

**THAMARRURR EMPLOYMENT AND TRAINING
COMMITTEE**

EMPLOYMENT AND TRAINING BUSINESS PLAN

2005-2008

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1.0 BACKGROUND

1.1 THAMARRURR RE EMERGENCE

The history of settlement of the Port Keats (Wadeye) Community provides a good insight to the current position of the region and the state of its development.

The region first saw European contact in the form of the missionary movement in the mid 1930's, quite late in comparison to the development of others missions in the Northern Territory. Docherty Island was the first location of the mission, and this was subsequently relocated to where the current community is sited today.

Aboriginal people from within the region moved backwards and forwards between their clan estates and the mission up until the 1960's when the first beginnings of permanent housing for local Aboriginal people were constructed.

The mission era continued until the advent of community government councils in the Northern Territory in the mid to late 80's.

At that stage the township of Port Keats (Wadeye) operated under the structure of a community government council (Kardu Numida) and the people of the homelands were serviced by the Murin Association.

The Kardu Numida Community Government Council collapsed in the early 1990's causing a significant degree of distress in the community, and particularly among the leadership group of the community. As a result of this collapse the elders of the community sought to understand the basis of the collapse, and put in place an authority structure that they understood, that could be effective in a modern western society.

Thus the emergence of the Thamarrurr Regional Council. An authority structure based on the traditional authority structure that was in place prior to the mission era, that has been adapted to suit the modern requirements of governments.

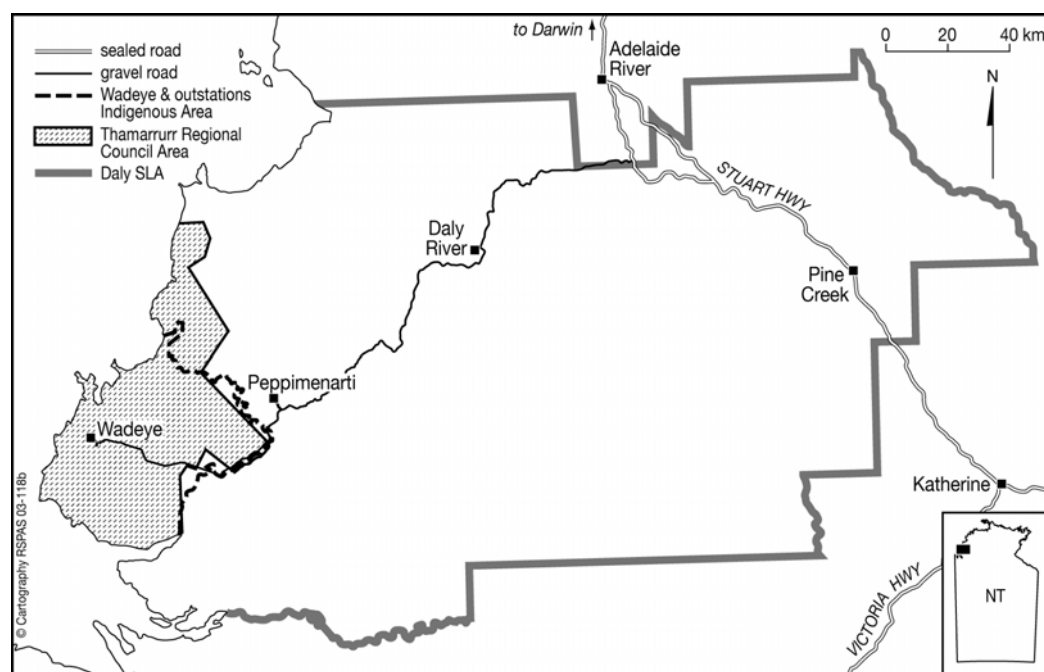
The Thamarrurr structure represents land owning clans within the Thamarrurr region as well as the town of Port Keats (Wadeye). An extensive process of consultation took place to establish the structure as outlined in the Taylor Report*.

(In the case of Thamarrurr region, such a process involved a rolling series of Northern Territory government-sponsored workshops and consultations held between January 2002 and March 2003 among Kardu Diminin as traditional landowners of Wadeye, as well as the other 15 clan groups from throughout the region who have taken up residence at Wadeye since 1935 on Diminin land. These other clan groups include Kardu Yek Thindi, Kardu Muthirr, Kardu Thankurral, Kardu Yek Yedirr, Kardu Wakal Thay, Kardu Yek Naninh, Kardu Yek Ngaliwe, Kardu Yek Kinmu, Kardu Yek Maninh, Kardu Wakal Bengkunh, Kardu Kura Thipman, Kardu Yek Nangu, Kardu Wunh, Kardu Wakal Thinung, and Kardu Wakal Malgin.

