

Mr James Catchpole
The Committee Secretary
House of Representatives Standing Committee on
Aboriginal and Torres Strait Islander Affairs
Parliament House
CANBERRA ACT 2600

Dear Sir

RE: RESPONSE BY THE NORTHERN TERRITORY GOVERNMENT
TO QUESTIONS FROM THE COMMITTEE

On Tuesday March 2, 1999, the Northern Territory Government gave preliminary evidence before the Committee in Darwin. A number of questions were taken on notice and the Territory also gave an undertaking to clarify or confirm several other points. These are dealt with below.

Health, Education and Employment

At the hearing, the Chairman sought up-to date statistics on health, education, unemployment and other indicators of Aboriginal well-being. The *1994 National Aboriginal and Torres Strait Islander Survey: Northern Territory*, published by the Australian Bureau of Statistics (ABS) in September 1996, is the most recent and comprehensive survey on a range of relevant topics. A copy is attached. Also appended is a series of eight reports resulting from this survey which indicate health, education, employment and other social issues within the various ATSIC regions of the Northern Territory. An overview of each region is also provided.

The *1996 Census of Population and Housing* in relation to Aboriginal and Torres Strait Islander people in the Northern Territory was released by the ABS in 1998. The attached copy provides further information on employment and education. The NT Labour Market Survey by the Commonwealth Department of Employment, Workplace Relations and Small Business examines the employment situation of Aboriginal and non-Aboriginal Territorians. In relation to education,

two documents are supplied. Both deal with education outcomes in Territory schools.

A further report by the ABS, published in December 1998, deals with demographic data on the Territory population including the causes of death amongst indigenous people. Smoking is covered in detail in a recent publication by Territory Health Services. A list of all documents relating to health, education and employment is at Appendix 1 and these reports are supplied to assist the Committee.

Local Government Organisations

There are no organisations with “jurisdiction” over Aboriginal land. The land title for land scheduled under the *Aboriginal Land Rights (Northern Territory) Act 1976* is held by an Aboriginal Land Trust on behalf of Aboriginals entitled by Aboriginal tradition to the use or occupation of the land concerned. There are, however, three principal types of organisations operating within Aboriginal lands - four Land Councils, seven ATSIC Regional Councils and a number of Local Government bodies.

The Land Councils’ function is to ascertain and express the wishes and the opinions of Aboriginals living in the area of the Land Council as to the management of Aboriginal land in that area and as to appropriate application of legislation concerning that land.

ATSIC devises and carries out programs to improve the physical, cultural and social well-being of Aboriginal people and monitors Government programs concerned with Aboriginal development.

Local Government is the primary means of providing a framework for management and leadership at a local level. There are 6 municipalities, essentially similar to municipalities elsewhere in Australia, 32 Community Government Councils (all incorporated under the *Local Government Act*), 29 Incorporated “Association” Councils (incorporated under the *Association Incorporations Act* - with 4 exceptions), and 2 Special Purpose Towns.

Independent boundaries are recognised by each of these organisations.

House Construction Approval

Aboriginal land scheduled under the *Land Rights) Act 1976* is registered in an Aboriginal Land Trust supported administratively by one of the four Land Councils. The Land Trusts hold title to land for the benefit of Aboriginals entitled by Aboriginal tradition to the use or occupation of the land concerned. Land tenure and ownership of assets, and therefore ultimate decision making responsibilities, rest

with these traditional Aboriginal owners. Nevertheless, the responsibility for decisions on the ground is usually shared by a range of organisations. These organisations and the relationships between them will vary from one community to the next.

The *Planning Act* has not been extended to remote Aboriginal communities although there is some Aboriginal land; for example - Amoonguna, which falls within an existing planning area. Serviced Land Availability Plans (SLAP's) are developed by the Northern Territory Government in partnership with the Land Councils and traditional Aboriginal owners and each individual Community Government Council, Incorporated Association or Out Station Resource Centre. The intent of these plans is to aid the coordinated development of community services; at their simplest they are 'pipes and wires' maps. These plans outline areas of particular cultural significance such as sacred sites (as determined by the traditional Aboriginal owners in conjunction with the Aboriginal Areas Protection Authority) and define serviced areas available for general use. Having gained approval from the traditional Aboriginal owners for these areas to be available for development, including the construction of houses, the monitoring of land use is then carried out by various Territory and Commonwealth agencies working through community organisations such as the local council and housing association.

