skills required by those in decision-making and executive roles in Aboriginal communities and organisations;
  - skills for managers and administrators in councils and organisations;
  - professional and technical skills for delivery of services to communities and for operation and maintenance of community facilities and services.
- 1.48 In Figure 1 the Committee expands on the skills and knowledge which communities may wish to acquire. The Figure highlights the extensive nature of the skills and knowledge which Aboriginal communities may need to possess. It is emphasised that the division of skills and knowledge as represented in Figure 1 is simplistic and arbitrary. Other classifications could have been used. Also the specification of skills and knowledge contained in the Figure is not meant to be exhaustive nor prescriptive for any particular community.
- 1.49 In fact the Committee has emphasised that each community will have distinctive training needs based on the particular roles and functions of its community councils and organisations, the existing skills of community

## Figure 1

### Knowledge and Skills for Community Management Administration and Development

**1. Information and skills  
for decision-making and  
executive personnel in  
Aboriginal councils/  
organisations**

- \* roles and functions of councils and organisations
- \* community planning and development
- \* policy development and planning
- \* understanding the political and bureaucratic system as it affects Aboriginal people
- \* liaison, consultation and lobbying skills
- \* meeting procedures and public speaking

**2. Skills for managers and  
administrators in  
councils/organisations**

- \* human resource management
  - supervisory skills
  - negotiating skills
  - management of technical and trade staff
- \* policy development
  - writing submissions
  - assessing community objectives
  - ordering priorities
- \* administration
  - maintaining records
  - filing
  - clerical procedures
  - keyboard skills
  - understanding and using computers
- \* financial management and accountability
  - bookkeeping
  - budgeting
  - auditing

**3. Professional and technical skills  
for delivery of services and for  
operation and maintenance of  
community facilities**

- \* school teaching and para-professional roles
- \* adult educating
- \* health working
- \* construction and maintenance of community housing stock
- \* essential service management including supply and maintenance
  - water
  - electricity
  - sewerage
- \* motor vehicle maintenance

(Source: This figure relies on many sources including submissions and informal discussions in communities. Particular acknowledgement is made to R Flowers and G Foley, *The need for Aboriginal community adult educators*, May 1988, pp 27-34.)

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personnel, the extent of community infrastructure and facilities and the sorts of services desired by the community. Community training needs cannot be seen in isolation but must be an integral part of a process of community development. The identification of an individual community's training needs must emerge from overall community development planning and be in accord with the community's aspirations and values.

- 1.50 The Committee will discuss the identification of training needs as a crucial element of community development planning in Chapter 3. Community planning will be central to the design and implementation of training programs that provide for the skill needs of particular communities.
- 1.51 The figure also does not indicate that skills and training for non-Aboriginal people involved in service delivery to communities is vital. This includes non-Aboriginal people working in government agencies, communities and community organisations. The skills and knowledge which non-Aboriginal people may need include a knowledge of Aboriginal languages, an understanding of Aboriginal society and cultural milieu with particular emphasis on the social, historical and cultural background of the community or communities with which they work, skills in operating within a cross-cultural context, skills in training Aboriginal staff and skills and knowledge of community planning and community development processes. The Committee discusses some programs and suggestions for non-Aboriginal personnel later in this report. This area is also dealt with in the report on community control and resource services for Aboriginal communities.

## ENDNOTES

1. Transcript of Evidence, p.S2214.
2. Transcript of Evidence, p.S864.
3. Transcript of Evidence, p.S867.
4. Transcript of Evidence, p.S2216.
5. Transcript of Evidence, pp. S2254-55.
6. The Auditor-General: *Special Audit Report - The Aboriginal Development Commission and the Department of Aboriginal Affairs*, March 1989, p.102.
7. NSW Aboriginal Land Council Annual Report 1987-88, p.7.
8. Quoted in *ibid*, p.6.
9. Precis of informal discussions of field visit to Queensland 13-14 March 1989.
10. Supplementary Report of the Auditor-General to the Legislative Assembly on Audits in respect of the financial year ended 30 June 1987, p.5.
11. *ibid*.
12. Transcript of Evidence, pp. 810-11.
13. Transcript of Evidence, pp. 238-39.
14. Precis of informal discussions of field visit to New South Wales 13-15 February 1989.
15. Precis of informal discussions of field visit to the Northern Territory  
14-15 November 1988.
16. Transcript of Evidence, p.872.
17. Report of the Aboriginal Education Policy Task Force, August 1988, p.1.
18. Transcript of Evidence, pp. S1695-98.
19. Transcript of Evidence, pp. S1769-78
20. Transcript of Evidence, p.S2559.

## 2 An Approach to Meeting Needs

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- 2.1 The Committee outlines in some detail existing programs in Aboriginal education and training for community management and development at Appendix 5.
- 2.2 This chapter points to the inadequacies of these programs in meeting the needs identified in the first chapter. While pointing to inadequacies, the Committee also indicates constructive aspects of the current programs. An approach to meeting needs which builds on these constructive aspects and endeavours to overcome many of the inadequacies is then outlined.

### Inadequacies Of Existing Programs

- 2.3 The central inadequacy which exists in the provision of education and training programs is the lack of a comprehensive approach or a strategy to meeting community management and developmental needs. This lack of a comprehensive approach or strategy extends from the Commonwealth level, to State and Northern Territory governments and down to the community level.
- 2.4 At the Commonwealth level neither the Departments of Aboriginal Affairs nor Employment, Education and Training have an overall statement of needs and goals in education and training for community management, administration and development.<sup>1</sup> Nor do they have an overall picture of the programs which are currently being undertaken. This information is the essential base from which to work towards the development of a comprehensive strategy to meeting needs.
- 2.5 At the State and Territory level a similar lack of a comprehensive approach is evident. For example, in relation to the Northern Territory the Department of Aboriginal Affairs noted that:

there is not an appropriate overall training package for communities. The various agencies should be addressing this concern so that duplicating of services and overlapping of funds does not occur.<sup>2</sup>

A program for Community Government Councils in the Northern Territory is currently being developed. However, this program will not include community councils incorporated under mechanisms other than the Community Government provisions of the Local Government Act. In most States there is a similar lack of an overall approach or a comprehensive program.

- 2.6 Programs which have endeavoured to meet the needs of communities in a more comprehensive way include a three year training program being conducted by the Queensland Local Government Training Council for councillors, staff and communities of Queensland Aboriginal and Islander Community Councils established under the Community Services legislation. The program was established in cooperation between Commonwealth and State governments.<sup>3</sup> A training program for Western Australian communities involved in the Community Development Employment Program has been developed jointly by the Department of Aboriginal Affairs and TAFE in Western Australia. The coordinated and cooperative approach of these programs and their endeavour to meet training needs in a more comprehensive way are worthy of emulation.
- 2.7 The failure in general to develop coordinated and cooperative approaches to education and training programs is not surprising given the number of agencies involved and the presence of differing levels of government which do not always agree about their respective funding responsibilities and policy approaches. The wide range of programs being funded and the multiplicity of agencies involved is clear from an examination of the existing programs outlined at Appendix 5. What is lacking is a generally accepted policy approach, much better coordination of programs and a cooperation between the agencies involved.
- 2.8 A framework now exists under the Commonwealth's Aboriginal Employment Development Policy (AEDP) for the achievement of a more coordinated and cooperative approach not just between Commonwealth agencies but also embracing State and Northern Territory agencies. The Department of Employment, Education and Training noted that:

The thrust of AEDP is to maximise cooperation between the agencies to try to avoid, as far as is possible, overlap and duplication of provision of services and programs. In the longer term, which is the second stage of the AEDP, it seeks to set up a better basis of understanding with State and local government authorities so that what is done by government agencies in relation to Aboriginal community needs is a consolidated, coordinated effort.<sup>4</sup>

- 2.9 AEDP also presents a broad policy approach and objectives that should be supported by all governments reducing the potential for policy conflicts. It

provides the policy basis within which the whole area of community management training can be addressed.<sup>5</sup>

- 2.10 However, the coordination arrangements which exist under AEDP are not yet working to their potential. There is a need for problems of coordination and cooperation to be addressed so that comprehensive approaches to the meeting of Aboriginal education and training needs can be adopted. This will involve Commonwealth and State and Territory governments accepting their respective responsibilities for funding education and training programs. It also involves making the existing coordination and policy framework of the AEDP work to its potential to develop overall education and training approaches.
- 2.11 Aboriginal involvement in the development and evaluation of policies and programs at the Commonwealth and State and Territory levels is also required. While such involvement is taking place to some extent, it needs to be expanded.
- 2.12 In the first chapter the needs of Aboriginal people for basic education and the upgrading of fundamental skills of English literacy and numeracy were emphasised. As indicated in Chapter 2 both Commonwealth and State and Territory governments are providing programs to meet these needs in part. The number of Aboriginal children who have no access to primary schooling, the continuing low retention rates of Aboriginal students in secondary schooling of about 22% compared with 55% for the general community and the large numbers of adult Aboriginal people who lack basic educational skills points to the inadequacy of current programs.
- 2.13 In relation to education and training programs for community management and control a number of inadequacies have been identified. The lack of a comprehensive approach at national and State levels has been referred to earlier. This lack of a comprehensive approach extends down to the community level where the overall training needs of particular communities often have not been identified, nor has a concentrated and coordinated effort be made to meet those needs. There are two problems that need to be addressed.
- 2.14 Firstly, it must be recognised by all governments that the extent of training needs within Aboriginal communities is substantial. If governments are genuine in their desire to implement self-determination and self-management, a much more sustained and coordinated training approach will be required. It is not just a matter of providing in-depth training for a few key people in communities nor of running short-term courses which embrace many community members. It is a matter of combining these and other programs into a package which will provide a depth of trained and skilled personnel so that communities have the human resources to make self-determination work.

- 2.15 Secondly, it is essential to identify and meet the training needs of particular communities as part of a planned approach to community development. At this stage the general picture at the community level is one of ad hoc training programs which are not related to the goals of communities and which are only skimming the surface of the depth of need which exists. The development of community plans which incorporate education and training needs should be the first stage in an overall approach to provide education and training programs at the community level for community self-determination. As discussed in the first chapter, community planning and development must emphasise local decision-making and local control over the processes of service delivery and program development and implementation.
- 2.16 These two general problems point to more specific inadequacies which exist and which will have to be addressed.
- 2.17 Consultation is essential in the identification of communities' education and training needs and in deciding what sorts of programs communities want and how they want programs delivered. In many communities the Committee visited it was evident this form of consultation had not taken place. If consultation is undertaken as part of a community planning and development process over which Aboriginal people have control, many of the problems may be overcome.
- 2.18 A further problem has been the lack of appropriate training packages and curriculum materials for the wide range of skills desired by communities. This problem is partly being addressed by the curriculum packages being developed by the National TAFE Centre which will assist in providing community management and administrative skills. Health worker and teacher education materials have also been developed in some of the States and the Northern Territory. However, few curriculum materials have been adapted and developed in the area of trade and blue collar worker skills. The development of appropriate training materials as part of better course design is important in meeting training needs.
- 2.19 It was the overwhelming desire of communities the Committee visited that education and training programs be delivered on site to the greatest extent possible. This creates a real challenge for educational institutions and government agencies to respond to Aboriginal desires. The discussion of existing programs in the previous chapter indicates that there has been some response and that a number of programs are being provided on site or partially on site. However, more emphasis must be given to providing high quality education and training programs to Aboriginal communities in flexible ways and particularly involving on site and on-the-job delivery. The use of existing non-Aboriginal personnel within communities and organisations to provide such training as well as making use of training provided by community-based educators and on site programs run by institutions will be important.

cators and on site programs run by institutions will be important.

- 2.20 While stating the general position in favour of on site training, the Committee also recognises that training within institutions will be unavoidable in the case of particular programs and skills and this must be recognised by Aboriginal people. In cases where institutional programs are essential, appropriate support mechanisms for Aboriginal students such as financial assistance, accommodation, enclaves and additional tutoring will be important in ensuring success.

## Elements of a Comprehensive Approach

- 2.21 The discussion above of the inadequacies of existing programs, but also of the experience of some of the more successful programs, points to the elements which should comprise a comprehensive approach to providing Aboriginal people with the skills to effectively manage, control and develop their communities. These elements are:

- Commonwealth, State and Northern Territory governments should be meeting their respective responsibilities for providing education and training to Aboriginal people;
- there should be better coordination and cooperation by Commonwealth, State and Northern Territory governments in the funding of Aboriginal education and training programs. The Aboriginal Employment Development Policy would seem to provide an appropriate policy and coordinating framework for cooperation on the funding of programs to take place;
- Aboriginal input to education and training is required at national, State and Territory, regional and local levels;
- greater emphasis on programs to upgrade the basic educational skills of Aboriginal people in English literacy and numeracy;
- community development plans should be drawn up including education and training needs and these should provide the basis for the provision of programs to build skills for community management, administration and development;
- consultation and negotiation at community levels should take place on methods of delivery programs and the contents of training packages;
- there needs to be improved methods of providing services:
  - the design of appropriate training packages;

- emphasis on the delivery of programs in flexible ways to meet community needs, especially through on site and on-the-job delivery;
  - institutional education and training be provided with appropriate support mechanisms;
  - delivery of education and training by Aboriginal controlled institutions;
  - role of TAFE in providing more appropriate programs in ways that meet Aboriginal needs; and
  - monitoring and evaluation of programs by or in conjunction with Aboriginal communities.
- support for students:
    - financial assistance;
    - accommodation; and
    - enclaves, tutoring and other support
- 2.22 In the chapters that follow the Committee will detail the approach it has outlined above and make recommendations for its implementation.

## ENDNOTES

1. Transcript of Evidence, p.797.
2. Transcript of Evidence, p.S1701.
3. Transcript of Evidence, p.S781.
4. Transcript of Evidence, p.778.
5. Transcript of Evidence, p.754.
6. Transcript of Evidence, p.787.

# 3 Coordination and Funding

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- 3.1 Coordination and funding has to date been an area of some confusion and conflict. This chapter will discuss what the respective funding roles of Commonwealth and State and Northern Territory governments should be in education and training, and more particularly, that for community management, administration and development. It indicates ways of achieving better coordination of policies and programs between agencies with an emphasis on planning and coordination at the community level. An increased Aboriginal input at the national, State and Territory and local levels to the development of policies and programs is also advocated.

## Respective Roles

- 3.2 Conflict between Commonwealth and State and Northern Territory governments about funding responsibility in Aboriginal affairs has been endemic since the constitutional amendment in 1967 which gave the Commonwealth a role and responsibility in this area. It is not intended here to trace that history as it has been well documented elsewhere,<sup>1</sup> including in the report of the House of Representatives Select Committee on Aboriginal Education, where the focus was particularly on education.
- 3.3 The Committee reiterates the general conclusions of the Select Committee that in terms of education the major responsibility lies with State and Territory governments to meet the educational needs of all students, and particularly of those who are disadvantaged. This responsibility extends to the provision of school facilities, teaching and other resources. To the extent that the Commonwealth Government becomes involved in funding Aboriginal educational programs it should be as a supplement to the minimum State or Territory government effort.
- 3.4 In relation to training, and particularly training for Aboriginal community management, there is also a major State and Territory responsibility. The Department of Aboriginal Affairs noted that State and Northern Territory governments provide funding to Aboriginal community councils and local government authorities and so a responsibility for training also rests with

them.<sup>2</sup> Structures for Aboriginal self-determination, self-management and local government have been introduced under State and Territory legislation. In Queensland, Aboriginal communities have been constituted under State legislation as local government or quasi local government bodies. A similar situation applies to Community Government in the Northern Territory and to possible Aboriginal local government developments in South Australia. In New South Wales structures for Aboriginal self-determination (the Land Councils) have been introduced by State legislation. Many other Aboriginal communities, organisations and associations are incorporated under State legislation. Few communities or organisations are incorporated under Commonwealth legislation.

- 3.5 While noting the specific State and Territory government responsibility for education and training, the Commonwealth has a clear responsibility in the area of Aboriginal affairs that arises from the 1967 constitutional amendment. Under AEDP the Commonwealth government has established major objectives for the achievement of greater employment, income and educational equity for Aboriginal people. These objectives are dependent to a significant extent on the provision of appropriate education and training for Aboriginal people. The Commonwealth therefore must endeavour to ensure that the States and Territories provide adequate funding for programs, as well as providing additional funding itself, to enable these broad objectives to be achieved. As the Commonwealth Government has also provided substantial funding to Aboriginal communities and organisations throughout Australia and has funded considerable assets within communities, it has to ensure that the management of the funding and assets is effective in achieving benefits for the Aboriginal community.
- 3.6 The mutual interests and concerns of Commonwealth and State and Territory governments point to the need for a coordinated and cooperative approach to the funding of education and training for Aboriginal people based on each government's responsibilities. The Committee discusses coordination arrangements in the area of Aboriginal education and training below. In the event that coordination and cooperation is not forthcoming the Commonwealth Government must be mindful of its national responsibility in the area of Aboriginal affairs and consider its options to ensure that satisfactory education and training programs are provided to Aboriginal people.
- 3.7 The Committee recommends that:
  - it is imperative that a cooperative approach to the funding of education and training programs, including those for community management, administration and development, be adopted by Commonwealth and State and Northern Territory governments taking into account respective constitutional and policy responsibilities and their mutual interest and concern in promoting Aboriginal self-

determination and self-management at the community level. Where cooperation and coordination cannot be achieved the Commonwealth Government should consider its options in view of its national responsibility in the area of Aboriginal affairs.