The purpose of these workshops was to explore and give form to the reconstitution of traditional modes of regional governance structures into contemporary formal structures (see Desmarchelier 2001)

The Thamarrurr region is also described in the following Map.

Figure 1.1 Thamarrurr Region and ABS geography*



A more detailed map of the region is shown at **Attachment A**.

The re emergence of the Thamarrurr structure has been instrumental in the community developing a stronger vision for its future, and displaying a higher level of confidence in communicating that vision to governments at all levels.

This was recognised by the Council of Australian Governments in selecting the Thamarrurr region as one of the 8 national trial sites for COAG arrangements.

** Source: Baseline Profiles for Social and Economic Development Planning in the Thamarrurr Region, John Taylor, December 2003*

1.2 THE COAG ARRANGEMENTS

The COAG arrangements established at the Wadeye Community outlined in the Shared Responsibility Agreement as outlined at **Attachment B**.

The agreed priority work areas established under the agreement include:

- Youth
 - Youth Leadership
 - Youth Development
 - Education
- Women and Families
- Construction
 - Tilt Up Construction factory
 - IHANT and NAHS Programs
 - Extractive Industries
 - Fixing Houses for Better Health program
 - Civil Construction

The Employment and Training initiatives discussed by the community are integral to and part of many of the above priority working group areas and are the subject of this detailed Business Plan.

1.3 THE COMMUNITY VISION, “LOCAL JOBS FOR LOCAL PEOPLE” AND “GIVE EVERY KID A CHANCE”

A major Employment, Training and Education Forum was held at the community in November 2002, the forum involved strong participation from the local community together with representatives from various employment, training, education providers and key government agencies.

The workshop whilst generating significant discussion and a high level of community commitment to improving employment, education and training outcomes also recognised the complexity involved in this area.

The undeniable clear outcome from the workshop was a strong community statement about the general vision that the community and its leaders wanted to realise. They are:

1. Give Every Kid a Chance
2. Local Jobs for Local People

These twin vision statements provide a clear direction for action to improve the employment, education and training position of the community. They relate to the need to:

1. Establish effective school to work transition strategies for young people at the local school.
2. Determine strategies to increase the number of local people working in local businesses and organisations.
3. Ensure that local people obtain positions when new government services or programs are implemented.
4. Maximize local employment and participation of local people in new or emerging enterprise development.

As a result of this workshop and the further development of the employment and training initiative under the COAG trial arrangements, the following key actions have occurred.

- The Thamarrurr Regional Council has formally appointed an Employment and Training Committee to undertake the development and oversight of a formal Employment and Training Strategy consistent with the visions outlined above.
- A senior member of the Thamarrurr Regional Council has been given responsibility to lead the Employment and Training Committee.
- The Thamarrurr Regional Council has appointed Group Training Northern Territory to undertake a range of priority Employment, Education and Training initiatives, including the development of this Business Plan.

The Thamarrurr Regional Council has established a formal Memorandum of Understanding (MOU) with Group Training Northern Territory (GTNT) to focus effort on agreed priority areas. (**Attachment C**)

The COAG partners, in particular the Australian Government Department of Family and Community Services, Department of Education, Science and Training, Department of Employment Workplace Relations, and the Northern Territory Department of Employment, Education and Training have also appointed ex-officio members to the Employment and Training Committee to provide advice and guidance as the Committee develops its role.

The Australian Government Department of Education, Science and Training and the Department of Employment Workplace Relations have funded the Thamarrurr Regional Council under the MOU arrangements to engage Group Training Northern Territory for the agreed priority areas of action.

The Department of Family and Community Services has been actively working with the Australian Government Solicitor to develop a draft contract that will allow a range of Australian Government and Northern Territory agencies to enter into a single contract to allow the delivery of Employment, Education and Training Services specified in this Business Plan over the next 3 years.

1.4 THAMARRURR REGIONAL COUNCIL GTNT MOU PROGRESS.

The MOU, as attached outlines a range of priority actions including:

- Training and Development of the Employment and Training Committee.
- The Development of Employment and Training in priority work areas.
- The Engagement of Employment and Training staff.
- The Implementation of a Structured Work Experience program.
- The Development of a Three Year Employment and Training Business Plan.

The following action has occurred in relation to each of these key outcomes.