In cases which effect land title it is not possible to proceed without obtaining approval through the Land Council and Land Trust via the procedures set out in the *Land Rights Act*. In most cases, however, the construction of houses is an issue which is dealt with by Territory and Commonwealth Government bodies in the interests of the community as a whole. To a large extent this process is independent of Land Councils and Land Trusts with the community organisations resolving issues with traditional Aboriginal owners. There are no known instances in the Territory where community housing organisations have entered into lease arrangements for their housing areas with Aboriginal Land Trusts. There are however, some communities where housing for Government employees has been constructed on land leased from the Land Trust pursuant to section 19 of the *Land Rights Act*. One effect of this situation is that housing and community infrastructure assets, including the essential service components, may in fact be the property of the Land Trust and not the Government Authority or Community Organisation responsible for their construction and maintenance.

The Indigenous Housing Authority of the Northern Territory (IHANT) is a formal partnership between the Territory, the Commonwealth and ATSIC responsible for the development of Aboriginal housing policy and the allocation of available funds for Aboriginal housing (currently about \$40m per year). IHANT provides funding on the basis of recommendations from the ATSIC Regional Councils based on needs

assessments. Once the houses have been constructed it is generally the function of the relevant local housing body to allocate those houses equitably. These organisations are also responsible for the collection of rent or service charges from tenants and the management of maintenance programs.

NT Laws to Apply to Aboriginal Land

The Northern Territory Government, and the Central and Northern Land Councils, made extensive submissions on the issue of the application of Northern Territory laws to Aboriginal land to the Reeves inquiry. Mr Reeves, in his report, has comprehensively analysed those submissions, the comments and findings of Aboriginal Land Commissioners and the general legal background.

It is not an issue of listing what laws should apply and what laws should not apply. Indeed all laws will apply because that is what the *Land Rights Act* says. The point at issue is the extent the laws of the Territory are capable of concurrent operation with the Act.

Mr Reeves concludes that there is a continuing uncertainty and that uncertainty should be resolved. The suggestion of the Territory that the subject areas of laws could be defined has been picked up by Mr Reeves; in fact he has taken the idea further and probably dealt with it more accurately.

Section 74 of the *Land Rights Act* provides:

This Act does not affect the application to Aboriginal land of a law of the Northern Territory to the extent that the law is capable of operating concurrently with this Act.

As cited in the Reeves Report, Justice Toohey in his 1983 Review said:

It is apparent from s.74 of the *Land Rights Act* that there is no intention by the federal Parliament to legislate exhaustively in respect of Aboriginal land. It follows that unless a law of the Territory is incapable of operating concurrently with the *Land Rights Act*, it may apply to Aboriginal land. Thus a whole range of statutes dealing with matters such as planning, bush fire control, stock diseases, boundary fences and access to land for the purpose of boundary fencing or recovering stray stock apply to Aboriginal land as much as they do to any other land in the Territory.

The Reeves recommendations seek to provide legislative certainty by recommending the specification of subject areas for Territory laws to apply to Aboriginal land, the repeal of s.74, amendments to s.71, and other revisions to ensure the protection of traditional Aboriginal rights and compliance with fencing cost requirements under the *Fences Act*. These subject areas are environmental protection and conservation, public health and safety, supply of essential services, maintenance of law and order and the administration of justice.

Without being exhaustive, such legislation could include the *Biological Control Act*, *Bushfires Act*, *Dangerous Goods Act*, *Domestic Violence Act*, *Environmental Assessment Act*, *Essential Goods and Services Act*, *Fire and Emergency Act*, *Heritage Conservation Act*, *Juvenile Justice Act*, *Kava Control Act*, *Liquor Act*, *Meat Industries Act*, *Noxious Weeds Act*, *Police Administration Act*, *Prevention of Pollution of Waters by Oil Act*, *Public Health Act*, *Soil Conservation and Land Utilisation Act*, *Stock Diseases Act*, *Summary Offences Act*, *Territory Parks and Wildlife Conservation Act*, *Waste Management and Pollution Control Act*, *Water Act*, *Water Supply and Sewerage Act* and *Work Health Act*.

Under the Reeves recommendations, such laws will apply to Aboriginal land without effect on the traditional right to use and occupy land other than to the extent such use and occupation would be directly inconsistent with the effective operation of the law of the Northern Territory. Any other law of the Northern Territory would apply other than to the extent it would be directly inconsistent with the *Land Rights Act*.

Anmatjere Land Council

Mr Snowdon asked the question: "Can you tell me how much money you have expended on the Anmatyerre breakaway land council?"

The amount paid to the end of March 1999 is \$28,425.