## Coordination and Cooperation

- 3.8 The Committee considers that the cooperative and coordinated approach it has recommended can be best adopted under the Aboriginal Employment Development Policy. AEDP has both a framework for coordination within Commonwealth agencies as well as between Commonwealth and State and Territory governments. This coordinated approach extends down to the community level. AEDP with its central objectives of the promotion of greater Aboriginal equity with the general Australian community, and the development of greater Aboriginal self-determination, self-management and self-sufficiency, also provides a policy basis on which Commonwealth and State and Territory governments can agree.
- 3.9 The coordination framework under AEDP provides for Commonwealth agencies involved in implementing the policy, the Departments of Aboriginal Affairs and Employment, Education and Training and the Aboriginal Development Commission, to meet regularly at a national, State/Territory and local level to develop strategies, plan program delivery, provide coordinated advice to communities and jointly consult with communities. There is also an AEDP Task Force which comprises senior officers of AEDP agencies, an independent Chairman and non-agency Aboriginal members. The role of the Task Force is 'to examine the co-ordination effort at all levels (particularly the consultation process at the local level) and to review the progress, nationally'.<sup>3</sup>
- 3.10 Apart from the meetings of Commonwealth agencies at the State and Territory level, there is also meant to be an encouragement of State/Territory agencies to develop a common approach with the Commonwealth to Aboriginal employment and economic development policies. It is the responsibility of the Task Force to encourage State and Territory governments to develop complementary and consistent approaches particularly in terms of State/Territory responsibilities for the provision of education, infrastructure and essential services. Some State and Territory governments noted their involvement in AEDP coordination committees and considered that coordination arrangements under AEDP were proceeding satisfactorily. The Prime Minister has written to the Premiers and Chief Minister of the Northern Territory asking for the development of consistent approaches.<sup>4</sup>
- 3.11 However, coordination arrangements put in place under AEDP are not yet working to their potential. Officers of the Department of Employment,

Education and Training stated that, although coordination has improved under AEDP compared with that which existed in earlier years, there is still 'a lot of room for improvement'.<sup>5</sup> The Department of Aboriginal Affairs, which has overall responsibility for coordination under AEDP, also pointed to difficulties in coordination. These included the need for better dialogue between the three Commonwealth agencies involved, the lack of co-location of regional offices of the Commonwealth agencies, full involvement of State and Territory government agencies and involvement of Aboriginal organisations and communities.<sup>6</sup>

- 3.12 Some complementary approaches have been developed. In terms of training for community management there has already been reference in this report to the training program for Queensland Aboriginal and Islander Councils being undertaken by the Queensland Local Government Training Council with funding assistance from the Department of Employment, Education and Training. A program in Western Australia has also been referred to in which the Department of Aboriginal Affairs, in association with TAFE, meet the needs of communities participating in the Community Development Employment Program. Some co-funding and joint funding arrangements have been undertaken in the Northern Territory in the last few years. Some joint funding arrangements have been undertaken in the Northern Territory in the last few years.
- 3.13 The development of complementary and consistent approaches between Commonwealth and State/Territory agencies is what is envisaged as part of the AEDP. To achieve this the Department of Employment, Education and Training should develop in consultation with Aboriginal people and communities, a statement of national needs and objectives in education and training for community management, administration and development. The statement should provide the basis for discussions with State and Northern Territory governments about the particular needs and objectives of training for Aboriginal communities within their jurisdictions. Agreed statements of needs and objectives can then be used to develop joint funding of comprehensive programs by Commonwealth and State and Territory governments.
- 3.14 While advocating the development of overall statements of need in education and training for Aboriginal community management, administration and development, the Committee refers again to its discussion in the first chapter of the historical, socio-economic and cultural diversity of Aboriginal communities. This diversity means that overall statements and objectives must be adapted to the particular needs of individual communities. AEDP and its associated education and training programs should not be implemented as a universal solution to a range of different community concerns and aspirations. General objectives and statements should be subject to the individual decision-making processes and developmental requirements of particular communities.

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3.15 The Committee recommends that:

- the Aboriginal Employment Development Policy, as a community decision-making and development approach, provide the coordination and policy framework for the funding by Commonwealth and State and Northern Territory governments of Aboriginal education and training programs;
- Commonwealth agencies improve their coordination under AEDP in the area of education and training programs;
- the Department of Employment, Education and Training develop, in consultation with Aboriginal people and communities, a statement of national needs and objectives in education and training for community management, administration and development which is consistent with the policy approach of AEDP;
- this statement provide the basis for the development with State and Territory Governments of statements adapted to the differing needs of Aboriginal communities at the State and Territory levels; and
- joint funding by Commonwealth and State agencies of education and training packages and programs in the area of community management, administration and development be implemented as a means to better coordination and the meeting of the needs and objectives identified in the statements referred to above.

## Coordination and Planning at the Local Level

3.16 At the community level, AEDP is meant to be coordinated through the development by communities of community plans in consultation with funding agencies. The AEDP policy documents note that to encourage self-determination at a local level there should be:

- the encouragement of Aboriginal communities to set their own goals and plan their own strategies to achieve these goals; and
- government agencies assisting Aboriginal people to implement their strategies within known resource limitations.<sup>7</sup>

3.17 Joint visits to communities by Commonwealth agencies are designed to facilitate this planning process, place information and options before communities and provide them with details of funding available to implement plans. Employment Development Conferences are also funded to provide Aboriginal people and communities with the opportunity to meet to discuss

the progress of AEDP. As the Department of Aboriginal Affairs noted:

Fundamental to the AEDP is the emphasis placed on the need to respond to and help develop, coherent community plans, not to impose ideas, expensive consultancies, and decisions.<sup>8</sup>

- 3.18 The Committee is aware that communities have developed community plans. For example, the Yirrkala community has developed a community plan and obtained a commitment from funding agencies to support the plan. The process was described by a Department of Aboriginal Affairs representative:

(Yirrkala) community, over a two-year period, sat down with all its homeland communities and said, 'What are our long-term requirements to bring about development in our community?'. They sat down and developed a plan.... They said, 'We constantly get a number of agencies visiting us. We know what we want - most Aboriginal communities do - and we are now asking you to respond to our plan. How, how are you going to do that?'. ... the three State directors or Territory directors of DAA, ADC and DEET ... developed the strategy then of a long-term approach to funding, over a three-or four-year period, to respond to that total plan... (the community) said that it was the first time they had seen the agencies cooperate and coordinate in such a positive way.

... what I am trying to illustrate is that where we have had real success in coordination is where the community has developed its concept or its approach, and that is the area that we are really trying to concentrate on in the AEDP. Community planning, we believe, is the vital link, and coordination.<sup>9</sup>

- 3.19 Representatives of the Northern Territory Government noted that the development of community plans was a strategy identified in the corporate plan of the Office of Local Government. It stated that training and staff development deficiencies in the Office were difficulties in implementing the strategy. A further difficulty with community planning was 'that Aboriginal people themselves are generally more concerned about today's issues than about what is going to happen in the year 2000'.<sup>10</sup> The Territory Offices of the Commonwealth Departments of Aboriginal Affairs and Employment, Education and Training also referred to their efforts to develop a community planning approach. However, they noted it was a long term approach that required a great deal of effort. It was also noted that community plans could differ greatly between communities and that a range of different tools would be used to develop plans in different communities.<sup>11</sup>
- 3.20 Woorabinda community developed a community plan and sought funding commitment from agencies to the plan. Such a funding commitment was not

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forthcoming.<sup>12</sup> In other Queensland Aboriginal and Islander communities the training program being implemented by the Queensland Local Government Training Council involves, as a first step, the development of a community plan for each community council with objectives, strategies and programs.

- 3.21 The New South Wales Office of Aboriginal Affairs stated that it 'recognised the importance of formally linking Commonwealth agencies into the process of developing community plans and that such plans must, in the end, be "owned" by the local Aboriginal community if one expects positive outcomes'.<sup>13</sup> The Office cited two research projects currently being undertaken - one into developing social indicators for Aboriginal communities in New South Wales and another for developing community plans in five communities - as an indication of its interest in community planning. No results of the research are available and a community planning approach is in its early stages in New South Wales.
- 3.22 However, these examples of community planning are isolated and attempts to adopt a coordinated approach to funding community proposals have not made much progress. While joint visits to communities by Commonwealth agencies may have been a feature of the early community information exercises in relation to AEDP, subsequent visits in a coordinated fashion have not always been apparent. In some communities the Committee visited it was reported that the field officers of the differing Commonwealth agencies visited the communities separately and in the cases of some agencies field officers had not been sighted for some time.
- 3.23 The Committee suggests that AEDP contains the right approach to the development and coordination of programs at the community level. It is a matter of agencies demonstrating the will and capacity to work with communities to develop a planned approach.
- 3.24 The development of community plans and the identification of education and training needs as an integral part of those plans is crucial to the design and implementation of programs at community level. Community plans must be wide ranging, covering for example the physical, socio-economic and cultural aspirations of communities. In this regard they must be much more than just a town plan and should embrace the future development strategies of communities in a broad sense. A coordinated approach to the funding of the education and training proposals contained in community plans also must be adopted.
- 3.25 Commonwealth agencies should ensure that their education and training funding is provided in a coordinated way to communities. The programs for which differing agencies are responsible can dovetail to meet the range of needs which communities have identified. The Aboriginal Organisation

Training Program of the Department of Aboriginal Affairs can fund short-term courses for staff of organisations funded by the Department. The Department of Employment, Education and Training through its Training for Aboriginal Program (TAP) and the special courses element of Abstudy can fund informal training in enterprise management, community management and operational and job skills. Both Departments indicated that such a dovetailing of their training programs for community administration and management is already occurring.

- 3.26 More formal and structured courses run by institutions can be funded by the Department of Employment, Education and Training through its Abstudy special courses element as well as TAP. The range of programs and funding sources provide the capacity to meet a range of community education and training requirements, but it needs to be coordinated to maximise its impact at the community level. Once coordination is achieved by Commonwealth agencies the basis exists for involving State and Territory agencies in coordinating their funding arrangements and programs with those of the Commonwealth to meet community needs.
- 3.27 The Committee recommends that
- government agencies assist Aboriginal communities to develop community plans including the identification of education and training needs as an integral part of the plans; and
  - once plans have been developed, Commonwealth and State and Territory government agencies respond by providing coordinated and long term recurrent and capital funding commitments to programs which are identified in the plans.
- 3.28 A significant contribution to coordination at the local level by Commonwealth agencies could be made by agencies adopting a more integrated use of their field staff. Given that AEDP is seen as a total approach to meeting the needs of Aboriginal communities it seems essential that the three major agencies involved in implementing AEDP, the Departments of Aboriginal Affairs and Employment, Education and Training and the Aboriginal Development Commission, adopt an integrated approach to the use of field staff.
- 3.29 The Department of Employment, Education and Training referred to the need for field staff of AEDP agencies to shift their focus from individual clients and programs to the linkages between programs and their place in achieving the developmental goals of communities. Field staff in a sense must become facilitators of community development rather than administrators of programs. The Department referred to interagency staff training for field officers designed to give them a comprehensive program knowledge.<sup>14</sup> DEET noted that field staff were now more aware of the programs and services of other

agencies and there was a better level of cooperation.<sup>15</sup> However, the NSW Office of the Department stated that the community developer role was one which many staff saw 'as foreign and for which they lack training and experience'.<sup>16</sup> The effort required to change the views of staff about their role is substantial.

- 3.30 A solution additional to that of interagency training would be the amalgamation of field officer structures of the three agencies. If the Aboriginal and Torres Strait Islander Commission (ATSIC) proposal proceeds there will be an amalgamation of the Department of Aboriginal Affairs and the Aboriginal Development Commission, including field officers. The field staff of the Department of Employment, Education and Training would not be part of any such amalgamation.
- 3.31 An amalgamated field officer structure to form a field operations service would have a number of benefits. It would ensure a rapid change of focus of field officers away from the programs of particular agencies to a more comprehensive approach in accord with the philosophy of AEDP. It would enable a much better coordination of programs at a local level, limit the confusion amongst Aboriginal communities of how all the agencies fit together and reduce the stream of visitors to, and consultations with, Aboriginal communities.
- 3.32 It would also allow the creation of a better career structure for field officers of all agencies by increasing the pool of positions and varying the work involved for individuals. For example, senior field officers could be seen essentially as 'community development officers' with primary responsibility for consulting with communities about their plans and objectives and ways of funding these. More junior field officers would have more routine operational and administrative responsibilities. A specific field operations service could attract professional and competent staff to perform the most important role for government agencies in Aboriginal affairs, that is direct liaison and consultation with Aboriginal communities. Training would also be utilised to build the professionalism and competence of the field service.
- 3.33 There are drawbacks to an amalgamation of field officers of the differing agencies. The administrative problem of effecting amalgamation is a difficult one and, as noted above, would not be entirely solved by the implementation of ATSIC. Any amalgamation would have to be accompanied by an extensive training program to familiarise all staff with their wider responsibilities. Despite these difficulties the Committee considers that the idea has such merit that a detailed investigation of the proposal should take place.
- 3.34 The Committee recommends that:
  - there be detailed investigation of the mechanisms for implementing

an amalgamated field officer service for the Commonwealth agencies directly involved in the Aboriginal Employment Development Policy. This investigation should include consideration of ways of improving the professionalism and competence of field staff in recognition of their crucial role in consulting and negotiating with communities.

3.35 In the interim the Committee recommends that:

- the Commonwealth agencies involved in AEDP better coordinate the activities of their field staff, particularly in terms of visits to, and consultation with, communities; and
- the interagency training available to field staff of the Commonwealth agencies involved in AEDP be significantly expanded so that staff have a comprehensive understanding of the roles of all agencies as well as of the philosophical basis of AEDP.

## Aboriginal Input and Advice

3.36 There is a need for Aboriginal input at all levels and at all stages of the development and implementation of education and training programs. It is essential that the Aboriginal advisory bodies that are established are not dependent on the largess of governments, even though they may be government funded. They must be able to provide independent advice to governments and government agencies. They must also have close linkages into the Aboriginal community and be effective representatives to government of Aboriginal views about education and training.

3.37 There is at the moment something of a hiatus in the provision of advice at the national level on Aboriginal education and training. The existing body, the National Aboriginal Education Committee (NAEC) has been disbanded. It has been replaced on an interim basis by a National Aboriginal Education Advisory Group which consists of the principal officeholders of the former NAEC, the chairperson of the Aboriginal education consultative groups in the States and Territories and a representative of the Australian Teachers Federation.

3.38 No announcement has been made on permanent advisory structures to the National Board of Employment, Education and Training (NBEET). However, in referring to the establishment of NBEET, the Commonwealth Government indicated that a Committee on Aboriginal Education and Training would be established to undertake the advisory functions on Aboriginal employment, education and training. The Committee would have direct access to the Minister, NBEET and its Councils and the Department.<sup>17</sup>

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- 3.39 When asked about the advisory structure to be put in place a representative of the Department of Employment, Education and Training commented that his understanding was that there would perhaps be an Aboriginal member on each of NBEET's constituent councils and each of the councils would be charged with looking at the problems of Aboriginal education and training. However, there was no indication of a separate Aboriginal education and training advisory group to NBEET.<sup>18</sup>
- 3.40 The President of the New South Wales Aboriginal Education Consultative Group pointed to the importance of having an Aboriginal Education advisory body at the national level. It was suggested that an Aboriginal council should be established as part of NBEET to advise NBEET, the Ministers for Employment, Education and Training and Aboriginal Affairs, and the Department of Employment, Education and Training.<sup>19</sup> Another witness also argued for a discrete Aboriginal advisory committee on employment, education and training to provide advice to the Employment, Education and Training portfolio. It was argued that this advisory body should be separate from the structure set up under the proposed Aboriginal and Torres Strait Islander Commission.<sup>20</sup>
- 3.41 The Committee considers it essential that a national Aboriginal body to advise on employment, education and training be established as a matter of urgency and recommends that:
- a national Aboriginal advisory body be established as a matter of urgency to advise the Minister for Employment, Education and Training, the National Board of Employment, Education and Training and the Department of Employment, Education and Training on all aspects of Aboriginal employment, education and training policy, needs and administration.
- 3.42 At a State and Territory level, Aboriginal Education Consultative Groups (AECGs) are well established and often have an extensive network of regional and local Aboriginal education committees linking them in closely with the Aboriginal community. The President of the New South Wales Aboriginal Education Consultative Group described the consultative framework in New South Wales as being well established (about 12 years) and a workable arrangement to provide consultative links down to a local level. The structure was democratic, with State representatives being elected from regional bodies and the President and Vice-President being elected by a council made up of regional representatives.<sup>21</sup>
- 3.43 The State and Territory AECGs have an important role to play in advising State and Territory governments on Aboriginal education and training needs. The importance of their role was highlighted in the House of Representatives Select Committee on Aboriginal Education's report and the recommendations

## **Coordination and Funding**

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of that report for continued support of the AECGs by State and Territory governments are endorsed.

3.44 The State and Territory AECGs, with their extensive networks should also have linkages into the national advisory body on Aboriginal employment, education and training that is to be established.

3.45 The Committee recommends that:

- **the national advisory body on Aboriginal employment, education and training that is to be established develop close linkages with the State and Territory Aboriginal Education Consultative Groups.**

3.46 There should also be an active promotion of regional and local Aboriginal advisory committees on employment, education and training in those States and Territories where they do not already exist. Linkages should be established by State and Territory committees with these regional and local committees to ensure that the diversity of Aboriginal views is reflected in the wider forums.

3.47 The Committee recommends that:

- **there be a promotion of regional and local Aboriginal advisory committees on education and training.**

3.48 There is also a need for consultation with Aboriginal communities directly about their needs and the design and implementation of programs. It is essential that education and training programs be responsive to community concerns and aspirations. The Committee has already discussed the process of community consultation about education and training needs in the context of the development of community plans. Community involvement in the design and implementation of programs is discussed in Chapter 5.

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### ENDNOTES

1. See *Women's business*, Report of the Aboriginal Women's Task Force, AGPS, Canberra, 1986, Appendix 5.
2. Transcript of Evidence, p.752.
3. AEDP Policy Paper No 5, Coordination and Consultative Strategies, AGPS, Canberra, 1987 p.3.
4. Transcript of Evidence, p.S1784.
5. Transcript of Evidence, p.787.
6. Transcript of Evidence, pp. 754-55 and 761.
7. AEDP Policy Paper No 5, Coordination and Consultative Strategies, AGPS, Canberra 1987, pp 1-2.
8. Transcript of Evidence, p.S1785.
9. Transcript of Evidence, p.766.
10. Transcript of Evidence, p.970.
11. Transcript of Evidence, pp. 1003-05.
12. Woorabinda Aboriginal Community, 10-Year Economic Development Plan.
13. Transcript of Evidence, p.S2518.
14. Transcript of Evidence, p.S1126.
15. Transcript of Evidence, p.779.
16. Transcript of Evidence, p.S2338.
17. Transcript of Evidence, p.S1240.
18. Transcript of Evidence, p.783.
19. Transcript of Evidence, p.883.
20. Transcript of Evidence, pp. S1399-1410.
21. Transcript of Evidence, pp. 864-65.

# 4 Providing a Basic Education

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- 4.1 The basic educational needs of Aboriginal people which are a pre-requisite to training for community management, administration and development were discussed in the first chapter. It was noted that there was a need to improve the schooling available to Aboriginal children but also to provide programs for those adult Aboriginal people whose lack of basic English literacy and numeracy skills is a testimony to failure of educational systems to provide adequately for Aboriginal people.
- 4.2 In referring to programs required to meet the basic educational needs of Aboriginal people, the Committee does not want to review the whole field of Aboriginal education. Instead there is reference to two recent reports which have reviewed the area of Aboriginal education. The Committee also highlights two areas that received particular attention from communities visited. These are schooling in remote areas and educational access programs for adult Aboriginal people.