Training and Development of the Employment and Training Committee

Four meetings of the Employment and Training Committee were organised during the period of operation of the MOU, up until mid December 2004. Engagement of a qualified interpreter with an excellent knowledge of the local community, and a good understanding of the employment and training sector was also arranged. After good attendance at the initial meeting, attendance at subsequent meetings has been affected by a range of on community circumstances, including funerals and community unrest.

The engagement of the Senior Thamarrurr Regional Council member Matthias Namarluk has been pleasing, as has the engagement of the Leadership Group of the school in relation to the Work Experience Program.

The engagement of female members of the Committee has been an issue, and further strategies will need to be developed in consultation with the Thamarrurr Regional Council.

The Development of Employment and Training in priority work areas.

The main focus has been on the development of a local building team, that will be able to operate in the context of a new IHANT Agreement struck with the Thamarrurr Regional Council. The following action has occurred:

- The negotiation of a STEP Contract with the Department of Employment Workplace Relations for 12 New Apprentices commencing in January 2005.
- Competency Assessments and Literacy and Numerosity Assessments of the current construction workforce undertaking the fixing houses for Better Health Program that will be rolled into New Apprenticeships in January 2005.
- Securing 20 CDEP places to underpin the Program from the Department of Employment Workplace Relations.
- The recruitment and selection of a suitable builder trainer that will be based at the community.
- The completion of training facilities and accommodation for trainers dedicated to the Housing and Construction Program.

- The establishment of an MOU with Batchelor Institute for the delivery of the Construction training program.

Conservation and Land Management

A new Registered Training Organisation (RTO) was engaged to undertake recognition of prior learning assessments of all rangers currently employed. The RTO (Stringy bark) also completed a submission to the Department of Employment, Education and Training (DEET) for flexible response funding to complete the Ranger Training Program for the remainder of 2004, and 2005. DEET have approved the funding, and the Department of Employment Workplace Relations (DEWR) has also extended a STEP Contract for a further 12 months based on this outcome.

Woodside/Blacktop and Trans Territory Pipeline

A number of meetings and discussions have occurred with Woodside, the Territory Construction Association (TCA), Northern Land Council and other likely groups to establish a game plan for the engagement of local people in this project through direct employment or contracting activities. These options are outlined in more detail in section 3.2.

Further meetings relating to options to add value to this project are also underway, and are being coordinated by the Office of Territory Development, within the COAG/ICCP partnership.

The Engagement of Employment and Training staff.

GTNT has attempted to head hunt a number of key candidates for the position of Employment and Training Manager from a small group of potential candidates with a good working knowledge of the community and excellent credentials in working in a cross cultural environment, as well as a knowledge of employment, education and training in a remote indigenous community setting.

A major difficulty has been the short term nature of the initial MOU, which has meant that potential candidates that were approached were unable to be released from their current positions. This is a typical situation that often applies in attracting suitably skilled and committed staff to undertake these complex roles. This situation should be rectified once the Employment and Training Strategy outlined in this Business Plan has been endorsed and a budget for a 3 year period agreed. In the interim period the CEO of GTNT has been undertaking the role of Employment and Training Manager with added support from partnership agencies. A local indigenous person will also be recruited when an Employment and Training Manager commences work to ensure that appropriate on ground support and development is made available.

The Implementation of a Structured Work Experience Program.

A detailed Work Experience program has been developed and endorsed by the Employment and Training Committee, and the Leadership Group of the school. The program and its implementation is provided at **Attachment D**.

This initiative is seen as being highly important given the commitment given by senior members of the Thamarrurr Regional Council to students of the local school that the program would run in 2004. Previous attempts to establish a Work Experience Program have been ineffective, and feedback on the success of the Program to date has been positive. The program operates over a 3 week period during weeks 8, 9 and 10 of the final term of 2004. Students are exposed to three phases, including work observation, short term work experience, and the opportunity to undertake a full week of work experience. A range of actions have occurred to ensure that students are prepared, work places are prepared, and appropriate mentor support is provided in the workplace and by staff from the school, and by field staff provided by the Department of Family and Community Services.

The field staff were released to assist in the implementation of the program when it became clear that an Employment and Training Manager would not be available to coordinate the program.

The Development of a Three Year Employment and Training Business Plan.

This document will be completed by Friday 3rd December 2004, and provided to the agencies that are ex-officio members of the Employment and Training Committee, as well as the Thamarrurr Regional Council. A workshop will also be run at Wadeye to outline the key elements of the plan to ensure that the community has a good understanding of the priority activities that need to occur to ensure its implementation.