Alcoota Land Claim

Mr Snowdon also asked for "... advice as to the current status of any legal proceedings which might be funded by the Northern Territory Government in relation to the Alcoota land claim."

The Northern Territory is funding the Alcoota Aboriginal Corporation (holder of the Alcoota pastoral lease) and Arthur Turner (Chairman of the Corporation and a 'traditional owner' of Alcoota) who also sues on behalf of three other members of the Corporation and traditional owners of Alcoota. The Supreme Court action is against Justice Peter Gray (Aboriginal Land Commissioner), the Administrator of the Alcoota Aboriginal Corporation, the Registrar of Aboriginal Corporations (who appointed the Administrator), the Central Land Council and claimants in the land claim, a neighbouring pastoral lessee who holds a grazing licence and a sub lease over Alcoota and ATSIC.

The Statement of Claim makes numerous allegations revolving around the allegation that the so called 'consent' given by the Alcoota Aboriginal Corporation for lodgement of the land claim as required by

s.50(2C) of the *Land Rights Act* was never actually given or was invalid. James Noonan and Associates act for the Plaintiffs.

The proceedings have not progressed very far since 1996 when the Writ was filed. A Statement of Claim has been filed. Some requests for further and better particulars have been served on the Plaintiffs by the Defendants. There has been some discussions between the Plaintiffs and the Registrar of Aboriginal Corporations to amend the Statement of Claim to exclude the Registrar as a party. No defences have been filed as yet.

The Territory also funded Arthur Turner and co's representation in the Aboriginal Land Commissioner's Case Stated to the Full Federal Court regarding many of the above issues. The Full Court declined to answer most of the Commissioner's questions because there were disputed facts which the Court said would be best dealt with in the Supreme Court proceedings. That action is now complete.

Correction

On page 16, paragraph 7, the response to a question from the Chair was by Mr Joyce, not Mr Jones as shown.

Acquisition

Mr Melham sought the Territory's considered view on whether certain amendments to the *Land Rights Act* would give rise to an acquisition of property for which compensation would be payable on just terms. It is the view of the Northern Territory that s.51(xxxi) does not apply to the acquisition of property in a territory so that the question is misconceived. Ultimately it is a matter of the Commonwealth to decide on the legal requirements for any proposal to amend the *Land Rights Act* and the Northern Territory would not presume to offer legal advice to the Commonwealth on the matter. However there are some matters which require comment.

Consideration of these issues revolves around the question: does s.51(xxxi) of the Constitution apply to the acquisition of property in the Northern Territory? This issue was determined by the High Court in *Teori Tau v The Commonwealth* (1969) 119 CLR 564. The answer is "no", it does not apply. However the High Court has had reason to reconsider this position in *Newcrest Mining (WA) Ltd v Commonwealth* (1997) 147 ALR 42 where three of the of majority upheld a submission to overrule *Teori Tau*.

Elliott Stock Yards

The Elliott Trucking Yards and Public Dip located in Northern Territory Portion 3869 were included in a Deed of Grant to the Gurungu Land Trust in error. This error has been acknowledged by successive Commonwealth Governments. It is open to the Commonwealth to remedy this error by amending the Act such that the Deed of Grant executed by the Governor-General is taken, to the extent to which it relates to the Elliott stockyards, never to have been executed. Further, to avoid doubt, such an amendment could include a provision that any estate or interest held by the Gurungu Land Trust is taken to cease to exist. If the Commonwealth is liable to pay compensation to ensure the invalidation or acquisition is on just terms, then the Commonwealth should appropriate funds from the Consolidated Revenue Fund. The Federal Court should have jurisdiction with respect to any matters arising under this amendment. This matter is now dealt with in the *Aboriginal Land Rights (Northern Territory) Amendment Bill (No.2) 1999* which is subject of an inquiry by the Senate Standing Committee on Finance and Public Administration.

Regional Land Councils and Land Trusts

Reeves recommends that Aboriginal land be vested in Regional Land Councils as opposed to Aboriginal Land Trusts. However he describes as a function of the Regional Land Council “to hold in trust all Aboriginal land in its region for the benefit of all Aboriginal people who are entitled by tradition to use or occupy that land.” Assuming that s.51(xxxi) applies in the Northern Territory, the voluntary transfer of such land between bodies may occur without s.51(xxxi) implications, however amendments to the *Land Rights Act* will be required. The transfer may occur if s.51(xxxi) is complied with, to the extent there is an “acquisition of property”.