## Recent Reports

### Select Committee on Aboriginal Education

- 4.3 The House of Representatives Select Committee on Aboriginal Education tabled a comprehensive report on Aboriginal Education late in 1985. The report noted that Aboriginal educational attainments remained significantly below those of the non-Aboriginal community even though there had been improvements as a result of special programs introduced in the previous 10-15 years. The Select Committee noted that Aboriginal people were not being provided with the basic education to allow them to proceed to further education, to obtain employment or to manage their communities and organisations.
- 4.4 The Select Committee supported as the fundamental objectives of Aboriginal education, that Aboriginal people be enabled to obtain an education which allows them to function without disadvantage in the wider community, while also being able to retain their Aboriginal identity and lifestyle. In accord with these objectives the Select Committee advocated a much greater involvement

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by Aboriginal people in Aboriginal education policy and program development, and delivery of services amounting to an Aboriginalisation of the process of Aboriginal education, and an adaptation of educational programs to meet Aboriginal needs.

- 4.5 The Select Committee emphasised the importance of pre-schooling programs to assist Aboriginal children to make the transition to formal schooling and prevent some difficulties that arise for Aboriginal children in the early years of formal schooling. Primary schooling was seen as providing the grounding for Aboriginal children in basic skills such as English literacy and numeracy and recommendations of the Select Committee focused on programs to develop these skills. The low retention rates of Aboriginal students in secondary schools and the lack of success of students were highlighted. Emphasis in recommendations was placed on making secondary school a more comfortable and satisfying environment for Aboriginal students. Attention was also focused on the lack of secondary school facilities for Aboriginal students in remote areas.
- 4.6 In relation to post-schooling programs the Select Committee noted the importance of special measures in this area because of the failure of earlier schooling for Aborigines. Bridging, enclave, off-campus and external programs were advocated as some of the special approaches required. The resolving of anomalies in Abstudy funding and the provision of accommodation for students were also supported.
- 4.7 The TAFE system was recognised by the Select Committee as having the potential to provide a wide range of programs for Aboriginal people including providing literacy and self-management skills in Aboriginal communities. The provision of such a wide range of programs would require greater flexibility and responsiveness to Aboriginal needs on the part of TAFE, as well as the injection of more funding.
- 4.8 The Select Committee referred particularly to the educational needs of adult Aborigines in remote communities to enable them to be effectively self-managing. It was noted that 'the extension of appropriate adult educational programs to the remote communities to teach skills for community self-management and development' was essential.
- 4.9 To date there has been no comprehensive governmental response to all the Select Committee's recommendations. Specific recommendations have been taken into account as part of the development of the AEDP and some other recommendations have been implemented as indicated in government statements on Aboriginal education since the report was tabled.

## Aboriginal Education Policy Task Force

- 4.10 As part of the Aboriginal Employment Development Policy it was proposed that a National Aboriginal Education Policy be developed. To this end a Task Force was appointed to establish a basis for the development of a national policy. The Task Force reported to the Minister for Employment, Education and Training in July 1988.
- 4.11 The Task Force Report noted that, despite the improvements in educational opportunities for Aboriginal people over the past two decades, Aborigines remained at a more severe disadvantage in terms of their education than any other group in Australia. It considered that the fundamental objective of Aboriginal education should be to achieve broad equity between Aboriginal people and other Australians in access, participation and outcomes in all forms of education by the turn of the century. However, the challenge was to achieve this in a manner which reinforced rather than suppressed Aboriginal identity and also involved Aboriginal people in determining policies and programs.
- 4.12 The Task Force Report outlined strategies in relation to early education and primary and secondary schooling to improve Aboriginal participation and outcomes. These strategies involved improving Aboriginal access to schooling, developing appropriate curriculum materials, training and recruiting more Aboriginal teachers and addressing the health and welfare impediments to effective schooling that face Aboriginal students.
- 4.1 TAFE was recognised as being a vital element in the education and training of Aboriginal youths and adults, including meeting the complex demands of administration and community management. The potential value of TAFE to Aboriginal people, as outlined in the Report, was that it provided a range of courses and programs and had colleges and units in many provincial centres and remote towns including the provision of on-site courses in some Aboriginal communities. The Task Force supported programs which led to personal and community development but also noted the importance of accredited courses which were oriented towards vocations or further education. The Task Force made recommendations about the provision of special support measures for Aboriginal students in TAFE and the development of accredited courses which met the particular needs of Aboriginal communities.
- 4.14 Strategies for improving Aboriginal access to, and success in, higher education were also advocated by the Task Force.

## National Aboriginal Education Policy

4.15 Both the reports reviewed briefly above make comprehensive recommendations about Aboriginal education and they provide the basis for an improvement in the basic educational skills of Aboriginal people. The Task Force Report was meant to be preliminary to the development of a national Aboriginal education policy. The Department of Employment, Education and Training noted that the national policy was still being developed and was expected to be part of the 1989-90 Budget proposals.<sup>1</sup> The 1989-90 Budget includes provision for implementation of an Aboriginal education policy. However, the details of the policy have still to be announced by the Minister for Employment, Education and Training. Given the continuing low educational standards generally of the Aboriginal community such a policy is urgently required and associated funding and programs must be provided at the earliest opportunity.

4.16 The Committee recommends that:

- a national Aboriginal Education Policy be implemented as a matter of urgency. The Policy should include proposals from the report of the Aboriginal Education Policy Task Force and also respond to the recommendations of the House of Representatives Select Committee on Aboriginal Education.

## Schooling In Remote Areas

4.17 Apart from the more general issues of Aboriginal education there were some specific issues which arose during the inquiry relating to the provision of basic educational skills to Aboriginal people.

4.18 For significant numbers of Aboriginal children who live in remote communities there is no formal schooling available. There was a reference earlier in the report to estimates of the proportion of Aboriginal children who have no, or very limited access, to schooling. These students fall into two groups, those of compulsory school age and those above.

4.19 For children in the first group and of primary school age, most would live in homeland centres. As noted by the Committee in an earlier report on the homelands movement, the provision of formal schooling to homeland centres raises a dilemma between the rights of Aboriginal people to retain their identity and associated lifestyle, and the obligation of State and Territory governments to provide schooling to all children. Despite this dilemma the Committee noted the priority which homeland communities placed on education and recommended that homeland communities be

consulted about their educational needs as a pre-requisite to the provision of schooling.<sup>2</sup>

- 4.20 In the case of post-primary students the proportion not receiving schooling is higher because even some of the larger communities have no post-primary schooling facilities. It has been estimated that there could be 10,000-12,000 Aboriginal children aged 12-15 years in remote areas who do not attend school.<sup>3</sup> For Aboriginal children in remote areas in this age group who wish to attend secondary school it is necessary for them to leave home and attend school in a capital city or provincial centre. This can be a traumatic experience for many children and some return home. A similar situation faces older Aboriginal children wishing to continue their secondary schooling. This is at least one reason why the retention rates for Aboriginal students in the later years of secondary school are much lower than for the general community.
- 4.21 Given the clear constitutional responsibility of State and Territory governments for education, it is up to them to provide a reasonable access to schooling for all children regardless of where they live and endeavour to ensure that children under compulsory schooling age attend. The Committee discusses at Appendix 5 the Aboriginal and Torres Strait Islander element of the Commonwealth Government's Capital Grants Program which provides funding assistance for the construction of schooling facilities in remote communities. This program should be an adjunct to the efforts of State and Territory governments to meet needs.
- 4.22 It is essential in providing education programs for remote and traditional communities such as homeland centres that the programs be developed in close consultation with communities. To impose programs that are not in accord with the aspirations of the community could destroy the educational value that should be derived from the programs.
- 4.23 The Committee recommends that:
- State and Territory governments accept their constitutional responsibility by providing access to relevant educational programs to all children regardless of where they live, and in particular their obligations to children under compulsory schooling age; and
  - the Commonwealth Government continue to provide capital funding for the construction of schooling facilities in remote Aboriginal and Torres Strait Island communities as an adjunct to the effort of State and Territory governments.
- 4.24 As well as providing schooling programs it is also necessary to ensure that these programs are relevant to the needs of remote, and often traditionally-oriented, Aboriginal communities. In this regard a number of factors are im-

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portant including relevant curricula, sensitive and well-trained teachers, the use of Aboriginal teachers and teaching assistants and schooling directed towards the needs of particular communities.

- 4.25 The Committee discusses at Appendix 5 some of the Commonwealth and State and Territory programs which are directed towards making schooling for remote and traditionally-oriented Aboriginal communities relevant and rewarding. There is a need for these programs to continue and be expanded.
- 4.26 Methods of distance education are of particular importance in educational programs for remote communities. An innovative program of this nature is the 'Bushfire Radio' educational series developed by the Central Australian Media Association (CAAMA) in cooperation with the Northern Territory Education Department. CAAMA's role was to provide recording and broadcast facilities and producers while the Education Department provided staff and resources to produce printed follow-up material for teacher/classroom use. The series ran from 1986 to 1988 and won an international award for children's radio programming. Its success related to the use of Aboriginal presenters and language speakers and CAAMA's wide network within communities. The series has not been funded since 1988 despite a detailed submission prepared by CAAMA. The Department of Employment, Education and Training should provide further funding to the series as an innovative means of providing relevant educational programs to remote communities.

## Access Programs

- 4.27 The Committee has referred to adult Aboriginal people lacking the basic literacy and numeracy skills to work in management and administrative positions in communities and organisations or obtain employment. These Aboriginal people are often the product of either a non-existent educational system or one which failed them. Consequently they are often not only lacking educational skills, they also can lack self-confidence and self-esteem.
- 4.28 A number of Aboriginal colleges provide access or bridging courses for adult Aboriginal people who are often virtually illiterate and innumerate and who lack the self-esteem to undertake courses offered by other educational institutions. Within the Aboriginal colleges basic educational skills are taught in an environment that is supportive and includes Aboriginal studies elements designed to develop the self-identity of students.
- 4.29 The Committee visited the Adelaide Community College and Tranby where such courses are offered.

- 4.30 Adelaide Community College's Foundation Course requires no special entry provisions. Within the course students acquire basic skills and develop themselves personally. The course includes English and mathematics as well as introducing academic subjects including Aboriginal studies. The Committee was told that the Course was not specifically oriented to enabling graduates to obtain employment but it did lead on to further courses in the college, study in other institutions or employment in child-care, basic bookkeeping and welfare work.<sup>4</sup> The College offers a Further Studies Course, a Pre-Tertiary course, and a Trade Preparation course for students to upgrade their skills and provide the base for employment or further training.
- 4.31 Tranby College runs bridging and access courses which have similar objectives to the Foundation course run by the Adelaide Community College. Tranby noted that such courses were just as important in building confidence as providing skills. It highlighted the importance of a supportive environment to the success of such courses by arguing that there would be an 80% to 90% dropout rate if the courses were not run by Tranby or another Aboriginal institute. Tranby noted that students in the courses say that for the first time they are being treated like human beings and are having their confidence improved.<sup>5</sup> Students doing the bridging or access courses can go on to do the Tertiary Education Preparatory Course. This course has been successful in gaining graduates entry to tertiary institutions.
- 4.32 Similar access and bridging courses are provided at Koorie Kolij in Melbourne, the Institute for Aboriginal Development in Alice Springs, the Aboriginal Task Force in the University of the Northern Territory and Nungalinya College in Darwin.
- 4.33 Some TAFEs also have access and general skills courses for Aboriginal students. In providing such courses TAFE must adapt them to the particular needs of the Aboriginal students involved and wherever possible staff these courses with Aboriginal educators. There is some indication that the courses provided through TAFE are not meeting the level of need for basic education that exists in the Aboriginal community. A report on Aboriginal adult education needs in New South Wales notes an increase from eight to 45 general skills courses for Aboriginal people provided by New South Wales TAFE over a period of two years but reported that waiting lists for courses were still long.<sup>6</sup> More courses in this area are required.
- 4.34 The Committee has emphasised the importance of access and general skills courses because a focus on training for employment or for formally accredited qualifications can ignore the gap that has to be bridged for some Aboriginal people before higher levels of training can be undertaken. The gap is one both in terms of basic skills and also the confidence, and self-esteem required to succeed. Because of the nature of the clientele involved, Aboriginal institutions often provide the most supportive setting in which access and bridging

courses can be undertaken. However, because of the level of need in this area TAFE should also be responding with appropriate courses and the use wherever possible of Aboriginal staff. Aboriginal controlled institutions and TAFE should develop closer liaison and cooperation and this is discussed in the next chapter.

4.35 The Committee recommends that:

- funding continue for institutions, especially Aboriginal-controlled institutions, to provide access and bridging courses to enable adult Aboriginal people to upgrade their literacy and numeracy skills and develop the self-confidence to undertake further training, obtain employment or manage their communities and organisations; and
- TAFE in all States and the Northern Territory develop and expand appropriate access and general skills courses for adult Aboriginal people and endeavour to staff such courses with Aboriginal educators.

## ENDNOTES

1. Transcript of Evidence, p.783.
2. House of Representatives Standing Committee on Aboriginal Affairs, *Return to Country: the Aboriginal homelands movement in Australia*, AGPS, Canberra, 1987, pp. 222-25.
3. AEDP Policy Paper No 4, Education and Formal Training Strategies, AGPS, Canberra, 1987, p.3.
4. Precis of informal discussions of field visit to South Australia, 5-7 December 1988.
5. Precis of informal discussions of field visit to New South Wales, 13-15 February 1989.
6. Transcript of Evidence, p.S2576.

## **5 Skills Training for Community Management and Control**

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- 5.1 In the previous chapter the Committee discussed the importance of raising the general educational standards of Aboriginal people. In this chapter the focus is on the more specific training programs which will enable Aboriginal people to effectively manage and control their communities.
- 5.2 The Committee has argued for the need for an overall approach or strategy to training for community management, administration and development. Existing and previous approaches have tended to be ad hoc and uncoordinated. An overall approach is outlined below.
- 5.3 The Committee then discusses the design of programs and the most appropriate methods of delivering them.

### **An Overall Approach**

- 5.4 An overall approach to training for community management, administration and development will need to be broad, well planned, coordinated and involve a mix of methods of providing programs.
- 5.5 The Committee outlined in Chapter 1 the wide range of training needs to provide skills for Aboriginal community management and control. An overall training approach will have to include programs for those in executive positions such as councillors and organisational directors as well as programs for managers, administrators, financial controllers and clerical staff. There is also a dearth of skill in communities in the trades areas for the construction, operation and maintenance of community facilities and infrastructure. This range of skills focuses particularly on the management, administration and running of communities. Further skills are required in areas such as education, health, broadcasting and commercial enterprises. A similar approach should be adopted to the design and implementation of programs in all these areas.
- 5.6 The Committee has emphasised the importance of education and training needs being identified as part of overall community plans. The question was asked of most communities visited to what extent planning was taking place

and the indications are that few communities have been assisted to develop plans. As a consequence approaches to education and training from the community perspective appear to be ad hoc. It is essential that training be part of a planned community approach to development and control and that it takes into account the differing levels of physical and social infrastructure within communities and communities differing concerns and aspirations.

- 5.7 Communities emphasised the importance of training being conducted on site to minimise the cultural and social dislocation that arises for Aboriginal people who have to leave home communities to undertake training. Some training programs are being delivered on site as a response to Aboriginal desires and these to some extent offer models for delivery of other programs. There is a need for agencies and institutions to respond in more flexible and creative ways to meet Aboriginal desires for on-site training. On site training need not be inferior to institutional training if appropriate programs are implemented and the requisite resources are provided to support the programs. For example, mobile training programs and those using on-the-job training methods may be appropriate.
- 5.8 However, it must be recognised that not all education and training programs can be delivered on site in small and remote communities. Institutional training is unavoidable in some cases and it is important that such institutional training be provided in a way that is comfortable for Aboriginal people. In this regard the roles of specialised Aboriginal institutions, and enclaves and liaison officers within non-Aboriginal institutions are crucial in enabling Aboriginal people to pursue institutional training successfully.
- 5.9 Finally, a mix of short term and long term programs will be necessary as part of a total approach to training. While there is often a preference by Aboriginal people for short term programs,<sup>1</sup> more formal long term programs will be essential in providing individuals with the depth of skills required for community management and the provision of community services. Formal long term programs can of course be provided in more flexible ways to communities such as is done in the Northern Territory with the Remote Area Teacher Education program. Funding will need to be available to support both short and long term programs in a coordinated manner.
- 5.10 In developing comprehensive training programs close consultation with communities will be essential if a community-based approach is to be implemented. Attention will also have to be directed to the design of relevant packages to provide programs for the wide range of skills which communities require. Appropriate methods of implementing programs will also be necessary to the successful development of an overall approach. Monitoring and evaluation of programs to ensure they are effective and to provide information about successful courses and methods are the final elements of an overall approach. These issues are now considered in detail.

## Consultation

- 5.11 If a community-based training approach is to be implemented then effective consultation will be central. It was noted in the interim report on the inquiry that consultation generally with Aboriginal communities has been inadequate. The general issue of consultation will be discussed in the forthcoming report on Aboriginal community management and control. In this report the Committee focuses on consultation in education and training programs.
- 5.12 The consultation process with communities in education and training for community self-management should centre on the development of community plans which incorporate community goals and aspirations. Part of the problem with consultation in the past has been the failure to make it part of a process of community planning and development. There has also been a failure by differing agencies involved to coordinate their consultative processes and programs with each other and with communities.
- 5.13 The Committee has already made recommendations about the development of community plans including education and training needs. There have also been recommendations about the coordination by field staff of government agencies of their visits to communities and of the development by agencies of joint and coordinated programs. It is suggested that the implementation of these recommendations will provide a process of consultation that is much more satisfactory in enabling community needs to be met. Agencies will visit communities to talk with them about the development of community plans and the programs which will be required to give effect to those plans. In doing so agencies should provide to communities guarantees about funding arrangements for the education and training needs identified by communities. The process of consultation should become more like one of negotiation in which both sides - government agencies and Aboriginal communities - have a vital role.
- 5.14 The Committee recommends that:
- consultation by agencies with communities about education and training needs in community self-management take place within the context of the development of long term community plans; and
  - funding guarantees be given by agencies to support education and training programs in accordance with the community plans that are drawn up in consultation with communities.
- 5.15 Apart from this general approach to consultation which will ensure that it takes place within an overall context of community needs and goals, detailed consultation must take place on the design and implementation of particular programs. There is evidence that such consultation does take place in some areas.