Infrastructure Development

A Business Plan has been developed to secure funds from the ANTA VET Infrastructure Program to construct a facility to accommodate visiting trainers and other Employment and Training Committee staff, and to complete some refurbishments of the Kardu Kigay Centre. The Thamarrurr Regional Council has formally agreed that the Centre can be used as the base for the Employment and Training Committee. (See **Attachment E**)

1.5 THE EMPLOYMENT AND TRAINING COMMITTEE, ROLE, COMPOSITION, AND AUTHORITY

A central feature of the Employment and Training Strategy will be the development of an effective Employment and Training Committee consisting of local Aboriginal people appointed by the Thamarrurr Regional Council. This Committee has been charged with the responsibility of ensuring that the visions of the community are achieved in a manner appropriate to community aspirations.

The authority of the Employment and Training Committee is derived from the Thamarrurr Regional Council, and it will be essential to ensure that all key policy decisions are made by the Regional Council on the recommendation of the Employment and Training Committee.

The Thamarrurr Regional Council have been very clear in saying that they possess limited skills and knowledge in the employment and training arena, and are seeking the support of a key organisation like Group Training Northern Territory to assist them in improving the employment, education and training position of the community. The Regional Council have also been clear in their policy of ensuring that Employment and Training Committee members develop a good knowledge of employment and training including the following:

- School to work transition strategies and programs
- The new apprenticeship system
- Employment brokerage and support services
- Employment and training strategies taking into account western and local world views
- Australian and Northern Territory Government programs and services in the Employment and Training arena.
- Corporate Governance skills and knowledge, including the ability to manage staff and budgets.

The Employment and Training Committee will undertake the following key roles:

- The development of a range of employment and training policies that applies to the community, for endorsement by the Thamarrurr Regional Council.
- Ongoing consultation with Community members, Clans, and Organizations on Employment and Training needs and delivery.
- The monitoring of outcomes of the Employment and Training Strategy, and the communication of these outcomes to the broader community.
- The management of the GTNT MOU, and other employment and training staff.
- The endorsement and monitoring of an annual Employment and Training Plan and services including an appropriate budget, based on the three year Employment and Training Strategy.
- The development and communication of an annual employment and training report outlining progress on the implementation of the strategy.

- Representing the Thamarrurr Regional Council in relation to employment and training matters, particularly with Government agencies and other bodies.
- The development of effective working relationships with other key community groups like the Leadership Group of the school, the soon to be established Thamarrurr Development Corporation, Palngun Wurnangat Association, and other COAG working groups.
- Financial Management, including the monitoring of budget expenditure and the provision of financial reports to Thammurrurr regional council and staff management functions.

The Employment and Training Committee is currently comprised of the following members appointed by the Thamarrurr Regional Council.

- Kevin Bunduck
- Matthias Nemarkluk
- Bonaventure Ngarri
- Michael Bunduck
- Rosa Tipiloura
- Anthea Tipiloura
- Majella Chula
- Paula Jongmin

Ex-officio members have also been appointed by the Ministers of the respective agencies as follows:

- Australian Government Department of Family and Community Services – Agnese Rinaldi
- Australian Government Department of Employment and Workplace Relations – Ross Abraham
- Australian Government Department of Education, Science and Training – Dan Herbison
- Northern Territory Department of Employment, Education and Training – Kris McCue

The CEO of Group Training NT Mike Harrison also sits on the Committee.

Committee meetings are also supported by the provision of quality interpreter services provided by Dominic McCormack, Principal of MARLUK Link-Up.

As stated above the authority for this Committee is derived from the Thamarrurr Regional Council, and decisions made by the Committee will need to be endorsed by the Regional Council.

The Employment and Training committee will provide monthly reports to the Thammurrurr regional Council, and detailed Quarterly reports on expenditure by service level and delivery of services. The Annual report will report on outcomes against the twin visions of Giving every kid a chance, and local jobs for local people.

Detailed discussions on the joint agency requirements in relation to reporting will also need to occur to clarify any new reporting requirements or protocols.

The above reports would also be provided to agencies through the ex officio structure, or other agreed coordination structures.

A formal conflict of interest policy will be developed to ensure that GTNT declare any potential conflicts of interest and that these are managed in an appropriate manner.

The ex officio members of the Committee will also act to ensure that any issues are managed appropriately.

An external assessment of compliance with the policy should occur on an annual basis, undertaken by a qualified auditor, as an additional safeguard.

This would be undertaken as an additional process to a full audit of financial transactions undertaken by GTNT on behalf of the Employment and training Committee.