Application of Territory Laws

Concerning the recommendations by Mr Reeves about the application of Northern Territory laws to Aboriginal land, these appear to raise no issues in respect of s.51(xxxi) as there is no “acquisition” let alone “acquisition of property”. The rights in land afforded by the *Land Rights Act* are rights to receive benefits as a statutory entitlement. Statutory rights are inherently susceptible to variation and change. (see: *Mutual Pools v The Commonwealth* (1994) 179 CLR 155, *Health Insurance Commission v Peverill* 179 CLR 226, *Re Director of Public Prosecutions: ex parte Lawler* (1994) 179 CLR 270, *Geogiades v Australian and Overseas Telecommunications Corporation* (1994) 179 CLR 297.)

The legal regime applying to regulate general legal rights over land, such as whether stock disease laws apply, is the type of rights that

are inherently susceptible to variation and change without affecting an acquisition of property.

Native Title and Land Rights

Reeves recommends that a past or future grant of land under the *Land Rights Act* extinguishes native title rights and interests in that land noting that:

- the future act provisions of the *Native Title Act* do not apply to Aboriginal land;
- any future activity on Aboriginal land will be dealt with under the *Land Rights Act* not the *Native Title Act*;
- a native title holder's rights to use or occupy the land are protected under the *Land Rights Act*; and
- if the *Land Rights Act* regulates native title rights in relation to Aboriginal land then a native title holder will be subject to the provisions of the *Land Rights Act* in relation to the exercise of the native title rights.

Objections to these findings and recommendations are based on the finding of the Federal Court in *Pareroultja v Tickner* 42 FCR 32 that native title may co-exist on Aboriginal land. In rejecting a special leave application, the majority of the High Court made it clear that they did not necessarily agree with the Federal Court:

In saying that, we are not to be taken as necessarily agreeing with the conclusion of the Full Court that a grant of an estate in fee simple to a Land Trust under the Aboriginal Land Rights (Northern Territory) Act 1976 (Cth) is consistent with the preservation of native title to the land subject of that grant.

Reservation of the Ownership of Living Fish and Native Fauna

Reeves believes it is desirable to confirm the common law position in relation to the ownership of living fish and native fauna on Aboriginal land. The Northern Territory believes the statements by Mr Reeves are an accurate statement of the law. Assuming s.51(xxxi) applies in the Northern Territory, there is no acquisition of property in this regard.

Aboriginals Benefit Reserve

As indicated at the hearing in Darwin, the Territory does not have access to information about the operations of the Commonwealth's Aboriginals Benefit Reserve other than that which is available on the public record. A copy of the most recent report is provided for the Committee's information.

Reeves recommends the Act be amended to provide a clear statement of purposes for the distribution of funds from the Reserve and that it

should be administered by the Northern Territory Aboriginal Council. The Council should develop an investment strategy such that a target of self sufficiency is related to the income stream over the life of particular mines and the balance be expended on cultural, social and economic advancement. No payments would be made to individuals unless for a particular purpose nor would they be paid to another association making individual payments. Reeves recommends that while the link between the Reserve and mining be preserved, he would abolish the current distribution formula (40% land council administration, 30% to 'areas affected' and 30% for the benefit of Aboriginal Territorians generally and the administration of the Reserve). 'Areas affected' monies would only be paid to communities able to demonstrate adverse effect from mining net of the receipt of negotiated payments and other countervailing benefits. Although he does not make a final specific recommendation, Reeves is of the view that the so called 'royalty associations' are largely non accountable, although there is a reasonable degree of compliance with the requirements of the incorporation Registrars, and should be brought under the same regulatory regime as is now the case with ATSIC and the Land Councils; ie - *Auditor General Act 1997*, *Financial Management and Accountability Act 1997* and *Commonwealth Authorities and Companies Act 1997*.

Reeves' reform proposals are based largely on the premise that the payment of royalty equivalents by the Commonwealth is a transfer of public money. The Territory's submission to Reeves said the Reserve should be examined with a view to maximising its sustainability and capital growth through a more commercial orientation. Further, that the 'royalty associations' should be examined to determine whether the funds being transferred are public or private in nature, their purpose and application and what would be more appropriate accountability measures. The Reeves reforms are based on just this examination and should be supported.

The Reserve makes payments out of the Trust Account vide s.64(4) *Land Rights Act* for the benefit of Aboriginals living in the Northern Territory. These payments (or loans) are subject to a degree of Ministerial control and are organised on an annual 'grant-in-aid' application process. There is a modicum of consultation with the Northern Territory. The Secretariat provides a list of grant proposals to check whether there is any duplication occurring.