- 5.16 The President of the New South Wales Aboriginal Education Consultative Group pointed to the methods of devising programs in New South Wales TAFE and stated that the way TAFE operates is that a community defines a need in a particular area and then TAFE designs a program around that community's need. The method was described as 'brilliant' and 'flexible'. However, it was pointed out that communities in some cases did not know that they could utilize TAFE in such a way and also each TAFE region was allocated too few resources to meet the needs being articulated.<sup>2</sup>
- 5.17 The Northern Territory Government stated that Aboriginal people are involved in the design and implementation of education and training programs. Methods of consultation, it was claimed, took a variety of forms depending on the community's needs, although face to face consultation was primarily used in identifying community education and training needs.<sup>3</sup> However the Committee's discussions with communities in the Northern Territory indicated that consultation with them by the Northern Territory Government was not always adequate nor did it lead to results that communities desired.
- 5.18 In terms of its Aboriginal Organisation Training (AOT) program the Department of Aboriginal Affairs stated that funding under the program was normally dispersed to the regions, and communities were informed of the availability of the funding and invited to apply. In some cases training was suggested to the community to build skills in particular areas in which it had experienced difficulties. It was noted that in Central Australia the Combined Aboriginal Organisations had requested the Department to pool their funding under AOT and provide the training through the Institute for Aboriginal Development. This was an Aboriginal initiative to which the Department responded after some time and with pressure being brought to bear.<sup>4</sup>
- 5.19 These examples indicate that consultation on the design and implementation of education and training programs can and does occur in a way which ensures that programs meet Aboriginal needs. However, significant limitations exist in methods of consultation and the desires of communities remain unrealised in many programs. It is essential that consultation is a feature of all programs and that consultation give to Aboriginal communities a genuine control over programs that are provided. Ideally consultation about education and training programs should involve:
- assisting communities to identify their needs;
  - making communities aware of available programs;
  - providing advice about, or developing with communities, appropriate training packages in the skill areas they identify;

- assessing methods by which communities wish to have training programs delivered to them;
- ensuring that resources are available to provide training programs according to preferred methods of delivery; and
- enabling communities to evaluate and assess programs and program providers as a means to making future programs more effective.

5.20 The Committee recommends that:

- appropriate consultation be an essential feature of the design and delivery of all education and training programs to Aboriginal and Torres Strait Island communities. Consultation must include identifying needs, utilising appropriate training packages, ensuring that methods of delivery are those which communities want and agreeing upon the processes for evaluating and monitoring of programs.

## Design Of Programs

5.21 The development of program packages to meet the range of skills communities require is piecemeal. In some States and the Northern Territory, and in particular skills, programs have been well designed and carried out and are providing Aboriginal people with the skills they desire. However, in many areas problems remain in covering the wide ranging skills communities require.

5.22 The Department of Aboriginal Affairs referred to some of the difficulties in developing administrative training materials that are widely applicable:

- widely differing education levels of Aboriginal organisation staff and executive;
- differences in English language proficiency and English literacy levels;
- variations in State or Territory conditions and relevant legislation (for instance, worker's compensation, legislative basis of community councils);
- different aspirations and experience of likely participants; and
- the uncertain availability of quality trainers to deliver courses.<sup>5</sup>

- 5.23 In an endeavour to develop a common curriculum framework in the area of community and enterprise management a project was initiated by the Department of Employment, Education and Training. The project was undertaken by the National TAFE Centre and involved reviewing existing materials, adapting existing training packages and developing new materials in community and enterprise management training. The objective was to produce a common curricula and a cohesive package of training materials in the area that would be suitable to the needs of remote Aboriginal communities in particular.<sup>6</sup>
- 5.24 The training materials have been designed for on site delivery in a modular form of training. The Department of Employment, Education and Training is currently trialling the use of the materials in a number of communities prior to their more general introduction.<sup>7</sup>
- 5.25 The materials produced by the National TAFE Centre can potentially fill a large gap in the availability of materials for community management training. Their ability to do so can probably only be assessed after a period of trialling. The adaptation of the materials to the differing backgrounds and concerns of communities will be a difficult task. It is vital that such adaptation be made and that the materials are not used in a uniform way to meet what are quite differing training needs.
- 5.26 A similar coherent approach to the development of training materials does not exist in other areas of skill required by communities. In the area of trade training the Committee noted the paucity of training packages within communities. This is supported by a review of TAFE courses in the area by the Centre for Appropriate Technology.
- 5.27 The Centre's report on an Aboriginal Technical Worker Feasibility Study noted limitations in current technical training courses for remote Aboriginal communities. In particular it noted that current courses did not relate specifically to a career or training path framework.<sup>8</sup> The report proposed the development of a trade training curriculum for use in a pilot study. The program could link into mainstream TAFE activity if this was desired by Aboriginal people or alternatively it allowed for the recognition of skills and knowledge which people had already developed.<sup>9</sup>
- 5.28 There is clearly a need in the trades area for the design of appropriate courses that will provide Aboriginal people with the trade skills they need to operate and maintain community facilities and infrastructure, reduce their dependency on non-Aboriginal people for these skills and provide employment. These courses should give full recognition and credit for existing skills which many Aboriginal people in communities possess in the trades area. Moves towards multi-skilling should also make it easier to design appropriate programs for Aboriginal people to acquire trade qualifications.

5.29 In the other skills required within communities, the availability of courses is equally patchy. For example, the Northern Territory through its Remote Area Aboriginal Education program provides an innovative and flexible course for the training of Aboriginal teachers. Western Australia and South Australia have also provided forms of on site training for Aboriginal teachers. In other areas training programs for Aboriginal teachers operate within tertiary institutions which normally also include an enclave program. Training programs for Aboriginal health workers are provided in some States and the Northern Territory.

5.30 The patchy nature of existing courses in the wide range of skills required by communities points to the need to develop training packages, curriculum materials and courses in all areas identified in the first chapter. The Committee acknowledges the work that has been done in the community and enterprise management area by the National TAFE Centre. The packages developed there will now need to be adapted for the differing forms of incorporation of Aboriginal communities and organisations in the States and the Northern Territory. In other skill areas the development of similar packages and course materials and their adaptation for use is an urgent requirement. Aboriginal people and communities should be closely involved in the development of all programs to ensure that they relate to Aboriginal culture and tradition.

5.31 The Committee recommends that:

- the Department of Employment, Education and Training fund the development of training packages, curriculum materials and courses in all skilled areas which Aboriginal people require for effective community management, administration and development. It is suggested that particular attention be paid to the development of materials and courses in the trades areas where Aboriginal communities are particularly lacking in qualified Aboriginal personnel;
- existing training packages, curriculum materials and courses, such as those developed in community and enterprise management by the National TAFE Centre, be adapted to meet the differing forms of incorporation and hence differing roles and functions of Aboriginal communities and organisations in the States and Northern Territory; and
- where appropriate priority be given to Aboriginal communities and organisations designing training programs and curriculum materials to ensure that they are responsive to Aboriginal needs and concerns.

## Implementation Of Programs

- 5.32 Apart from the design of courses and programs, the other critical factor in training for community self-management is the most appropriate methods for delivery of programs and courses. There are a number of effective ways in which programs can be provided depending on what skill is being taught, whether programs are formal or informal, long term or short term and to whom the programs are being directed. Programs should continue to be provided in a range of ways involving both formal and informal methods and institutional as well as non-institutional training. The provision of programs by such a range of methods will cater to the differing needs of Aboriginal people.
- 5.33 However, particularly in relation to remote Aboriginal communities, there is a very strong preference for training programs to be provided on site to the maximum extent possible. In the case of institutional training the meeting of this preference will require programs being provided in innovative and flexible ways. It will also mean a move towards greater provision of training facilities and programs within communities and of programs being provided by informal means. The emphasis the Committee has placed on community planning should be reflected also in a community-based approach to training.

### Institutional training

- 5.34 Despite the importance of community-based training, a number of formal education and training programs will have to be provided through institutions such as universities, colleges of advanced education, TAFE colleges and Aboriginal community colleges and institutions.
- 5.35 Recent changes to the higher education sector involve the creation of additional places in institutions. The availability of additional places is designed to improve access to higher education for disadvantaged groups, including Aboriginal people.<sup>10</sup> In developing programs for Aboriginal students, mainstream institutions will need to make special arrangements to assist Aboriginal students to succeed. Enclave programs, accommodation provisions and financial support are important and these are discussed in the next chapter.
- 5.36 It is also essential that institutions consider more flexible means of delivering programs to Aboriginal communities including in particular the use of mixed modes of delivery involving the maximum amount of on site training.
- 5.37 Some current institutional programs which use on site methods of delivery offer possible models for programs provided by other institutions. The Remote Area Teacher Education program (RATE) at Batchelor College in the

Northern Territory allows students to undertake their course by mixed-mode delivery involving community-based training and working as well as intensive on-campus workshops.

- 5.38 Batchelor College representatives stated that the mixed-mode delivery was adopted for both practical and theoretical reasons. The practical reason was that Aboriginal people from remote communities would not commit themselves full-time to on-campus programs away from their communities. The theoretical reasons were that new knowledge gained by remote-area Aboriginal students is only applied usefully in personal lives and home communities when the learning of knowledge arises out of realities within their communities.<sup>11</sup> The Anangu Teacher Education Program within the South Australian College of Advanced Education is another program which involves the use of on site training as part of its process of providing tertiary qualifications to Aboriginal people. Pundulmurra College in Western Australia utilizes a system of block release training for some of its programs that minimises time spent away from home.
- 5.39 The Department of Employment, Education and Training should develop a model for mixed-mode delivery of courses from mainstream higher education institutions based on the RATE program and promote it through the Higher Education Council of the National Board of Employment, Education and Training.
- 5.40 The Committee recommends that:
- the Department of Employment, Education and Training develop a mixed-mode model for the delivery of on site programs to Aboriginal people in remote communities and promote this model within mainstream higher educational institutions through the Higher Education Council of the National Board of Employment, Education and Training.
- 5.41 The concept of a national centre for Aboriginal higher education was raised with the Committee by staff of the South Australian Institute of Technology. The Committee was informed that at the moment Aboriginal higher education was 'all over the place' with courses being provided in a wide range of institutions. It was stated that there was a need to better coordinate efforts and considered that a national centre which would essentially be an Aboriginal college/institution/university could achieve this purpose.<sup>12</sup>
- 5.42 Other institutions have been developing proposals for distinctive Aboriginal education institutions or centres within institutions. Batchelor College has a proposal for its development as an institute of Aboriginal tertiary education. The proposal is for Batchelor College to be funded over the next triennium to develop as 'a centre of excellence in Aboriginal tertiary education for

Northern and Central Australia'. Its programs would be largely operationally oriented and be accredited through either TAFE or Advanced Education accreditation.<sup>13</sup> The Committee sees the funding of Batchelor College as providing a unique opportunity to provide education and training in a wide range of areas for Aboriginal people across Northern Australia.

- 5.43 The Division of Aboriginal Education within the Darwin Institute of Technology has proposed the establishment of a Centre for Aboriginal Studies as part of the University of the Northern Territory. The Centre would teach TAFE and higher education award courses in a range of areas that address Aboriginal needs. It would also offer student support, undertake research and be involved in the planning, servicing and evaluation of courses which have a specific Aboriginal focus.<sup>14</sup> Close liaison would be established with existing Northern Territory institutions such as Batchelor College and the Institute for Aboriginal Development.
- 5.44 These proposals to some extent stem from a recommendation of the Aboriginal Education Policy Task Force that eight Aboriginal Education Centres be established in higher education institutions in each of the States and Territories. It was recommended that the Centres specialise in teaching, research activities and resource development.
- 5.45 The Committee considers that the higher education courses for Aboriginal people require better coordination and better development to ensure that they cover the range of skills which Aboriginal people want and provide reasonable access to courses in each of the States and Territories. The access to higher education courses for Aboriginal people in the remote areas of northern and central Australia requires particular attention.
- 5.46 The establishment of Aboriginal Education Centres in each of the States and Territories could provide better coordination of Aboriginal higher education courses and lead to the development of new courses ensuring that all skill areas are provided for. The Committee would make no judgment about the most appropriate institutions in which such centres should be established. However, some institutions already have well established Aboriginal programs and some research and course development experience. These could provide the basis for centres to teach, coordinate and develop Aboriginal higher education courses.
- 5.47 The Committee recommends that:
- the Minister for Employment, Education and Training consider expanding the roles of Aboriginal education divisions and schools within higher educational institutions to establish Centres for Aboriginal Studies within each State and Territory. The Centres will teach, coordinate and develop higher education courses in all skill

areas which Aboriginal people desire to assist them to be effectively self-managing. There should be appropriate Aboriginal community representation within the Centres, to reflect the range of Aboriginal views and to ensure that the Centres meet the diverse needs of Aboriginal communities.

- 5.48 Apart from mainstream institutions, programs are provided to Aboriginal people through a small number of community-based Aboriginal institutions. These include Tranby College in Sydney, Koorie Kollaj in Melbourne, Aboriginal Community College in Adelaide and the Institute for Aboriginal Development in Alice Springs. Some courses run by their institutions are accredited within the TAFE or higher education system. However, a number of the courses they run are not accredited.
- 5.49 The role of these institutions has come under challenge in some cases and their funding has been threatened. For example, in visiting Tranby the Committee was informed that New South Wales TAFE had ceased funding the College because TAFE claimed that Tranby was duplicating courses already provided through TAFE. However, Tranby pointed out that it was providing courses specifically for Aboriginal people that could not be successfully provided through TAFE.<sup>15</sup>
- 5.50 Representatives of NSW TAFE informed the Committee that if TAFE was to fund courses then the courses must fall within TAFE guidelines and standards. It was stated that Tranby had been approached to have its curriculum content accredited but had failed to do so. NSW TAFE had suggested to Tranby that if it did not wish to have its courses accredited within the TAFE system, then it should seek funding from sources other than TAFE.<sup>16</sup>
- 5.51 The other Aboriginal controlled institutions have had similar questions raised about the status of their programs and have been threatened with funding cuts or amalgamation into wider institutions.
- 5.52 However, a representative of the Department of Employment, Education and Training stated that there was a role both for TAFE and for the independent Aboriginal colleges. It was pointed out that the Aboriginal colleges cater for Aboriginal students who do not have the prerequisite skills for formal TAFE courses. They also provide an environment in which many Aboriginal students feel more comfortable. According to the Department of Employment, Education and Training representative:

these institutions .... could be assessed as having made quite a contribution to the development of individual Aboriginal people who have gained confidence from courses run in a less formal atmosphere, who then have had more confidence to go on to formal courses.<sup>17</sup>

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- 5.53 The Aboriginal institutions have an important role in meeting Aboriginal training needs. They do not duplicate the role of mainstream institutions but rather can be seen as providing a different sort of training and catering to a different section of the population. In some cases Aboriginal people whose earlier schooling may be inadequate wish to do non-accredited courses as a means of re-introduction to education.
- 5.54 The Aboriginal institutions should endeavour to work in more closely with the mainstream institutions and seek accreditation for more of their courses. The Institute for Aboriginal Development has recognised its somewhat isolated position from mainstream education and has canvassed options to increase its viability in the longer term by more closely associating with mainstream institutions and courses.<sup>18</sup> At the same time TAFE and other higher education institutions should also be responding more positively to the Aboriginal institutions and providing greater assistance with accreditation of courses and funding of programs.
- 5.55 While arguing for a closer association between the Aboriginal institutions and mainstream education and training, the Committee believes that the independent role of the Aboriginal institutions should be supported. The preservation of this independent role will require that they have independent sources of funding. If they are dependent on TAFE or other higher education institutions for funding, then they can dictate terms to the Aboriginal institutions as to the courses they run just as NSW TAFE has done in relation to Tranby College. TAFE and other higher education systems should be providing funding to the Aboriginal institutions but in cases where such funding is not provided the Commonwealth Department of Employment, Education and Training should consider providing funding direct to the Aboriginal institutions. This funding should be in addition to that the institutions receive from the special courses element of Abstudy funding.
- 5.56 The Committee recommends that:
- a closer liaison be established between TAFE and other higher education systems and the Aboriginal-controlled education and training institutions. They should provide the Aboriginal institutions with assistance to obtain accreditation and funding of programs. The Aboriginal institutions should endeavour to have more of their courses accredited; and
  - the Commonwealth Department of Employment, Education and Training provide direct funding assistance to Aboriginal community-based training institutions in addition to assistance that is already provided under the special courses element of Abstudy in cases where funding is not provided by TAFE or other higher education systems.

## Community-based training

- 5.57 Although the role of institutions will be important in providing some of the training requirements of communities, the Committee proposes that Aboriginal training needs should be met largely by a community-based approach. Such an approach accords with training needs flowing from a process of community planning. It is also the clear preference of communities as expressed to the Committee in field visits throughout Australia. There is a strong obligation on the part of governments to respond to the overwhelming demand of Aboriginal communities by providing a community-based approach to training.
- 5.58 Community-based approaches are a feature of some of the current training programs. In the Northern Territory community-based training is delivered through the Open College of the Northern Territory which has adult educators located in many communities. In some areas of South Australia on site adult TAFE educators are also located in communities. However, in other States TAFE delivers programs to Aboriginal communities in response to particular demands rather than by permanently locating educators in communities. The Committee found in its field visits that TAFE's responsiveness to community needs differed widely.
- 5.59 Some on site programs are provided through educational institutions as has already been described in the previous section. Training is provided by consultants and professional educators brought into communities in response to community demands and funded under programs such as the Aboriginal Organisation Training Program of DAA and the Community Management Training Scheme under the Training for Aboriginals Program of DEET. Ad hoc training is also provided by field officers of funding agencies and non-Aboriginal staff in communities and organisations. While it is a requirement of some non-Aboriginal staff employed in communities to provide training,<sup>19</sup> this does not always happen.
- 5.60 As with other training for Aboriginal communities, the picture in relation to community-based training is a patchy and uncoordinated one that is responsive in some areas but quite inadequate in others. What is needed is a much greater emphasis to be given to community-based training and a strategy to be put in place to ensure that it is properly coordinated and implemented.
- 5.61 A strategy for community-based training must include the following elements:
- the utilisation within communities and organisations of training coordinators;

- the development of education and training centres either within communities or on a regional basis;
  - the direction of all available skilled personnel within communities to the task of training;
  - the development of a pool of skilled educators, particularly Aboriginal educators for use in training within Aboriginal communities; and
  - the development of a close connection between skills training and the provision of community-based employment opportunities.
- 5.62 The strategy should be in support of individual community plans and so it will inevitably vary in the way it is implemented because of the differing aspirations and objectives of communities. A universal approach to the training needs of communities will not work and the strategy will have to be carefully adapted to the differing needs of communities.
- 5.63 The first element of a strategy for community-based training must involve the coordination of all training within communities and organisations. The development of community plans as advocated in this report will make an important contribution towards coordination.
- 5.64 However, the process of coordination needs to be taken further and there should be adult education coordinators available to all communities to organise and coordinate the provision of training within communities. Where adult educators are located within communities they could perform this coordinating role. Where this is not the case, adult education coordinators should be employed to organise the training needs of either individual or a number of communities depending on the workload involved. Their use on a regional basis may be sufficient to ensure effective coordination. Some such positions have been funded by the Department of Aboriginal Affairs under its Aboriginal Organisation Training Program. However, the program is not designed to fund these positions and an alternative program is needed.
- 5.65 The second element in the strategy is ensuring that training facilities or centres are provided. In a number of communities visited a strong desire was expressed for locally or regionally based adult education colleges which could provide at a local level for the training needs of communities. Such colleges or training centres could be viable if established on a regional basis as there is a strong demand within communities for training programs. The colleges or centres could cater to all the post-primary education and training needs of communities thereby making access to secondary schooling more easily available to many communities in which access at present is poor. The drawing together of all post-primary programs will also enable an integration of academic and technical education and training in a way which will better

meet the needs of Aboriginal people who only wish to remain in, and work for, their communities.