A system of regular reporting will occur, and that clear protocols are developed to ensure that a balance is achieved between overburdening the Thammurrurr Regional Council with low priority issues, and seeking endorsement of major actions or policies by the Council.

Reporting to Agencies will occur through the agreed structures put in place in the contract between the COAG partners and the Thammurrurr Regional Council, and the Employment and training committee through GTNT would have responsibility to produce the reports.

2.0 INTRODUCTION

2.1 EMPLOYMENT AND TRAINING IN THE REGION

The Employment, Education and Training position for the Thamarrurr Region was recently studied with a high level of detail in the “Baseline Profiles for Social and Economic Development Planning in the Thamarrurr Region Report of December 2003 by John Taylor”. (See **Annex 1**)

This Report provides an excellent baseline social-economic snapshot of the region, and also outlines the Employment, Education and Training position.

The Report highlights a number of highly important facts, these include:

- A population characterized as young, mobile and with a high birth rate.
*“Almost half the population 45.7% is less than 15 years of age”**, which is in stark contrast to national demographic trends.
- Population is projected to grow from 2034 residents to 3833 residents by the year 2023, an 88.5% growth rate.

*“Clearly, unlike the many declining country regions in the rural hinterlands of Queensland, New South Wales, Victoria and South Australia, the Thamarrurr region is rapidly expanding in population size. Unless a major upgrading occurs, the trajectory means that Wadeye (along with many of predominantly Aboriginal towns across the Top End) will be increasingly anomalous in the Australian settlement hierarchy for being a vibrant and growing medium-sized country town yet with almost none of the basic infrastructure and services normally associated with such places”.**

- The resident Aboriginal population of working age in the Thamarrurr region is projected to almost double in size from 1104 in 2003 to 2133 in 2023.
- Very low levels of employment by local Aboriginal residents in the local workforce.

*“A special survey of regional employment was conducted in Wadeye in November 2003. This revealed a total of 178 Aboriginal people in the Thamarrurr region with jobs – 133 funded by CDEP, and 45 funded from other sources”.**

* Source: Baseline Profiles for Social and Economic Development Planning in the Thamarrurr Region, John Taylor, December 2003

Table 2.1 Actual Levels and Rates of Labour Force Status for Aboriginal Residence of the Thamarrurr Region, 2003.*

	Employed		Unemployed	Not in the labor force (NILF)	Total 15+
	CDEP	Other			
	Levels				
Aboriginal	133	45	449	477	1,104*
	Rates				
Aboriginal	12.0	4.1	40.7	43.2	100.0

- Very high levels of dependency on income support payments.
- Low levels of schooling completed among Aboriginal residents in the Thamarrurr region.

	Year 8 or below	Year 9	Year 10	Year 11	Year 12	Did not go to school
% of Adults ¹	56.1	12.1	11.2	1.2	2.7	16.0
Estimated Number ²	593	128	118	13	28	169

1. Based on 2001 census

2. Calculated using 2001 Census-based rates against 2003 population

These key indicators demonstrate the current position of the region in terms of its unique demographic profile, low levels of schooling, and low participation rates of local residents in available local positions outside of CDEP.

The on ground situation with Employment and Training over the last few years is characterized by the fact that it is not generally a major priority of community enterprise and organisation managers. This leads to an adhoc approach to employment and training matters, and with the wide range of government agencies involved in Employment and Training, and the lack of a coordinated local approach, it is little wonder that little progress has been made. The situation as it currently exists today requires a radical approach from traditional methods of doing business with indigenous communities.

The Taylor Report clearly demonstrates that a “do nothing” option is not an option, and that some innovative solutions, driven by the Thamarrurr Regional Council and its Employment and Training Committee will be essential to ensure that the region has a future.

* Source: *Baseline Profiles for Social and Economic Development Planning in the Thamarrurr Region*, John Taylor, December 2003

2.2 THE VISION OF A KEY ELDER

As previously stated the Thamarrurr Regional Council has clearly outlined its twin visions of “Local Jobs for Local People” and “Giving Every Kid a Chance”.

The Senior Thamarrurr Regional Councillor appointed to oversee the Employment and Training Committee, Matthias Nemarkluk recently outlined his views of the importance of Employment and Training and the proposed process of realising the Council’s vision, quote;

“Between 25-30 years ago, people would go to school and then, when finished, they would go looking for work. They may have knocked on the door of the Council, say that they were ready to work and then be given a job. For me, when I finished school, I wanted to work and began in the clinic. I then continued on and worked in the Mental Health area and others. Now I am here today, with the Employment & Training Committee because for a long time now I have seen lots of young people around, with many young children, and they are sitting about waiting to collect “shade money”. I want to do something about this.