In recent times, the Reserve has set aside amounts for the purpose of encouraging the development of Aboriginal businesses. While the intent is welcome, it is noted that these allocations were set aside to the Land Councils and not made available directly to Aboriginal people who might have viable business proposals.

Over the years, a large proportion of the Reserve's funds have been expended on the purchase of pastoral properties. At the same time, a number of other properties were purchased either through the former Aboriginal Land Commission and its successors or through land acquisition programs operated by ATSIC. Inevitably, the purchased lands were subject to claims under the *Land Rights Act*. The Reserve's funds were further depleted through the payments to the Land Councils vide s.64(7) for administrative purposes or 'top up' monies to use the colloquial expression. The Territory notes and supports the Financial Management Strategy the Reserve has adopted since 1993/94 following the Walter and Turnbull report.

Statehood

Mr Snowden asked the question: - "Since the Northern Territory referendum on Statehood, could you provide the Committee with an outline of how the Northern Territory Government has gone about seeking the views of Aboriginal Territorians?".

As advised at the March hearing, Terms of Reference had been provided to the Legislative Assembly Standing Committee on Legal and Constitutional Affairs to:

- (a) inquire into the appropriate measures to facilitate Statehood by 2001; and
- (b) consult widely with the Territory community and report its progress with recommendations to the Legislative Assembly within six months.

The Committee's report was tabled in the Legislative Assembly 27 April 1999 and a copy is enclosed. Communities, organisations and individuals consulted included Angurugu, Umbakumba, Alyangula, Yirrkala, Nhulunbuy, Millingimbi, Ramingining, Maningrida, Minjilang, Jabiru, Nguiu, Pirlangampi, Milikapiti, Barunga, Bulman, Timber Creek, Wadeye, Daly River, Ngukurr, Borroloola, Lake Nash, Mutitjulu, Papunya, Yuendumu, Utopia, Santa Teresa, Hermansburg, Waanyi/Garawa Land Trust, Wadeye Elders group, Alpururulam Community Government Council, Ltyente Purte Community Government Council and the Committee of the Indigenous Constitutional Convention.

The Committee's Report remains the subject of debate in the Legislative Assembly and the Government is yet to develop a formal position on the issue.

Funding and Service Delivery

Reeves envisages a partnership approach suggesting there is scope for the transfer of funds from both the Territory and ATSIC so that the

Northern Territory Aboriginal Council would be in a position to have a substantial impact on the rate of Aboriginal economic and social advancement. He notes however, that it is dependent on whether the Council could develop the necessary strong relationship with Governments. Reeves makes a fleeting reference to the Indigenous Housing Authority of the Northern Territory. The establishment of this Authority, pursuant to a National Commitment agreed to by all Australian jurisdictions, is indicative of the preparedness of the Territory to enter into partnership arrangements with the Commonwealth and ATSIC to the benefit of Aboriginal Territorians. There are a number of other examples in the Territory of Commonwealth/Territory/Community collaboration in service delivery programs. There are a great many assumptions behind Mr Reeves' proposal and while it is not being dismissed out of hand, it is an issue that could only be dealt with on a case-by-case basis over time.

Yours sincerely

Neville Jones
Director

APPENDIX 1: STATISTICS ON HEALTH, EDUCATION AND EMPLOYMENT

Aboriginals Benefit Reserve, *Annual Report 1997 - 1998*.

Australian Bureau of Statistics, 1996, *1994 National Aboriginal and Torres Strait Islander Survey: Northern Territory*.

Australian Bureau of Statistics, 1996, *1994 National Aboriginal and Torres Strait Islander Survey: Darwin ATSI Region*.

Australian Bureau of Statistics, 1996, *1994 National Aboriginal and Torres Strait Islander Survey: Jabiru ATSI Region*.

Australian Bureau of Statistics, 1996, *1994 National Aboriginal and Torres Strait Islander Survey: Nhulunbuy ATSI Region*.

Australian Bureau of Statistics, 1996, *1994 National Aboriginal and Torres Strait Islander Survey: Kununurra ATSI Region*.

Australian Bureau of Statistics, 1996, *1994 National Aboriginal and Torres Strait Islander Survey: Katherine ATSI Region*.

Australian Bureau of Statistics, 1996, *1994 National Aboriginal and Torres Strait Islander Survey: Tennant Creek ATSI Region*.

Australian Bureau of Statistics, 1996, *1994 National Aboriginal and Torres Strait Islander Survey: Aputula ATSI Region*.