- 5.66 The President of the NSW Aboriginal Education Consultative Group stated that the idea of joint school-TAFE facilities was being looked at by the group. One joint facility had already been established at Boggabilla. The joint facilities were considered to have a double advantage in that they not only make a TAFE facility available within easy access, but also expand the curriculum choice for secondary students beyond what would normally be available.<sup>20</sup>
- 5.67 Community Education Centres have been established on a pilot basis in some Northern Territory communities. These Centres are designed to integrate the adult education and post-primary resources in Aboriginal communities. By integrating resources the objective is to offer a range of accredited courses including general studies programs in literacy, numeracy and language and TAFE certificate award courses relevant to community self-management and enterprise development. There has been criticism of the Centres in terms of their appropriateness and it is not clear that they have fully achieved their objectives of integrating TAFE and post-primary schooling.
- 5.68 The concept of integrating resources and courses offers the opportunity for greater innovation and flexibility in providing education and training in remote communities. The training centres or colleges must be well resourced and developed in close consultation with communities. Efforts to impose training centres without adequate consultation will not succeed. The adult education coordinators the Committee discussed earlier could operate out of the centres. The Committee considers that the establishment of local or regional colleges and centres for secondary and adult education for Aboriginal people is a challenge for State and Northern Territory Departments of Education and TAFE.
- 5.69 The third factor is ensuring that all skilled personnel in communities and organisations are utilised to provide training. All non-Aboriginal people employed in communities should be contracted to provide training as a central element of their terms of employment. The ability to provide training to Aboriginal people should be an important selection criterion for non-Aborigines recruited to skilled positions in communities and organisations. There should also be programs to upgrade the training skills of non-Aboriginal staff.
- 5.70 It is suggested that the role of non-Aboriginal staff in communities and organisations must change. Rather than performing a role primarily as administrators, managers and skilled tradesmen they should be seen as resource people coordinating the performance of community and organisational functions by Aboriginal people and providing training. For example, it may be appropriate that management and administrative positions in communities

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be filled by Aboriginal people with non-Aboriginal people being employed in a training support role for a limited period.

- 5.71 Non-Aboriginal people recruited to Aboriginal organisations and communities should be recruited on short-term contracts with skilled Aboriginal people assuming full control after a specified period. The Committee will discuss the role of non-Aboriginal personnel in communities and organisations in more detail in its report on community management and control. The emphasis is given here to their training role within communities.
- 5.72 In relation to Aboriginal resource organisations the Committee has noted the AEDP policy that funding will be provided for, among other things, 'assistance to Aboriginal-controlled organisations to develop a capacity to provide training courses appropriate to the needs and requirements of remote Aboriginal communities'.<sup>21</sup> Aboriginal resource agencies could play an important role in coordinating and delivering community-based training to smaller communities such as homeland centres and excision communities which do not have the education and training resources and facilities of the larger communities. In responding to the Aboriginal Employment Development Policy, the Department of Employment, Education and Training should provide funding to resource agencies to give them the training capacity to coordinate and deliver training to the communities they service.
- 5.73 The fourth element in a community-based strategy to training should involve the training of greater numbers of skilled educators, and particularly Aboriginal people, to meet the training needs of Aboriginal communities. The AEDP calls for the development of an 'Aboriginal trainer training service' to provide community-based training.<sup>22</sup> There has been no attempt to establish such a service even though there is a clear need for more Aboriginal educators. The Committee considers that the establishment of such a service should be coordinated by the Department of Employment, Education and Training. The Centres for Aboriginal Studies in each of the States and the Northern Territory which it was recommended earlier in this chapter be established, could provide the programs to train such a service.
- 5.74 The final element is the development of a close connection between skills training and the employment opportunities available in communities. An integration of employment and training is central to the approach of AEDP. The AEDP states that

The Government also recognises Aboriginal service organisations as a valued means of delivering services to the Aboriginal community, and will support their continuation on the basis of a balance between Aboriginal priorities and the cost-effectiveness of delivering the same

services through comparable non-Aboriginal organisations and institutions.<sup>23</sup>

- 5.75 However, in the Committee's visits to communities it was observed that the balance seems to have moved towards cost-effective delivery through non-Aboriginal agencies rather than the use of Aboriginal organisations. In particular housing and other construction in many communities is undertaken by contracted non-Aboriginal labour with little use being made of local labour and without training being provided to Aboriginal people. The Committee was informed by the Northern Territory Government that a preference is given to local Aboriginal organisations to contract for construction and maintenance work in Aboriginal communities that is funded by the Northern Territory Government.<sup>24</sup> However, there are examples in the communities in the Northern Territory where local organisations have not been involved in contracts.
- 5.76 In the delivery of other services such as health, education and essential-type services the employment of Aboriginal people and their training seems to be better integrated into the process of service delivery. However, more could be done in some communities to achieve greater Aboriginal involvement.
- 5.77 The Committee considers that if Aboriginal employment and training is to be better integrated in communities a preference will have to be given to involvement of Aboriginal organisations and people in the delivery of all services (including construction) to Aboriginal communities. Commonwealth and State and Territory governments should ensure that such involvement is an aspect of all contracts for work in Aboriginal communities and is considered an integral part of service delivery.
- 5.78 The Committee makes a series of recommendations for the implementation of a community-based approach to training for Aboriginal community self-management. These recommendations should be taken as a whole as they are an interconnected set of measures designed to give effect to a community-based training approach. The Committee recognises that the training approach it is advocating will be expensive. The requirements for close consultation with communities and on site training facilities and staff will necessitate significant funding. However, in some cases it will involve the reallocation of existing resources from central locations into local communities. The Committee is strongly of the view that while this approach may be more expensive, it will be the only effective approach in the longer term.
- 5.79 The Committee recommends that:
- training or adult education coordinators be made available to all Aboriginal communities to coordinate and organise all community-

based training within communities according to community plans which have been developed;

- State and Northern Territory governments establish and operate education and training centres or colleges on a local basis to provide easier access to post-primary education and training programs for Aboriginal communities in remote areas. The resources of the State and Territory Departments of Education and Technical and Further Education should be amalgamated within the centres to provide the necessary training support;
- all skilled non-Aboriginal personnel employed by Aboriginal communities or organisations be contracted to provide training to Aboriginal people as a central criterion of their appointment. The ability to provide training should be an important determinant of the selection of staff;
- training programs be provided to non-Aboriginal staff to enable them to perform their training role within communities and organisations more effectively;
- the Commonwealth Department of Employment, Education and Training ensure that funding is made available to Aboriginal resource agencies to provide them with the capacity to deliver training programs including to small communities such as homeland centres and excision communities which do not have ready access to centralised training centres provided by State and Territory Departments of Education and TAFE;
- the Commonwealth Department of Employment, Education and Training coordinate the development of an Aboriginal adult education service by assisting Aboriginal people to undertake training programs to provide them with training skills and qualifications; and
- Commonwealth and State and Northern Territory governments give a preference to the employment of Aboriginal organisations and people in the delivery of all services (including construction services) to Aboriginal communities. Training should be supported as an integral part of the provision of Aboriginal employment on projects and in delivering services.

## Monitoring And Evaluation Of Programs

- 5.80 A crucial part of the comprehensive approach to providing training for Aboriginal people that the Committee has advocated is that programs be closely monitored and evaluated.
- 5.81 Programs are monitored at the moment by means of the normal procedures for the accountability of funds. However, such monitoring is of little value in assessing the effectiveness of programs and it is designed merely to ensure that funds have been properly spent for the purposes for which they were allocated. The Department of Employment, Education and Training also said that programs were monitored by its State Offices as well as by the involvement of the State and Territory Aboriginal consultative networks. In some cases externally commissioned evaluations are undertaken of particular programs, such as individual projects funded under the Abstudy Special Courses element, or more widely of programs such as Abstudy itself.<sup>25</sup>
- 5.82 The Department of Aboriginal Affairs noted that an integral aspect of delivering training is evaluation. It noted that evaluation was not easy as results of training can be slow to show up or difficult to identify.<sup>26</sup> For example, a person may undertake training and not complete the course but nevertheless assist his or her community with a skill that might have been acquired during the training period. On the face of it the training program had been unsuccessful because the person had not finished it, but it had provided the person with a useful skill.<sup>27</sup> This suggests that evaluation should be more than just identifying the successful completion of courses (outcomes in a limited sense) and should also look at the effect of that training within communities over a longer period (outcomes in a wider sense).
- 5.83 It is also essential that Aboriginal people have control over evaluation of programs. This means Aboriginal people directly doing research and evaluation or research and evaluation being undertaken by others under the direction of Aboriginal people. The process of assessment and evaluation should extend beyond programs to include the trainees who deliver programs.
- 5.84 Evaluation is not yet a central part of the development and delivery of programs and it is essential that it does so if training is to become more effective. It is vital to know that training programs are leading to successful outcomes both in terms of success for individual students as well as having an impact within communities by providing for the achievement of greater control. Evaluation and monitoring should then feed back into the development of future programs so that mistakes can be avoided.

5.85 The Committee recommends that:

- monitoring and evaluation be an integral part of all Aboriginal training programs;
- where appropriate the process of monitoring and evaluation be under the control of Aboriginal people; and
- evaluation involve both an assessment of the outcomes of training for individual students as well as an assessment of the impact within communities of training programs in terms of giving communities increased self-management and control.

#### ENDNOTES

1. Transcript of Evidence, p.S2380.
2. Transcript of Evidence, p.871.
3. Transcript of Evidence, p.S2381.
4. Transcript of Evidence, pp. 771-72.
5. Transcript of Evidence, p.S1798.
6. Precis of informal discussions of field visit to South Australia, 5-7 December 1988.
7. Transcript of Evidence, pp. 805-06.
8. Transcript of Evidence, pp. S2031-32.
9. Transcript of Evidence, pp. S2017-18.
10. *Higher Education: a policy statement and A New Commitment to Higher Education in Australia*, AGPS Canberra, 1988.
11. Transcript of Evidence, pp. S1450-51.
12. Precis of field visits to South Australia, 5-7 December 1988, pp 28-29.
13. Transcript of Evidence, pp. S1462-63.
14. Transcript of Evidence, p.S1839.
15. Precis of informal discussions of field visit to NSW, 13-15 February 1989, pp. 41-42.
16. Transcript of Evidence, pp. 662-664.
17. Transcript of Evidence p.813.
18. Transcript of Evidence, pp. S1853-71.
19. Transcript of Evidence, p.S1315.
20. Transcript of Evidence, pp. 872-73.
21. AEDP Policy Paper No 3, Community-based Employment, Enterprise and Development Strategies, AGPS, Canberra, 1987, p.11.
22. *ibid*.
23. AEDP Policy Statement No 2, Private and Public Employment Strategies, AGPS, Canberra 1987, p.4.
24. Transcript of Evidence, p.950.
25. Transcript of Evidence, p.S1239.
26. Transcript of Evidence, p.S1799.
27. Transcript of Evidence, pp. 758-59.

# **6      Support For Students**

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- 6.1 Apart from the design of appropriate education and training programs and the delivery of programs in ways which meet Aboriginal needs, there is also a requirement for financial, accommodation and other support for Aboriginal students. Such support is crucial to the success of programs as the failure to provide sufficient support can lead to withdrawal from courses and disillusionment with education and training.

## **Financial Assistance**

- 6.2 The Aboriginal Study Assistance Scheme provides financial assistance to Aboriginal and Torres Strait Island students to complete secondary schooling and undertake further education and training. The background to the scheme and the nature of the assistance provided is outlined at Appendix 5. The scheme over the nearly 20 years it has operated has been enormously successful in giving financial support to Aboriginal students to upgrade their skills and acquire additional educational qualifications. The scheme has played a major role in the greatly improved educational standing of the Aboriginal community that has taken place in the last 20 years.
- 6.3 In making its comments the Committee does not derogate from the vital role the scheme has played, and will continue to play, in upgrading educational standards for Aboriginal people. Overall, the scheme is strongly supported by the Committee and must continue as a discrete scheme designed to assist Aboriginal and Torres Strait Islander students. However, a number of concerns about the scheme were raised with the Committee.
- 6.4 It was claimed that the substantial changes which have taken place to the scheme in the last few years have caused administrative delays and confusion and concern in the Aboriginal community.<sup>1</sup> A representative of the Department of Employment, Education and Training acknowledged that there had been a lot of changes to Abstudy and that this had created 'a lot of confusion in the Aboriginal community'.<sup>2</sup>

## A Chance for the Future

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- 6.5 The major changes which have caused confusion and concern include the amalgamation of the Aboriginal Secondary Grants Scheme (Absec) and the Aboriginal Study Grants Scheme under Abstudy, the introduction of income testing on some allowances and the payment of the education supplements for under 16 year-olds by term instead of fortnightly. There are also still concerns about the differential between Abstudy allowances and levels of unemployment benefit payments for some Aboriginal students which creates a disincentive to undertake further training.
- 6.6 Changes to any programs of assistance cause confusion particularly when they involve the amalgamation of schemes such as Absec and Abstudy which have been in place for a long time. The Department of Employment, Education and Training has conducted an information program on the changes to the schemes. There is clearly a need for a continuing information program to reduce the degree of confusion which exists.
- 6.7 In relation to the introduction of means testing this has been done to enable assistance to be targeted to those Aboriginal people who most need it. The major problem that has been caused by means testing is that, while those who fail the means test are not entitled to financial assistance under Abstudy, they are entitled to other assistance under the scheme, such as tutorial support, support for excursions, advice from Aboriginal Education Liaison Officers, etc. However, a representative of the Department of Employment, Education and Training stated that many Aboriginal people are not registering their children and consequently are not making them available for the additional benefits under Abstudy.<sup>3</sup> The failure of Aboriginal students to register will also affect the statistics on Aboriginal students in secondary schooling as these are compiled from Abstudy (formerly Absec) registrations. Encouraging Aboriginal people to register students under Abstudy regardless of income should be an important focus of the information campaign conducted about the changes which have been made.
- 6.8 There is concern in the Aboriginal community about the payment of the education supplement for under 16 year-olds by term instead of fortnightly. As a result of the change there is a discouragement to spend the supplement on educational purposes as it comes in three or four large lump sums instead of more frequent but smaller sums. For example, in some schools it was used to fund school breakfast and lunch programs by small regular contributions. This is more difficult to arrange with the larger payments where there can be a desire to spend the money on other desired goods. The mechanism for payment of the supplement should be investigated by the Department of Employment, Education and Training.
- 6.9 Finally some anomalies still exist for certain categories of students in the allowance they receive under Abstudy and their entitlements under

unemployment benefits. Some anomalies have been eliminated in the most recent allowance structure. Where such anomalies exist they inevitably create a disincentive to engage in further education and training. Given the emphasis that the Committee says there must be on education and training for Aboriginal people, the existence of any disincentives is undesirable. These anomalies should be investigated by the Department of Employment, Education and Training with a view to removing them.

6.10 The Committee recommends that:

- the Aboriginal Study Assistance Scheme continue as a discrete program providing financial and other assistance to Aboriginal people to complete secondary school and undertake further education and training and that future administrative changes be kept to a minimum;
- the Department of Employment, Education and Training continue and expand its information program about changes which have been made to Abstudy to minimise confusion and concern;
- the Department of Employment, Education and Training investigate the mechanism for payment of the education supplement under Abstudy to under 16 year-old students with a view to making payments smaller and more frequent; and
- the Department of Employment, Education and Training investigate the remaining anomalies between Abstudy allowances and entitlements under unemployment benefits with a view to eliminating the anomalies.

## Accommodation

6.11 Concerns were expressed to the Committee about the inadequate provision of accommodation for Aboriginal students in a number of locations ranging from Port Hedland to Darwin to Adelaide. Both Pundulmurra and Batchelor Colleges provide accommodation on site for students. Neither had sufficient suitable accommodation. There was particular reference to the problems of accommodating students with families and single parents (particularly women) with children. At Batchelor College the Committee was informed that accommodation was one of the major problems. There was a desperate need for 20 single dormitories and for one and two bedroom flats.<sup>4</sup> At Pundulmurra there was hostel accommodation provided for male students but female students had to stay in houses on campus. The College had applied for funds for a female hostel.<sup>5</sup>

## A Chance for the Future

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- 6.12 In the cities such as Adelaide the problem is that accommodation is difficult to find, expensive and often not conducive to a study environment. At Adelaide Community College the Committee was informed that 33 students had left solely because of accommodation problems. Twenty students alone had been accommodated in a private hostel but had had to leave because of the cost. While they had found short term accommodation, the failure to find long term accommodation led them all to leave.<sup>6</sup>
- 6.13 Students at the School of Aboriginal and Island Administration within the South Australian Institute of Technology told the Committee that the cost and suitability of accommodation was one of their biggest problems. They said that Aboriginal Hostels was not providing enough accommodation and private accommodation was too expensive. Where Aboriginal Hostels Ltd (AHL) did provide accommodation it was said that it was often not conducive to the study needs of tertiary students. The head of the School, told the Committee that student accommodation was particularly a problem for students of the School because nearly 70% of them were from places other than Adelaide. While AHL was geared to providing accommodation, this accommodation was not necessarily suitable for tertiary students.<sup>7</sup>
- 6.14 Aboriginal Hostels Ltd responded to an invitation to make a submission on student accommodation. AHL noted that providing accommodation support for Aboriginals undertaking post secondary education and training has been made a priority above other categories. A priority was allocated to student accommodation because AHL recognised the importance of increasing the number of Aboriginal people in post-secondary education and training.<sup>8</sup> As a result of extensive research undertaken by AHL it is significantly expanding its provision of bed numbers for students.
- 6.15 As of February 1989 AHL provided 294 beds for students. By 1 April 1989 this had increased to 443 beds (see Appendix 6 for full listing) and AHL stated that a further 140 beds for students and trainees would be provided in 1989.
- 6.16 Much of this accommodation is provided in hostels managed either by Aboriginal Hostels Ltd or by community organisations with financial support from AHL's Community Support Hostels Program. AHL has made a number of changes to the way it traditionally runs its hotels to provide for the particular needs of students. For example the number of beds per room has been reduced from the usual two-four to two in large rooms and only one bed in standard size rooms. This provides greater privacy for students to study. More flexible meal arrangements are also made.<sup>9</sup> AHL also has a new scheme under which students can be assisted to obtain suitable accommodation. Under the Rental Subsidy Scheme, AHL subsidises rents so that students pay no more than 20% of their income for accommodation. In high cost accommodation centres such as Sydney the subsidy component is increase to keep the

cost of accommodation to the students to no more than 20% of income. The Scheme enables students to obtain accommodation they could not normally afford and in areas close to educational institutions. AHL ensures that only those in need receive assistance under the Scheme by having student bodies receive and administer the funds and choosing recipients on the basis of local knowledge.<sup>10</sup>

6.17 The availability of suitable accommodation is vitally important to the success of Aboriginal students, particularly as many have to leave home areas to undertake further education and training. There is a need for Aboriginal Hostels to continue to research the accommodation needs of students and to liaise closely with the Department of Employment, Education and Training about student numbers in existing and new programs. AHL should also continue to meet students accommodation needs in innovative ways. In the case of institutions such as Batchelor College which provide their own student accommodation, assistance should be provided to ensure that adequate funding for accommodation is provided.