When Kardu Numida was in charge no-one else was really able to talk except for those from Kardu Diminin group. This was not your area and you couldn’t say anything. There were also more and more non-Aboriginal people coming to work at Wadeye all the time.

However, since Thamarrurr has come back into power in this region, things have changed and are now much better. I am very happy with the way that things are changing and the opportunities that are coming about.

What the coming of Thamarrurr has done is opened the door. It is providing opportunity for people who want to work to come forward, go through the door and do different things. This is very good and that is why I am a part of this. It is like a great amount of water that has been held back for a long time. The door has been closed on it, but now it has been opened what is behind that door has begun to come through – like fish and crabs being given the chance to look for new food, the people are coming through to search for all the new opportunities that are on the other side.

What I want to see is not people having to grab a young person by the ear and force them to come and do some work or to go to a job, but for them to realise that there are different jobs around and know they can say, “Hey, I want to work in this job,” and then know where to go and how to do it with people there to support them.”

* Source: Baseline Profiles for Social and Economic Development Planning in the Thamarrurr Region, John Taylor, December 2003

2.3 THE BUSINESS PLAN METHODOLOGY

The Business Plan has been developed incorporating the following key elements:

- The outcomes and discussions from Employment and Training Committee meetings conducted during the period of the MOU.
- Structured discussions with key agencies involved in the potential delivery of funding or services for the Employment and Training Committee.
- Structured interviews with key community based enterprises and Organisations at Wadeye, including the Thamarrurr Regional Council, in most cases involving members of the Employment and Training Committee, interpreting services from MARLUK Link-Up and committee members from community owned enterprises (eg. The Store).
- Consultations with key agencies responsible for the contract arrangements that will apply to the Three Year Strategy.
- A range of discussions with registered training Organisations providing services to the region.
- A workshop involving the ex-officio members of the Employment and Training Committee (DEST, FACS, DEWR, and DEET) and the CEO of Thamarrurr Regional Council and the Senior Thamarrurr Councilor responsible for employment and training matters Matthias Namarluk. The workshop reviewed the first draft of the Business Plan.
- In principle support provided by the CEO of Thamarrurr Regional Council and Matthias Namarluk of the Business Plan.

The plan will be presented for formal endorsement by the Thamarrurr Regional Council in mid January 2005. A modified version of the plan incorporating the use of simple English and charts will be developed for use in conducting a workshop for the community. This will be supplemented by interpreter services, and a video will also be taken of the workshop for use on BRACS.

3.0 THE EMPLOYMENT AND TRAINING ENVIRONMENT

3.1 OVERVIEW

As outlined above, the history of settlement of the community provides many useful lessons in relation to the decline in real terms of local Aboriginal people being engaged in the local labour market.

It is well known that during the mission era the local community was actively engaged in a whole range of community employment, including building and construction, administration, human services, education etc.

The community like many others in Northern Australia is now heavily impacted by the effects of nearly 30 years of passive welfare support, and at least two generations who have only experienced a local economy based on income support provided by government. This fact, combined with the range of social issues that constrain the community on a daily basis in effect means that any strategies to change the participation of local people in the workforce will require strong leadership from within the community, and significant levels of structured support over the sustained period of time to achieve outcomes.

As outlined in Section 2.1 only a small minority of the local community currently are engaged in the local workforce outside of CDEP participation. Some important factors indicate that the chances of success in this Employment and Training Strategy are higher, these include:

- The emergence of the Thamarrurr Regional Council, and the priority it places on its twin visions of “Local Jobs for Local People” and “Giving Every Kid a Chance”.
- The recognition by the Thamarrurr Regional Council that it requires the support of an external organisation like GTNT to assist it to facilitate employment and training outcomes.
- The positive position portrayed by key agencies in the COAG arrangements to the need to do business in the employment and training area in a new and innovative way.

The emerging policy position of the Australian Government in relation to reforms in welfare for remote Indigenous communities also provides further impetus to doing business in a different way.

3.2 NEW BEGINNINGS

A number of key changes will occur within the region over the next 3-5 years that present significant opportunities for employment, education and training. The first of these is the establishment of the Thamarrurr Development Corporation, a new body that will focus on economic development opportunities in the region. This body once it becomes established will play a focal role in facilitating the establishment of new businesses and enterprises in the region. Significant opportunities exist in the construction sector, tourism, art and craft, conservation and land management, and other areas. The involvement of local Indigenous people in the development of these ideas, and the capacity to prepare local people to take up positions in these new developments as they occur will be a first.