Australian Bureau of Statistics, 1996, *1994 National Aboriginal and Torres Strait Islander Survey: Alice Springs ATSI Region*.

Australian Bureau of Statistics, *National Aboriginal and Torres Strait Islander Survey 1994: Regional Overview for the - Darwin ATSI Region - Yilli Rreung Regional Council*.

Australian Bureau of Statistics, *National Aboriginal and Torres Strait Islander Survey 1994: Regional Overview for the - Jabiru ATSI Region - Jabiru Regional Council*.

Australian Bureau of Statistics, *National Aboriginal and Torres Strait Islander Survey 1994: Regional Overview for the - Nhulunbuy ATSI Region - Miwatj Regional Council*.

Australian Bureau of Statistics, *National Aboriginal and Torres Strait Islander Survey 1994: Regional Overview for the - Kununurra ATSI Region - Wunan Regional Council*.

Australian Bureau of Statistics, *National Aboriginal and Torres Strait Islander Survey 1994: Regional Overview for the - Katherine ATSI Region - Garak-Jarru Regional Council.*

Australian Bureau of Statistics, *National Aboriginal and Torres Strait Islander Survey 1994: Regional Overview for the - Tennant Creek ATSI Region - Yapakurlangu Regional Council.*

Australian Bureau of Statistics, *National Aboriginal and Torres Strait Islander Survey 1994: Regional Overview for the - Aputula ATSI Region - Papunya Regional Council.*

Australian Bureau of Statistics, *National Aboriginal and Torres Strait Islander Survey 1994: Regional Overview for the - Alice Springs ATSI Region - Alice Springs Regional Council.*

Australian Bureau of Statistics, 1998, *1996 Census of Population and Housing: Aboriginal and Torres Strait Islander People - Northern Territory.*

Australian Bureau of Statistics, 1998, *Demography: Northern Territory 1997.*

Department of Employment, Workplace Relations and Small Business, 1998, *Northern Territory Labour Market Profile March 1998.*

The Situation: NT Aboriginal Education Outcomes

Northern Territory Department of Education, 1998, *Indigenous Education Outcomes Report - 1997, Aboriginal Education News, Issue No. 10.*

Territory Health Services, 1998, *Mortality and Morbidity Attributable to Smoking Northern Territory 1986 - 1995.*

APPENDIX 2: LOCAL GOVERNMENT BODIES BY LAND COUNCIL REGION

Tiwi Land Council

Community Government Councils

Milikapiti (Snake Bay)
Pirlangimpi
Nguuu

Anindilyakwa Land Council

Community Government Councils

Angurugu

Others

Umbakumba
Milyakburra

Northern Land Council

Municipal Councils

Darwin
Katherine
Litchfield
Palmerston

Community Government Councils

Barunga - Manyallaluk (Eva Valley)
Belyuen
Binjari
Borroloola
Coomalie
Cox Peninsula
Elliott District
Jilkminggan (Duck Creek)
Kunbarllanjnja (Oenpelli)
Marngarr
Mataranka
Nauiya Nambiyu (Daly River)
Numbulwar Namburindi
Pine Creek
Timber Creek
Walangeri Ngumpinku (Yarralin)

Wugularr (Beswick)
Yugul Mangi (Ngukurr)

Others

Galiwinku
Gapuwiyak
Gulin Gulin - Weemol
Kardu Numida (Port Keats)
Maningrida
Milingimbi
Minjilang
Nganmarriyanga (Palumpa)
Peppimenarti
Ramingining
Warruwi
Yirrkala Dhanbul

Special Purpose Towns

Jabiru
Nhulunbuy (Gove)

Central Land Council

Municipal Councils

Alice Springs
Tennant Creek

Community Government Councils

Alpurrurulam (Lake Nash)
Anmatjere (Ti Tree)
Arltarlpilta (Harts Range)
Daguragu (Wattie Creek)
Lajamanu (Hooker Creek)
Ltyentye Purte (Santa Teresa)
Titjikala (Tapatjatjaka)
Wallace Rockhole
Watiyawanu (Mt Liebig)
Yuendumu

Others

Aherrenge (Ammaroo)
Ali Curung
Amoonguna
Aputula (Finke)
Areyonga
Ikuntji (Haasts Bluff)
Imanpa
Kaltukatjara
Ntaria (Hermannsburg)
Nyirrpi
Papunya
Urapuntja (Utopia)
Walungurru (Kintore)
Willowra
Yuelamu