6.18 The Committee recommends that:

- Aboriginal Hostels Ltd conduct further research on, and liaise with, the Department of Employment, Education and Training about Aboriginal student accommodation needs and continue to allocate a high priority to meeting needs in this area;
- Aboriginal Hostels Ltd continue its Rental Subsidy Scheme as an innovative response to meeting the accommodation needs of Aboriginal students; and
- those institutions providing their own accommodation for Aboriginal students be provided with funding to adequately meet accommodation needs.

## Other Support

6.19 Apart from financial and accommodation assistance, other forms of support can be important in enabling Aboriginal students successfully to undertake further education and training.

6.20 Some support mechanisms are provided under Abstudy. Tutorial assistance, education and vocational guidance and support for excursions, seminars and field visits can be provided. The Education Officers and Aboriginal Liaison Officers employed by the Department of Employment, Education and Training also provide support to students.

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- 6.21 Enclaves programs are of value in mainstream educational institutions in which Aboriginal students make up a small minority of the institution's population. Students at the School of Aboriginal and Islander Administration within the South Australian Institute of Technology referred to the value of the support system offered by the enclave.<sup>11</sup> The enclave provides academic, social and physical support for students. It has its own student counsellor, tutors and library. The staff also act as advocates for students on such matters as accommodation, financial assistance and special entry to courses.<sup>12</sup> The importance of enclave programs for Aboriginal women was particularly emphasised by Paulene Mageean, a researcher at the National TAFE Centre who has looked at isolated women's access to TAFE.<sup>13</sup>
- 6.22 The Committee recommends that:
- **enclave programs continue to be funded in mainstream educational institutions as a means of providing academic and social support for Aboriginal students.**
- 6.23 It was suggested to the Committee that Aboriginal people would be assisted in undertaking study if cadetships were available to provide support whilst they undertook study. When they had finished training they would take up positions back in their communities and organisations.<sup>14</sup> Cadetships would provide greater financial incentive for those already in employment with communities and organisations to undertake further study. Related to this is that communities and organisations also need the financial capacity to enable them to replace key Aboriginal staff who undertake further training.
- 6.24 The Committee recommends that:
- **funding support be made available to Aboriginal communities and organisations to enable them to provide cadetships for key Aboriginal staff to undertake further training to upgrade their skills. Communities and organisations should also be provided with sufficient funding assistance to enable them to replace key personnel who undertake such training.**
- 6.25 Finally it must be recognised that the childcare commitments of many Aboriginal women can be a major obstacle to undertaking training programs. It is essential that some childcare provision is made within training programs to allow Aboriginal women with children to have equal access to those programs.
- 6.26 The Committee recommends that:
- **a childcare provision be made available as part of training programs to enable Aboriginal women with children to have equal access to the programs.**

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August 1989

WARREN SNOWDON MP  
Chairman

## ENDNOTES

1. Transcript of Evidence, p.876.
2. Transcript of Evidence, p.818.
3. Transcript of Evidence, p.820.
4. Precis of informal discussions of field visit to Northern Territory  
14-15 November 1988.
5. Precis of informal discussions of field visit to Western Australia,  
Sub-committee B, 20-23 June 1988.
6. Precis of informal discussions of field visit to South Australia 5-7 December 1988.
7. Precis of informal discussions of field visit to South Australia 5-7 December 1988.
8. Transcript of Evidence, p.826.
9. Transcript of Evidence, p.835.
10. Transcript of Evidence, p.832.
11. Precis of informal discussions of field visit to South Australia 5-7 December 1988.
12. School of Aboriginal and Island Administration, Background Information and  
Courses Available.
13. Precis of informal discussions of field visit to South Australia, 5-7 December 1988.
14. Precis of informal discussions of visit to South Australia, 5-7 December 1988.

## **Appendix 1**

### **Public Hearings Held And Witnesses Heard**

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#### **19 February 1988 - Canberra**

##### **Department of Aboriginal Affairs**

CASTINE MR G K	Director, Northern Territory
FRAMPTON, MR D	Director, Policy Co-ordination
JONES MR G	Acting First Assistant Secretary Heritage and Legal Division
KOUKOULAS MR A G	First Assistant Secretary Heritage and Legal Division
MENHAM MR J G	Acting First Assistant Secretary Corporate Development
O'ROURKE MR D J	First Assistant Secretary, Programs Policy Division
ROLFE MR R K	Assistant Director, Policy Development
TOOHEY Mr R F	Assistant Secretary, Housing and Infrastructure

#### **2 March 1988 - Kintore (NT)**

##### **Walangurra Council**

MAJOR MR R	Chairman
SCOBIE MR J	Deputy Chairman

YOUNG MR J Council Member

## Private Citizens

BARTLETT MR P	Outstation Co-ordinator Kintore, NT
BUTLER MR S	Adult Educator Kintore, NT
CONWAY MR T	Health Worker Kintore, NT
FISHER MR D	Sports Manager Kintore, NT
MICHAEL MR P	Store worker, Kintore, NT
ROBINSON MS M	Teaching Assistant Kintore, NT
ROBINSON MR V	Teaching Assistant Kintore, NT
TJUMPITJIMBA MR R	Outstation Worker Redbank, NT

**6 April 1988 - Woorabinda (QLD)**

## Woorabinda Aboriginal Council

MUNNS MR T G	Chairman
POWDER MR P B	Deputy Chairman
FISHER MR C	Councillor
BLAIR MR N	Councillor
THOMAS MR R	Council Project Officer
SORRENSEN MR A N	Council Project Officer

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CUMMINS MR T	Council Building Superintendent
<b>Woorabinda Aboriginal and Islander Media Association</b>	
EVANS MS J	Trainee Broadcaster
THAIDAY MR B	Training Officer

**Private Citizens**

BUNDLE MR R B	Woorabinda, Qld
BOWERING MRS J	Woorabinda, Qld
HAGGER MR R W	Woorabinda, Qld

**7 April 1988 - Brisbane**

**Queensland Government**

ALLISON MS M A	Acting Director Department of Family Services, Brisbane Qld
BELBIN Sergeant V S	Queensland Police Department Brisbane, Qld
BROWN MR D P	Deputy Under Secretary Department of Community Services and Ethnic Affairs, Brisbane, Qld
EGAN MR D P	OIC Aboriginal & Islander TAFE Services Department of Employment, Vocational Education and Training, Brisbane Qld
SWAN MR J R	Executive Director TAFE Department of Employment, Vocational Education and Training, Brisbane, Qld
GILMORE MR W H	Research Officer (Finance) Department of Local Government, Brisbane, Qld

Appendix 1

McGARVIE MR N J	Principal Education Officer Aboriginal & Islander Education Branch, Department of Education, Brisbane, Qld
MITCHELL MR W D	Chairman Queensland Fish Management Authority, Department of Primary Industries, Brisbane, Qld
PERKINS Mr JJ	Chief Probation & Parole Officer Department of Corrective Services, Brisbane, Qld
WEBBER MR W A L	Assistant Commissioner Queensland Water Resources Commission, Brisbane, Qld

**Department of Aboriginal Affairs - Queensland  
State Branch**

ROLFE MR R K	Assistant Director
WAUCHOPE MR J L	State Director

**Private Citizens**

McCARTHY DR W O	Kedron, Qld
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**Brisbane Tribal Council**

DAVIDSON MR D	Woolloongabba, Qld
REID MR A G	Woolloongabba, Qld

**15 April 1988 - Canberra**

**Aboriginal Development Commission**

CRUSE MR O	Deputy Chairman
FAULKNER MR R	Branch Manager

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O'BRIEN MR M

General Manager

PRIOR MR W

Acting Deputy General Manager

**Department of Employment, Education and Training**

FOX MR J

Assistant Secretary  
Aboriginal Employment and Training  
Branch

GULASH MS H

Acting Director

JACKOMAS MR A

Principal Executive Officer  
Research and Development Section,  
Aboriginal Education

PARR MR J M

Assistant Secretary  
Aboriginal Education

WILSON MR R

Director  
Aboriginal Education Operations

**19 May 1988 - Canberra**

**Department of Immigration, Local Government  
and Ethnic Affairs**

CALVERT MR R

Assistant Secretary  
Government Relations Branch, Office of  
Local Government

HOLMES MR C G

Assistant Director  
Financial Relations, Government Relations  
Branch, Office of Local Government

**24 June 1988 - Perth**

**West Australian Government**

FITZPATRICK MR B

General Manager  
Aboriginal Enterprises Co Ltd Perth, WA

Appendix 1

HAMILTON MR C	Acting Co-ordinator Aboriginal Affairs Planning Authority, West Perth, WA
MOLLOY MS A C	Acting Deputy Commissioner Aboriginal Affairs Planning Authority, West Perth, WA
HOWARD MR A T	Manager Aboriginal Legal Service Management and Support Unit, East Perth, WA

**Department of Aboriginal Affairs - Western Australian State Branch**

WESTBURY, MR N	Deputy Director
WILLIAMS, MR R D	Principal Project Officer
WYATT MR C	State Director

**Private Citizens**

BOLGER MS A	Fremantle, WA
RUMLEY DR D	Claremont, WA
RUMLEY MRS H	Claremont, WA

**7 December 1988 - Adelaide**

**South Australian Government**

BRITON-JONES MS S	Coordinator Aboriginal Affairs, Department of Premier and Cabinet
HUTCHINSON MR L A	Manager Office of Employment and Training
MORIARTY MR J	Director Office of Aboriginal Affairs

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RATHMAN MR D Head  
School of Aboriginal Education TAFE

Department of Aboriginal Affairs - SA State Branch

GROPE MR M	Assistant Director
LAMSHED MR B	Regional Manager
PARISH M T	Acting Assistant Director
PREECE M R	Assistant Director
ROBERTS M E	Assistant Director
TRIPP MS M	State Coordinator

# **Department of Employment, Education and Training - SA State Branch**

CORRELL MR R J Director  
WILLIE MR R Assistant Director

## Private Citizen

**16 February 1989 - Sydney**

**New South Wales Government**

ALLEN MR R B Manager Roads and Traffic Authority

CAMERON MS J Director TAFE

DUNCAN, MR M B Project Officer  
Dept of Family and Community Services

**Appendix 1**

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EAGLE MR R J	Assistant Director Public Works Department
FITZPATRICK MR M B	Manager Department of Family and Community Services
FROST MS B	Manager Home Care Services of NSW
KOCKEN MR K A F	Deputy Director Aboriginal Affairs, Premier's Department
SPASOJEVIC MS N	Senior Project Officer Department of Family and Community Services
VACCHINI MR I F	Assistant Director-General Department of Education
WEBSTER MRS M	Aboriginal District Officer Department of Industrial Relations and Employment

**Human Rights and Equal Opportunity Commission**

CHAPMAN MR M	Aboriginal Policy Advisor
MOSS MS I	Race Discrimination Commissioner
MUNDINE MR K	Regional Director, Queensland
WILKIE MS M	Senior Research Officer

**Department of Employment, Education and Training**

BUSH MR P	State Director
DEVITT MR C J	Head, Aboriginal Education
JOYCE MRS E A	Acting Assistant Director Aboriginal Programs
REFSHAUGE MR M	Head, Aboriginal Employment and Training

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## Department of Aboriginal Affairs

MYERS MR I Deputy State Director

ROSE MR D State Director

**9 March 1989- Canberra**

## Private Citizen

ALTMAN DR J C Yarralumla, ACT

7 April 1989 - Canberra

## Department of Aboriginal Affairs

TURNER MS P A First Assistant Secretary, (Programs)

# Department of Employment, Education and Training

MALEZER MR R L Manager  
Community and Aboriginal Programs

PARR MR J M Assistant Secretary  
Aboriginal Programs

## Aboriginal Hostels Limited

CLARKE MR R C General Manager

**LANE MR R W** Manager  
Research and Planning

## Private Citizen

YOUNG DR E Deakin, ACT

13 April 1989 - Canberra

New South Wales Aboriginal Education Consultative Group

BURNEY MS L J President

18 May 1989 - Darwin

# Northern Territory Government

DAVIS-GOFF MS G Assistant Director  
Department of Local Government and  
Administrative Services

JONES MR P Principal Education Officer  
NT Department of Education

NICHOLS MR P Consultant  
Office of Local Government

PEAKE MR O Managing Director (Power)  
Power and Water Authority

# Department of Employment, Education and Training

CALMA MR T Director

GIBBS MR G Assistant Director

WILSON MR J D Territory Director

## **Department of Aboriginal Affairs**

CASTINE MR G K Director (NT)

DAMASO MS R AEDP State Coordinator

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**Northern Land Council**

AH KIT MR J L	Director
LEVERIDGE MR V	Senior Research Officer
WILLIAMS MR S	Consultant

**25 May 1989 - Canberra**

**Department of Immigration, Local Government  
and Ethnic Affairs**

CALVERT MR R	Assistant Secretary Government Relations Branch Office of Local Government
LLOYD MS C E	Manager Financial Relations Section Office of Local Government

## **Appendix 2**

### **List of Organisations and Individuals Who Made Submissions**

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- 1 Dr P Loveday
  - 2 Kalkadoon Tribal Council
  - 3 Yuendumu Community Council Inc
  - 4 Dr R Coldwell
  - 5 Dr W O Mccarthy
  - 6 Ms E Gardiner
  - 7 Woorabinda Aboriginal Council
  - 8 Commonwealth Department Of Aboriginal Affairs
  - 9 Mr S Barns
  - 10 Mr V Howell
  - 11 Aboriginal Coordinating Council, Queensland
  - 12 Pitjantjatjara Council Inc
  - 13 Barwon Aboriginal Community Ltd
  - 14 St Peters Anglican Church Parish Council
  - 15 Brisbane Tribal Council
  - 16 Mr P Fewell
  - 17 Mr V Jerrard
  - 18 Mr A Sorrensen
-

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- 19 Ms M Blair
  - 20 Aboriginal Development Commission
  - 21 Dr Elspeth Young
  - 22 Office Of Local Government, Commonwealth Department  
Of Immigration, Ethnic Affairs And Local Government
  - 23 Aboriginal Housing Board, South Australia
  - 24 Local Government Training Council Qld Incorporated
  - 25 Mr K Nielson
  - 26 Race Discrimination Commissioner, Human Rights  
And Equal Opportunity Commission
  - 27 Dr A Bolger
  - 28 Queensland Government
  - 29 Department Of Employment, Education And Training
  - 30 Mr K King
  - 31 Mr J A Tanner
  - 32 Western Australian Government
  - 33 Northern Territory Government
  - 34 Commonwealth Department Of Transport  
And Communications
  - 35 Mrs E Bourke
  - 36 Batchelor College, Northern Territory
  - 37 Staff Of The Division Of Aboriginal Education,  
Darwin Institute Of Technology
  - 38 Commonwealth Department Of Aboriginal Affairs -  
WA State Office
  - 39 Mr Neil Bell MLA
-

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## Appendix 2

- 40 Commonwealth Department Of Community Services And Health
- 41 Ms H J Sinclair
- 42 Institute For Aboriginal Development
- 43 New South Wales Government
- 44 Northern Territory Open College Of TAFE
- 45 Mr R Vallance
- 46 Centre For Appropriate Technology - Alice Springs
- 47 The Local Government Association Of Queensland
- 48 South Australian Government
- 49 Dr J Altman
- 50 Dr A K Eckermann
- 51 Rick Flowers/Griff Foley
- 52 Aboriginal Cultural And Training Institute, Sydney
- 53 Aboriginal Hostels Limited
- 54 New South Wales Aboriginal Consultative Group
- 55 Northern Land Council

## **Appendix 3**

### **Exhibits**

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#### **Department of Aboriginal Affairs**

1. Grants Program 1987/88
2. Departmental financial guidelines for grants
3. Corporate Planning Statement:  
Policy Guidelines
4. Corporate Planning Statement - Corporate Plan
5. Corporate Planning Statement:  
1986/87 Strategic Statement
6. An application form for the incorporation of an  
Aboriginal association
7. Project evaluation form.