The second major impact will come from the Woodside Black tip, and the Trans Territory Pipeline due for commencement in 2006. Infrastructure development and upgrading will need to precede the commencement of the construction phase during the dry season of 2005. This project will present a range of opportunities not only in the construction phase of the project, but also in opportunities to value add to community infrastructure. Examples of employment and training outcomes include:

- Positions in civil operations involving construction of new road infrastructure, and the upgrading and maintenance of the existing road infrastructure of the region.
- Positions in general construction in either direct employment, or as part of a contract arrangement in the construction of the new gas plant.
- Positions in general construction of the gas pipeline, or as part of a contract arrangement.
- Positions in plant and pipeline maintenance, probably as part of a contract arrangement.

The third major impact will come from the development of the Homeland Centre Movement in the region. The outcomes of planning workshops conducted in all homelands by the Natural Resource Management Unit of Thamarrurr Regional Council indicate strong interest in a move back to country, and well as the development of a range of low key enterprise opportunities.

The final impact will come from a range of planned changes to service delivery in the region including a Centrelink Remote Area Service Centre, new Aged Care facilities, and changes in the delivery of Health Services through the role out of PCHIAP.

3.3 THE CASE FOR A WHOLE OF GOVERNMENT APPROACH, SUPPORTED BY GTNT

The provision of Employment, Education and training services to remote Indigenous communities has been problematic for some time. No single agency at a Commonwealth or Northern Territory Government level has the responsibility of ensuring that overall community outcomes are delivered. Most agencies work on the basis of individual program delivery, and the overall effect of the range of programs and services delivered at a community level often does not take into account overall the whole of the community needs.

This is further complicated by the use of contracted brokers or agents in a range of program areas, which leads to a situation where multiple field officers from multiple agencies and brokers/agents are involved to varying degrees in the delivery of programs/services. These agencies also often require separate financial reporting and acquittals that further complicates the situation. The vision of the Thammurrurr Regional Council is all encompassing and current coordination arrangements across agencies is not well developed.

A further key point is that the range of programs can often mean that in some areas of employment and training activity there are clear overlaps of program coverage, and in other areas no program coverage may exist. The central tenet of this strategy is to develop a key set of goals and interventions based on the vision of the community, and to seek support from the range of agencies that can provide this support.

Developing a process where the community determines its direction and agencies responds to this is a key aim of the COAG trial sites. This process is not based on Government's promoting and delivering programs within a portfolio or program silo approach. Community needs and aspirations have been identified. The COAG trials have been charged with effectively meeting these needs in partnership with the community and in a manner that streamlines and cuts bureaucratic red tape. This Business Plan forms the basis for this approach.

Furthermore the key principles underpinning the new arrangements in Indigenous affairs are: leadership, flexibility, regional need, collaboration and accountability. These principles are clearly reflected within this Business Plan and the single line funding approach that will underpin its implementation.

The following range of agencies and programs are provided to demonstrate the complex nature of this activity. (This list is a snapshot of known programs as at 30 November 2004).

Australian Government Agencies

- Department Employment Workplace Relations
 - Job Network Services/Fee for Service
 - Work for the Dole
 - Structured Training and Employment Program
 - Wage Assistance
 - Indigenous Small Business Fund
 - CDEP
 - Indigenous Capital Assistance Scheme
 - Indigenous Community Volunteers
 - Business Development Program
 - Indigenous Self Help Program
 - National Indigenous Cadetship Program
 - JPET PSP
 - Green Corp
 - NEIS

- Department of Education, Science and Training
 - ECEF Initiatives
 - VEGAS
 - Suite of Transitions Programs including:
 - Structured Workplace Learning
 - Jobs Pathway Program
 - Career and Transition Pilots
 - Partnership Outreach Educational Models
 - Career Planning Program
 - Industry Engagement Projects
 - Indigenous Transition Initiatives
 - New Apprenticeships
 - School-based New Apprenticeships
 - Career Education Lighthouse Schools Project
 - National Skills Shortage Strategy

 - WELL (Workplace English Language and Literacy)

 - Suite of IEDA Programs including:
 - ITAS (Indigenous Tutorial Assistance Scheme)
 - PSPI (Parent School Partnerships Initiative)
 - Homework Centers

 - IESIP

- ANTA
 - VET Infrastructure Fund

- Department of Transport and Regional Services
 - Regional Partnerships
 - Networking the Nation
- Department of Communications, Information Technology and the Arts
 - IT Training and Technical Support Program
- Department of Family and Community Services
 - JPET
 - Mentoring Programs
- Health and Ageing
 - Workforce Planning