#### **Yuendumu School**

8. Report on hearing loss from chronic middle ear infection

#### **Kintore Community**

9. Information on community

#### **Institute for Aboriginal Development**

10. Industrial Relations Project
11. Draft Estimates 88/89

#### **C. and J. Scollay**

12. *Amata Review*, Amata 1982

**J.C. Altman and L Taylor**

13. *Employment Opportunities for Aboriginal People at Outstations and Homelands: Report to the Australian Council for Employment and Training, 1987*

**Queensland Government**

14. Aborigines and Torres Strait Islander (Land Holding) Act
15. Aborigines and Torres Strait Islanders (Land Holding) Regulations 1986
16. Community Services (Aborigines) Regulations 1985
17. Community Services (Aborigines) Act
18. Aboriginal and Islander TAFE Services Section, Technical and Further Education - Listing of Aboriginal and Torres Strait Islander Special Courses
19. Aboriginal and Islander TAFE Services Section - Special Courses Conducted by Colleges of TAFE in Queensland - 1986
20. Tarkarri Newsletter

**Office of Local Government**

21. Policy in Relation to Aboriginal and Torres Strait Islanders
22. Leaflet
23. Steps Being Taken to Achieve Policy Objectives in Relation to Aboriginal and Torres Strait Island Communities

**Alan Morton**

24. Aboriginal and Islander Local Governing Bodies - Grants Determination Research Project, April 1988

**Mr Don Mcleod**

25. Documents provided to Sub-committee B at Warrlaong on 21 June 1988

**Western Australian Government**

26. Aborigines in Business

### **Aurukun Shire Council**

27. Statement of Receipts and Disbursements from 1 July 1987 to 30 June 1988 and Revised Estimates to 30 June 1988
28. Business Papers for Meeting 8 and 9 December 1986
29. Business Papers for August 1987 presented to meeting 12 and 13 October 1987

### **Aboriginal Coordinating Council, Queensland**

30. Community Justice in Northern Queensland: Problems of Implementation and Development

### **Lockhart River Aboriginal Council**

31. Deed of Grant of Land in Trust, 29 October 1987

### **Hopevale Aboriginal Council**

32. Community Economic Development Plan

### **Ms R Fujii, Torres Strait Island Regional Education Committee**

33. Minutes of QATSICC Meeting, 29 June 1988  
Minutes of TSIREC Meeting, 30 June 1988

### **Batchelor College**

34. List of students in Batchelor College's Associate Diploma in Community Management and Certificate in Office Administration.
35. Batchelor College Community Management Education Team, July 1988, Outline of Community Management Courses Offered by Batchelor College

## Darwin Institute of Techology

36. Documents provided by the Northern Territory Open College of TAFE.
37. Darwin Institute of Technology - Field Officers Certificate (Aboriginal Studies) - Handbook 1989.
38. Darwin Institute of Technology - Field Officers Certificate (Aboriginal Services) Courses.

## Home Care Services of NSW

- 39 Home Care's Position Regarding Services to Aboriginal People

## Department of Aboriginal Affairs NSW Office

- 40 Infrastructure Needs on Former Aboriginal Reserves NSW

## Koonibba Community

- 41 Koonibba Background Paper

## Aboriginal Community College of SA

- 42 Aboriginal Community College - Background Notes

## TAFE National Centre for Research and Development

- 43 'Developing Training Materials in Community and Enterprise Management for Aboriginal People in Remote Areas' - Draft Project Report by EA Bourke, H Guthrie and S Wilson
- 44 Training Materials for Aborigines in Remote Communities - Approved Projects
- 45 Training Materials for Remote Aboriginal Communities in Community and Enterprise Management - An introduction to the use of the materials

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- 46 Developing Training Materials in community and Enterprise Management for Aboriginal People in Remote Areas - Resource List of Training Courses and Publications
- 47 Common Curricula and Training Materials in community and enterprise management in remote Aboriginal communities - Project description
- 48 'Rural Aboriginal Women and TAFE' - Excerpt from Overcoming Distance: Isolated Rural Womens's Access to TAFE Across Australia, by Pauline Mageean

## **School of Aboriginal and Islander Administration, South Australian Institute of Technology**

- 49 'Aborigines in Schooling' by Prof C J Bourke
- 50 Background Information and Courses Available
- 51 A Proposal for an Aboriginal Senior Executive Management Program for the SA Public Service

## **Department of Aboriginal Affairs - SA Office**

- 52 Constitutions of Port McLeay, Point Pearce, Nepabunna, Gerard and Davenport Community Councils
- 53 *Associations Incorporation Act 1985*
- 54 Documents relating to the Aboriginal Organisations Training Program, 1987-88
- 55 **TAFE Community Management Team**
- 56 'Aboriginal Role in Nature Conservation' Emu Conference, 7-9 June, 1988

## **Local Government Association of NSW**

- 57 Local Government and Aboriginal Community Development - Project Report - Summary and Recommendations

### **Ray Vallance**

- 58 Documents provided by Mr R Vallance

### **Office of Local Government - Department of Immigration, Local Government and Ethnic Affairs**

- 59 Local Government (Financial Assistance) Act 1986
- 60 Local Government (Financial Assistance) Amendment Act 1987
- 61 Local Government (Financial Assistance) Amendment Bill, Explanatory Memorandum

### **Aboriginal Cultural and Training Institute**

- 62 Peninsula QATSICC Education Policy

### **NSW Aboriginal Land Council**

- 63 Annual Report, 1987-88

### **South Australian Government**

- 64 The Budget and The Social Justice Strategy 1988-89
- 65 Local Government Act 1934-75 and Amendments
- 66 Regulations under the Local Government Act, 1933 - 81 and Amendments
- 67 Outback Areas Community Development Trust
- 68 Aboriginal Lands Trust Act 1966-75 and Amendments
- 69 Anangu Pitjantjatjara Land Rights Act, 1981
- 70 Maralinga Tjarutja Land Rights Act 1984

### **Northern Territory Government**

- 71 Hansard of debate in NT House of Assembly for Thursday, 20 November 1986

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- 72 Letter from Sally Kift, NT Department of Law to Secretary NT Department of Community Development, dated 18 November 1986
- 73 Letter from Secretary, Commonwealth Attorney-General's Department to Secretary, Department of Aboriginal Affairs, dated 26 October 1987
- 74 Extracts from paper given to Small Towns Conference in Darwin on 24 February 1989, by Graham Phegan, NT Office of Local Government
- 75 Paper given to Small Towns Conference in Darwin on 24 February 1989, by Graham Phegan NT Office of Local Government
- 76 Copies of all current Community Government Schemes
- 77 NT Local Government Grants Commission, Report on Distribution of Funds under the Commonwealth's Local Government (Financial Assistance) Act 1986, 1988
- 78 NT Local Government Grants Commission, Report on Distribution of NT Operational Subsidies, 1988
- 79 Synopsis of paper by Peter Nicols to the NARU Conference on Small Towns, 24 February 1989
- 80 Paper by Peter Nichols to the NARU Conference on Small Towns, 24 February 1989
- 81 Per capita distribution of Commonwealth financial assistance amongst NT local government bodies, 1988/89
- 82 Information on Courses at Batchelor College
- 83 Development of Community Education in Aboriginal Communities in the NT, NT Department of Education
- 84 Community Education Centres, Development Schedules and Planning and Development - Yirrkala, Galiwinku, Yuendumu and Maningrida

## Department of Aboriginal Affairs - NT Office

- 85 Bilingual education - Schools and Aboriginal Languages in the Literacy Program

### **Appendix 3**

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- 86 AEDP Implementation in the Northern Territory
- 87 NT Strategy 1988/89
- 88 AOT Program - NT
- 89 Letter from G Castine, Director, (NT) DAA to Deputy Director, Assistant Director (PD & M) and Regional Managers DAA, dated 5 October 1988
- 90 Community Profile/Employment History Card Report

### **Nguiu Community**

- 91 TIWI Business, Pirntubula Pty Ltd

### **NT Local Government Industry Training Committee Inc**

- 92 Interim Draft Report - Training Needs Assessment of Community Government Councils in Remote Aboriginal Communities of the Northern Territory

## **Appendix 4**

### **List Of Informal Discussions And Field Visits**

#### **Northern Territory**

Aputula (formely Finke)	29.2.88
Alice Springs - Pitjantjatjara Council	1.3.88
Tangentyere Council	1.3.88
Central Land Council	1.3.88
Institute For Aboriginal Development	4.3.88
Kintore	2.3.88
Yuendumu	3.3.88
Willowra	3.3.88
Batchelor College	14.11.88
Darwin - University College	14.11.88
Open College	14.11.88
NT Minister for Labour and Administrative Services	15.11.88
Darwin Institute of Technology	15.11.88
Nguiu	15.5.89
Galiwinku	15.5.89
Yirrkala	16.5.89

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Ramangining	16.5.89
Maningrida	16.5.89
Ngukurr	16.5.89
Groote Eylandt - Umbakumba	17.5.89
Angurugu	17.5.89

**Queensland**

Woorabinda	6.4.88
Aurukun	4.7.88
Hopevale	4.7.88
Lockhart River	4.7.88
Cairns - Aboriginal Co-ordinating Council	5.7.88
Torres Strait - Yorke Island	6.7.88
Boigu Island	6.7.88
Mabuiag Island	6.7.88
Thursday Island (Island Co-ordinating Council, Interested persons and organisations)	7.7.88
Cherbourg	13.3.89
Pormpuraaw (Edward River)	14.3.89
Kowanyama	14.3.89
Mornington Island	14.3.89

**Western Australia**

Kalumburu	20.6.88
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Carnarvon -	
Kuywardu Resource Centre	20.6.88
Mungallah Community	20.6.88
Carnarvon Shire Council	20.6.88
Pundulmurra College	21.6.88
Warralang	21.6.88
Kununurra -	
Waringarri Aboriginal Corporation	20.6.88
Mirima Community	20.6.88
Mud Spring Settlement	21.6.88
Emu Creek Settlement	21.6.88
Mayaroong Constructions	21.6.88
Kimberley Land Council	21.6.88
DAA Regional Offices	21.6.88
DEET Regional Offices	21.6.88
Whyndham-East Kimberley Shire Council	21.6.88
Warmun Community	21.6.88
Jigalong	22.6.88
Halls Creek -	
Ngoonjuwah Council	22.6.88
Halls Creek Shire Council	22.6.88
Derby -	
Derby Shire Council	22.6.88
Kimberley Land Council (Derby Office)	23.6.88
Mowanjum Community	23.6.88

## South Australia

Koonibba	5.12.88
Yalata	5.12.88
Adelaide -	
Adelaide Community College	6.12.88
TAFE National Centre for Research and Development	6.12.88
School of Aboriginal and Island Education, South Australian Institute of Technology	6.12.88
TAFE School of Adult Education	7.12.88

## New South Wales

Walgett -	
Gingie Reserve	13.2.89
Namoi Aboriginal Community Corp.	13.2.89
St Peters Anglican Church Parish Council	13.2.89
Barwon Aboriginal Community Ltd.	13.2.89
Enngonia	14.2.89
Murrin Bridge	14.2.89
Sydney -	
Tranby College	15.2.89
Aboriginal Cultural and Training Institute	15.2.89
New South Wales Aboriginal Land Council	15.2.89

## **Appendix 5**

### **Existing Programs**

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This appendix describes existing Aboriginal education and training programs with a particular emphasis on what is occurring in the area of education and training for community management and control. No attempt is made to analyse the efficacy or efficiency of programs. Many of the programs are also discussed in the body of the report.

The description is based on information supplied in submissions from Commonwealth, State and Northern Territory governments and agencies. The information is not meant to be comprehensive of all programs that are available. For example no submissions were received from the Victorian and Tasmanian governments and so there is no description of programs in those two States. Information on schooling programs for Aboriginal children in the other States and the Northern Territory is also not always comprehensive.

### **Commonwealth Programs**

#### **Aboriginal Employment Development Policy**

The overall Commonwealth approach to education and training is now encapsulated within the Aboriginal Employment Development Policy (AEDP). The purpose of AEDP is to enable Aboriginal people to gain employment and provide for themselves in accordance with their cultural beliefs, practises and lifestyles. It represents a fundamental policy shift away from the welfare dependency approaches of the past to an approach which enhances Aboriginal economic independence.<sup>1</sup>

Education and training are a central part of AEDP as it has been recognised that the skills they provide are essential to enabling Aboriginal people to obtain employment and manage and control the economic development of their communities. In developing its education and training strategies under AEDP, the Commonwealth Government takes account of:

- the vastly different aspirations and education and training needs of Aboriginal people arising from markedly different social circumstances and cultural values;

- the concentration of Aboriginal people in rural and remote areas where the education and training provision is currently restricted;
- the need for special arrangements between the Commonwealth and State/Territory governments, given the major responsibilities of State/Territory governments in education, to develop appropriate education and training provisions; and
- the need for co-operation of other institutions such as tertiary education institutions and non-government schools.<sup>2</sup>

AEDP has a number of mechanisms for co-ordination at the local, State and national level designed to avoid the shortcomings of previous policies and approaches.

A range of Commonwealth programs are funded under AEDP.

## **Department of Employment, Education and Training programs**

### **Aboriginal Study Assistance Scheme (Abstudy) - Student assistance**

Abstudy was introduced in 1968 to provide financial and educational support for Aboriginal people and communities to take up opportunities for further study. Originally it provided assistance to individual students undertaking full-time, post-secondary courses at universities and colleges, vocational centres and other recognised institutions. However, the scheme now covers a wide range of educational opportunities for Aboriginal and Torres Strait Islander people.

The Aboriginal Secondary Assistance Scheme (Absec) was introduced in 1970 to assist Aboriginal students to take full advantage of educational opportunities at secondary school by providing financial and other support.

The two schemes of assistance were amalgamated in 1989 to form Abstudy, with two components, Abstudy schooling and Abstudy tertiary. The assistance available under the amalgamated scheme is similar to that available in 1988 under the two schemes, Abstudy and Absec.

Abstudy schooling comprises the following main elements: living allowances and living away from home allowances; payment of fees and fares; direct educational assistance; education and vocational guidance programs; orientation and special purpose visits; and some additional assistance in special circumstances. Abstudy tertiary allowances include: living allowances and living away from home allowances and independent rate allowances; additional payments for dependents;

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incidentals allowances for fees, books and equipment; administrative charges; fares and other ancillary assistance; and special assistance to maximise success in courses such as tutorials, field trips, study tours, conferences and seminars.

Apart from the amalgamation the scheme underwent other major changes included:

- higher rates of assistance to Aboriginal students and trainees 21 years and over in award courses, other courses leading to entry to award courses and other courses assessed by the Commonwealth Public Service as having employment outcome;
- increased allowances linked to rates of unemployment benefits to create incentives to remain in school until Year 12;
- payment of an education supplement by term for under 16 year-olds living at home (instead of fortnightly payments as before); and
- introduction of income testing on some allowances.

### Abstudy - Special courses element

Abstudy has a special courses element which provides funding for courses where appropriate courses are unavailable to Aboriginal and Torres Strait Island students. In recent years funding has also provided student support in institutions, such as enclave arrangements.

There are four categories identified for allocation of special course funding:

- higher education;
- non-government organisations (normally Aboriginal);
- State institutions; and
- non-institutional.

In higher education institutions funding has been provided for:

- academic positions to support courses;
- tutorial positions to support courses;
- coordinator/counsellor/liaison positions to provide academic and social assistance;

- expenses incurred in bridging courses leading to award courses;
- staff travel costs for off-campus supervision; and
- clerical and administrative costs.

The institutions and courses which have been funded include:

<b>DEAKIN UNIVERSITY, VICTORIA</b>	Bachelor of Aboriginal Teacher Education Program
<b>JAMES COOK UNIVERSITY, QUEENSLAND</b>	Aboriginal and Islander Teacher Education Program
<b>SA COLLEGE OF ADVANCED EDUCATION</b>	Aboriginal Studies and Teacher Education Centre, Anangu Teacher Education Program
<b>BATCHELOR COLLEGE, NT</b>	Remote Area Teacher Education and The Associate Diploma in Community Management, the Certificate in Office Administration, the Associate Diploma in Applied Sciences (Community Broadcasters). These courses are designed to encourage remote area students to undertake some of the courses on-campus and some off campus in their communities
<b>WA COLLEGE OF ADVANCED EDUCATION</b>	Traditional Aboriginal Teacher Education and Off-Campus Teacher Education Program
<b>WA COLLEGE OF ADVANCED EDUCATION</b>	The Advanced Education Entry Certificate and the General Education Certificate to upgrade literacy and numeracy skills for entry to higher level courses
<b>SA COLLEGE OF ADVANCED EDUCATION</b>	The Associate Diploma in Aboriginal Studies

## A Chance for the Future

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### NEWCASTLE CAE, NSW

A course in nutrition which attracts remote area students from the Northern Territory.

Non-government institutions and organisations run primarily by Aboriginal people receive support for courses related to numeracy, literacy and basic education skills, business studies, tertiary preparatory courses and early childhood development. These include:

- Tranby College, NSW - courses in general skills, business studies and tertiary preparation;
- Aboriginal Training and Cultural Institute, NSW - early childhood workshops for NT students. In the past the Institute has offered courses for community leaders;
- Koori Kollij, Victoria - provides a Health Worker Certificate Course and general skills courses;
- Aboriginal Community College in South Australia which offers on-campus courses in general skills, office administration and store keeping; and
- Institute for Aboriginal Development which offers general skills community management and literacy courses.

Under the funding to State institutions, a number of technical and further education (TAFE) colleges receive funding for a wide range of courses including general education, work preparation, welfare, teacher education, certificate entry, as well as courses to meet educational and vocational requirements. TAFE will be discussed in more detail in relation to the provision made by each of the States and the Northern Territory. Non-institutional courses are also conducted by individuals contracted or hired by a State Office for that purpose. These courses are initiated by Aboriginal people and cover a range of subjects including Aboriginal culture and language, general skills, homemaker training, self-assertion and music. There is funding of Aboriginal organisations to provide this training in some cases.

### Other training programs

In the training area, the Department of Employment, Education and Training has the Training for Aboriginals Program (TAP). TAP provides training for employment in the public, private and community sectors. The particular programs available under TAP in the community enterprise and community development areas are:

## Appendix 5

- the Enterprise Management Training Scheme providing specifically developed structured formal and/or on-the-job training to Aboriginal enterprise managers and boards of directors;
- the Community Management Training Scheme providing specifically developed structured formal and/or on-the-job training to Aboriginal community project managers, administrators and community council members (including training packages for discrete Aboriginal local government);
- a range of other Special Projects including operational training and job skills courses, and on-the-job training placements concerned with the job skills development for Aboriginal employees in community enterprises and Community Development Employment Projects; and
- community work information visits to enable individuals or small groups from remote Aboriginal communities who are contemplating new ventures to inspect other Aboriginal communities or non-Aboriginal enterprises and examine, first hand the workings of enterprises and development projects.<sup>3</sup>

### Schooling programs

The provision of education programs by State/Territory Governments (described later in the chapter) is supplemented by Commonwealth programs funded by DEET.

The Remote Area Program for Aborigines (RAPA) was introduced to provide specific courses to improve the educational level and the employability of Aboriginal students in remote communities. RAPA courses have a vocational and community development orientation and are directed towards Aboriginal students aged 12 to 15 years in remote areas for whom schooling opportunities beyond primary level are restricted.

In 1986-87 a small scheme to increase the number of teachers interested in working in schools with a high Aboriginal enrolment was established to ease the placement of qualified and suitable teachers in these schools. The Western Australian, South Australian and Northern Territory Education Departments all participate in the scheme as well as the Catholic Education Commission and a number of independent Aboriginal schools.

DEET provides funding for independent schools since the transfer of DAA funds and programs. In 1987-88 the Department provided almost \$2 million for 16 Aboriginal independent schools throughout Australia, the majority of which are located in remote areas.

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For several years the Commonwealth Government has supported placement of Aboriginal Teaching Assistants (ATAs) in schools with a high Aboriginal enrolment, a program which is the responsibility of DEET. In 1988 the Commonwealth funded 404 of the 800 positions in primary and secondary school. Due to concern in the past that some States were reluctant to fund ATAs, the States have been encouraged to accept this responsibility and provide more formal training opportunities and career structures for ATAs.

Within the Commonwealth-funded Capital Grants Program for government and non-government schools there is a specific Aboriginal and Torres Strait Islander (ATSI) element. This program augments existing capital support to schools with majority Aboriginal and Torres Strait Islander populations. Priorities for assistance in this program are the provision of:

- permanent and transportable buildings to communities where present educational facilities are inadequate or non-existent;
- facilities required to commence or extend secondary education;
- student residential accommodation where needed; and
- facilities required to set up regional curriculum resource centres.

The Commonwealth Government recognises that some education courses are not fully suited to the needs of Aboriginal students and are taking steps to support the development of a range of special curriculum projects.

Departmental Aboriginal education programs at the State office and regional office level are administered by field officers who are Education Officers and Aboriginal Education Liaison Officers. They also liaise with communities about their educational needs and endeavour to meet these with appropriate Commonwealth programs.

## Department of Aboriginal Affairs Programs

### Aboriginal Organisation Training Program

The Aboriginal Organisation Training Program (AOT) funded by the Department of Aboriginal Affairs aims to improve performances through training of staff and executives. The AOT program does not fund courses leading to formal qualifications as the Department of Employment, Education and Training provides assistance for formal training. The intention is for AOT to complement formal education and training measures. Under AOT, grants are provided to meet the training needs of staff, executives and councillors of Aboriginal and Torres Strait Islander organisations and councils which are funded by the Department of

## Appendix 5

Aboriginal Affairs. AOT is directed at informal, job-related training of short duration. Many of the training programs funded under AOT are provided on-site. However, a representative of the Department of Aboriginal Affairs stated that one of the problems with on-site training was the lack of suitable trainers and training facilities particularly in the remote communities through whom programs under AOT can be provided.<sup>4</sup>

Training in the following areas has been provided under AOT:

- bookkeeping and financial record-keeping;
- other aspects of administration, including office procedures, submission and report writing, and requirements of government agencies;
- management skills, including policy setting, decision making, planning, directors' responsibilities, meeting procedures and legal aspects of Aboriginal and Torres Strait Islander organisations;
- supervision and administration of Community Development Employment Projects; and
- local government.

AOT developed from a small program (\$0.963m in the first year) to be worth \$3.7m in 1988/89. The Department of Aboriginal Affairs stated that the program would double for the financial year 1989/90. As a result the Department considered that the program will begin to have a significant impact and consideration is being given to developing an overall strategy for the program.<sup>5</sup>

### **Commonwealth Department of Immigration, Local Government and Ethnic Affairs - Office of Local Government**

The Commonwealth Office of Local Government noted that it had no means of providing for a comprehensive training program in the area of Aboriginal local government. Under its Local Government Scholarship Scheme it does fund a small number of scholarships to assist councillors and employees of small councils to attend management courses at the Institute of Local Government Studies in Canberra. These courses do not cater separately for the specialised needs of Aboriginal local governments. The Office is currently reviewing its training provisions for Aboriginal and Islander Local Government in order to provide options for its Minister's consideration.<sup>6</sup>

## State And Northern Territory Programs

This section will describe the provision of Aboriginal education and TAFE programs in each of the States which provided submissions and the Northern Territory.

### Queensland

#### Schooling

The Queensland Department of Education stated that it provides a range of special educational programs and support in pre-school, primary and secondary school areas for Aboriginal and Torres Strait Islander students in Aboriginal and Islander communities. These programs include:

- specific curriculum development;
- the provision of additional teaching staff;
- the employment of Aboriginal teaching assistants;
- pre-service and in service training of non-Aboriginal teaching staff; and
- consultation with Aboriginal people through the Queensland Aboriginal and Torres Strait Island Consultative Committee.

#### TAFE programs

Queensland TAFE noted that it is involved with remote Aboriginal and Islander communities through its college network. Five colleges with remote communities in their districts employ Aboriginal Education Field Officers to consult with communities and identify training needs. Many of the courses provided relate to support services such as plant operators, typing, truck driving and meeting procedures.

A School of Aboriginal and Islander Studies opened in Cairns College in 1987 to provide more of the training needs on site. According to the Queensland Government submission, consideration is being given to the location of permanent adult educators in remote areas to cover vocational education and training. There are also plans to open a TAFE annexe on Thursday Island with two staff. Courses will meet the community needs depending on funding and staffing. Associate Diploma of Business Courses are being conducted at the Cairns and Kangaroo Point Colleges of TAFE.

### **Other programs**

The Queensland Local Government Industry Training Committee is conducting a three year training program for councillors, staff and communities of the Queensland Aboriginal and Islander Councils. The program was developed in conjunction with the Departments of Employment, Education and training and Aboriginal Affairs. Training is provided on site.

## **New South Wales**

### **Schooling**

The New South Wales Department of Education has employed specialists in Aboriginal education in a number of areas to address the particular needs of primary and secondary school Aboriginal children. Areas of assistance include:

- Aboriginal Education Assistants (formerly Teacher Aides);
- Home School Liaison Officers (Aboriginal Community Support) established in 1987 for dealing with non-attendees;
- Regional Aboriginal Education consultants for support to teachers and Aboriginal communities in Aboriginal education;
- Aboriginal Education Unit to ensure Aboriginal Education Policy and perspectives in all public schools;
- Aboriginal Resource Teachers to provide support to students; and
- Aboriginal Education Resource Teachers, focusing on language development in primary school years.

Before policies and plans are implemented, consultation is sought with Aboriginal communities on educational issues affecting Aborigines. The NSW Aboriginal Consultative Group (NSW AECG), provides a community-based view on educational matters. The secretariat of the AECG was established to provide administrative support to the State Committee which comprises the President, the Vice President and 17 regional representatives from NSW who meet twice a year to discuss developments in their areas. Community members from each region attend these meetings to ensure a broad level of consultation takes place.

### **TAFE programs**

Through its Aboriginal Education Unit, NSW TAFE conducts building, agricultural and management courses for Aboriginal communities. There are 15 Aboriginal

coordinators throughout the State who consult with local communities about their training needs and courses they wish to participate in. Courses then are adapted to the particular needs of communities.

NSW TAFE was funding Tranby College for tertiary education preparatory, skills education and business studies courses run by the College. This funding ceased in 1989. Tranby has also been funded by TAFE to develop and conduct management workshops for regional and local Aboriginal Land Councils. These workshops have covered matters such as the operation of the Land Rights Act, accounting/management skills and enterprise development and management.

There has also been the development in New South Wales of joint TAFE-school courses which are designed to combine the type of training provided by TAFE within the structure of a secondary school. For schools in which there are large numbers of Aboriginal students these courses have been extended to years 9 and 10 as well as the usual years 11 and 12.7

#### **Other programs**

The Department of Industrial Relations and Employment ran a Management Skills in the Community Program for 10 Aboriginal women in northern New South Wales. The women attended Lismore TAFE under a block release system whilst also working with Aboriginal community organisations. The women received instruction in accountancy, bookkeeping and general office management. Eight of the 10 women obtained employment on completion of the program.

A three year part-time Associate Diploma in Aboriginal Health and Community Development is offered at Cumberland College for Aboriginal Health Workers in NSW. Health workers are encouraged to attend. A number of Aboriginal apprentices in the building trades participate in a scheme sponsored by the Department of Public Works.

## **South Australia**

No information was provided on schooling programs in South Australia.

#### **TAFE programs**

The School of Aboriginal Education within the South Australian Department of TAFE has five regions which provide a network of community educators and lecturers throughout the State. The South Australian Government submission stated that consideration is also being given to the establishment of a TAFE College in the Pitjantjatjara lands. Programs within each region are coordinated by a senior lecturer and taught by community educators and lecturers. It was noted that courses are decided after extensive consultation with Aboriginal communities.

## **Appendix 5**

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The content of programs embraces a wide range of skills from vocational and trade skills to para-professional roles (health workers and education workers) to literacy, numeracy and general studies to administrative and management skills.

The South Australian Government stated that its Aboriginal TAFE programs are:

- community education programs which are determined by the community and directed to its development;
- needs based rather than being part of a set of pre-determined courses; and
- available in non-formal, semi-formal and formal modes both inside and outside educational institutional frameworks.

Specifically in terms of community management training, TAFE's role is to provide workshops directly associated with community/organisation priorities. These are funded through DAA's Aboriginal Training Program (AOT) or DEET under its various training programs, and may include:

- councils, incorporations and constitutions;
- administration, budgeting and financial management;
- the community council as employer;
- establishing and operating enterprises; and
- other management-related issues defined by communities or organisations.

TAFE also provides a Community Management Certificate Course. A lecturer in community management will also be employed to conduct formal and informal workshops for Aboriginal communities to assist in management training.

### **Other programs**

The South Australian Government stated that it recognised that apprenticeships and traineeships are essential if communities are to be self-managing of their utilities and facilities. The submission from the South Australian Government proposed an extension of the State-wide Aboriginal Group Training Scheme to the Pitjantjatjara lands and the west coast region.

To do this it is proposed that four extension training support officers would be required to:

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- recruit apprentices and trainees;
- coordinate training of on and off-the-job combinations;
- place in employment and rotate apprentices and trainees; and
- provide supervision and support to apprentices and trainees during the contract period of training.

The aim is to have an additional 40 young Aboriginal people in training at the end of the first two years. This will require substantial funding on a recurrent basis.

The Aboriginal Works Unit within the Department of Housing and Construction has the responsibility for coordinating essential services to Aboriginal communities in South Australia. This responsibility will include training in essential service maintenance.

## Western Australia

### Schooling

The Western Australian Government claimed in its submission that it recognises that children in isolated Aboriginal communities are entitled to relevant educational services and it is aware of the difficulties of delivering such services.

To help overcome these difficulties teachers in Western Australia are now required to serve three-year terms in each location in order to provide continuity and enable longer term planning by staff in all schools. Other programs designed to overcome these problems are "Early Literacy In-Service Course", the "Maths in the Early Years" programs and a greater involvement of parents in developing school programs.

Post-primary school facilities are available at One Arm Point, Kalumburu, Looma, La Grange, Onslow, Warburton, Jamieson, Blackstone, Wingellina and Warrakina. It is recognised that this service needs to be extended but the Western Australian Government stated that sufficient funding levels are not readily available from State revenue.

Another initiative being developed is the Post Compulsory Schooling Program which it is said will provide a more flexible approach to curriculum development for post year 10 students and an opportunity for community needs to be met in vocational courses, community management and other skill-based subjects. This approach is also supported by the Commonwealth's Remote Areas Program.

There are also a large number of Catholic and Independent Schools for Aboriginal communities in remote areas in WA, particularly in the Kimberleys, which use

Ministry of Education courses adapted to the communities and usually offer instruction in local Aboriginal languages.

## Northern Territory

### Schooling

Special measures taken by the Northern Territory Government to improve the educational opportunities for Aboriginal students in remote communities include:

- employment of Aboriginal Assistant Teachers;
- special advisers and resource teachers;
- development of special curricula including bilingual programs;
- special TAFE courses; and
- post primary classes and specialised colleges such as Batchelor College where training is provided in an environment sympathetic to the needs of Aboriginal students away from home.

The Aboriginal Educational Consultative Group, FEPPI, provides the Minister and Secretary with policy and administrative advice for Aboriginal people and encourages Aboriginal participation in the educational decision-making processes.

Batchelor College enables Aboriginal people to gain skills needed in professional/para-professional occupations, to gain skills needed to manage their own affairs and to gain employment. Courses are primarily for the Associate Diploma of Teaching (Aboriginal Schools) on a full-time basis or through a modified RATE program. Students can continue to a Bachelor of Arts (Education) with Deakin University. The Associate Diploma of Adult Education is also available and a Diploma of Teaching is currently being developed. The College's Community Management Education Centre provides a three-year Associate Diploma in Community Management, and a two-year Certificate of Office Administration. The Centre is funded by the Territory and Commonwealth Governments and funding for expansion is currently being considered.

### TAFE programs

The NT Open College of TAFE (NTOC) has regional offices located in Alice Springs, Katherine, Tennant Creek, Palmerston and Nhulunbuy. As well there are 42 adult educators based in Aboriginal communities. NTOC's two major initiatives are the establishment of eight pilot community education centres in Aboriginal communities in 1988 and the modular integrated training system (MITS).

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The Northern Territory Government noted that it had established Community Education Centres (CEC) in a number of communities which were designed to draw together all post-year 7 education activities, including adult education. Eight trial locations now operate in the NT following consultation with Aboriginal communities. Courses to be offered should include general studies, literacy, language and TAFE Certificate Award Courses for community self-management, enterprise development and self-sufficiency.

The Modular Integrated System (MITS) aims at equipping Aboriginal people with employable skills in trade areas such as automotive mechanics, carpentry and welding. It provides a modular training method which allows students to complete units at their own pace and also recognises previously acquired skills and knowledge.

The Alice Springs College of TAFE Centre for Appropriate Technology was established in 1979-80 with assistance from the Federal Department of Aboriginal Affairs. It provides a workshop complex offering training in trade-based skills as well as a research centre for development of alternative technology products relevant to communities. The centre has developed a proposal for an Aboriginal Technical Worker Training Scheme that is discussed later in the report.

### Other programs

The Northern Territory stated that 'hands-on' training was provided by its Office of Local Government field staff to assist Aboriginal councils in areas such as meeting procedures, bookkeeping, budget preparation and general management and personnel practices.<sup>8</sup>

The Northern Territory Power and Water Authority conducts a regular training program for local Aboriginal people on power house operation and management. Training is conducted in Darwin and Alice Springs and involves attendance at three two-week training sessions over a period of 18 months to two years. These trainees are then expected to provide contracted assistance in power house maintenance. The Northern Territory Government noted the need for more training in all communities in power and water management and indicated the desirability of community-based training.

Health worker training is provided at centres in Alice Springs, Katherine and Nhulunbuy. This training is carried out under the auspices of the Northern Territory Department of Health.

A work-based skills development programs was introduced in 1985 to improve basic work skills and achieve upward mobility of Aboriginal people in the Northern Territory public service. It was claimed by the Northern Territory Government that this also assists in raising the overall level of administrative skills available to Aboriginal people and their communities.<sup>9</sup>

## ENDNOTES

1. See AEDP Policy Paper No.1, Aboriginal Employment Development Policy Statement, AGPS, Canberra, 1987.
2. AEDP Policy Paper No.4, Education and Formal Training Strategies, AGPS, Canberra, 1987, p.1.
3. AEDP Policy Paper No.3, Community-Based Employment and Enterprise Strategies, p.10.
4. Transcript of Evidence, p.773.
5. Transcript of Evidence, p.775.
6. Transcript of Evidence, p.S1827.
7. Transcript of Evidence, p.676.
8. Transcript of Evidence, p.S1316.
9. Transcript of Evidence, p.S1332.

**Appendix 6**

**Aboriginal Hostels Ltd**

**Accommodation Provisions In States And Territories**

**For**

**Aboriginal And Torres Strait Islander**

**Tertiary Students And Trainees**

**As of 1 April 1989**

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	LOCATION	NUMBER OF BEDS
<b>Western Australia</b>		
Applecross Hostel	Perth	6
WACAE Rent Subsidy Scheme	Perth	14
Curtin University Rent Subsidy Scheme	Perth	10
Boomerang Youth Hostel	Geraldton	14
Ieramugadu Houses	Roebourne	8
Sub-total .....		52
<b>Queensland</b>		
Yumba Hostel	Brisbane	25
Gunya Rent Subsidy Scheme	Toowoomba	9
Woongara Hostel	Rockhampton	9
Petford Farm Hostel	Cairns	28
Sub-total .....		71
<b>New South Wales</b>		
Liverpool Road Hostel	Sydney	9
Chicka Dixon Hostel	Sydney	12
Tony Mundine Hostel	Sydney	30
Tranby College	Sydney	15
Marrickville Housing Rent Subsidy Scheme	Sydney	4
Durangaling Hostel	Newcastle	22
Newcastle Rent Subsidy Scheme	Newcastle	7
All Hallows Hostel	Bathurst	30
Ee-Kee-Na Houses	Armidale	17
Lismore House	Lismore	8
Sub-total .....		154

**LOCATION      NUMBER OF BEDS**

**Australian Capital Territory**

CCAE Rent Subsidy Scheme	Canberra	9
<b>Sub-total</b>		<b>9</b>

**Victoria**

R Roy Harison Hostel	Melbourne	10
Harold Blair Hostel	Melbourne	13
Gladys Nicholls Hostel	Melbourne	10
Wareen Hostel	Geelong	7
BCAE Rent Subsidy Scheme	Bendigo	2
Churchill Houses	Churchill	10
<b>Sub-total</b>		<b>52</b>

**South Australia**

Nindee Hostel	Adelaide	19
Karinga Hostel	Adelaide	8
Luprina Hostel	Adelaide	21
Rosewater Boarding House	Adelaide	21
Sussex Street House	Adelaide	8
Roseworthy College Rent Subsidy Scheme	Adelaide	8
SAIT Rent Subsidy Scheme	Adelaide	8
Newcastle Street Houses	Adelaide	12
<b>Sub-total</b>		<b>105</b>

**GRAND TOTAL** **443**

Of the above accommodation operations, 13 are managed by Aboriginal Hostels Ltd. The other 21 operations are managed by community organisations and funded under the Company's Community Support Hostels Program.

## **Additional Provisions in 1989 for Students and Trainees**

As a result of research, the Company expects to make the following additional accommodation provisions for students and trainees in 1989.

	LOCATION	NUMBER OF BEDS
<b>Northern Territory</b>	Darwin	36
<b>Queensland</b>	Toowoomba	20
	Townsville	16
<b>New South Wales</b>	Sydney	9
<b>Victoria</b>	Melbourne	10
	Geelong	6
	Clayton	21
	Bendigo	10
<b>South Australia</b>	Adelaide	12
<b>TOTAL</b>		<b>140</b>

Source: Transcript of Evidence pp. S2614-S2616