Northern Territory Government

- Department of Employment, Education and Training
 - VET in Schools and TRY programs
 - Future's Expo
 - User Choice
 - Distance Education Internet Strategy
- Department of Corporate Information Services
 - NT Government Apprenticeship Program
- CDSCA

4.0 PROPOSED STRUCTURE OF EMPLOYMENT AND TRAINING SUPPORT

The overall philosophy in establishing these arrangements is to provide an initial level of support through the expertise of Group Training Northern Territory, and as the community, especially the Employment and Training Committee and Thamarrurr Regional Council develop confidence and expertise, GTNT will progressively handover its role.

GTNT were selected by the Thamarrurr Regional Council to provide the support and expertise required to facilitate the implementation of the Employment and Training Strategy. The CEO of GTNT has formed strong working relationships with the community over the last 10 years across a broad range of community capacity building projects. The organization also has well developed capacity across the organization to support the aspirations of the Thamarrurr Regional Council.

The MOU established with Thammurrurr Regional Council was approved by the COAG partners, and the Minister for Community Development, Sports and Cultural Affairs approved an exemption from the procurement process to allow GTNT to fore fill its role in the initial MOU based on its clear expertise.

In essence the roll out of the Employment and Training Strategy will provide outcomes for the region, and allow the Regional Council and its Employment and Training Committee to develop its capacity to manage this complex area.

The Regional Council have made it clear that they require assistance to achieve the twin visions, and the level of support required is expected to be quite high in the first 12 to 18 months of the Strategy. The second 12 to 18 months of the Strategy should see some progressive take-up of responsibility by the Employment and Training Committee.

The evaluation of the Strategy should also include an assessment of the capacity of the Employment and Training Committee and its staff to undertake the role, and any residual support or advice would be provided by GTNT.

4.1 PROPOSED ORGANISATIONAL STRUCTURE

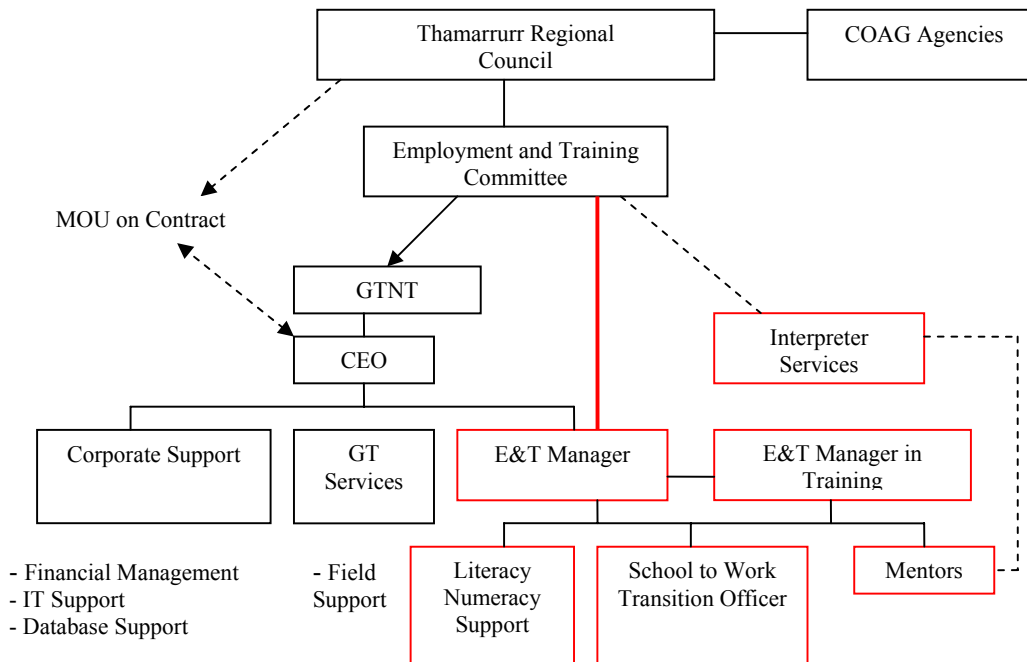
As discussed in Section 4.0 the overall authority structure that will approve the Employment and Training Strategy and key aspects of its implementation is the Thamarrurr Regional Council. The Employment and Training Committee of the Regional Council has been appointed to represent the Regional Council, and to oversight the implementation of the Strategy.

Group Training Northern Territory have been engaged through MOU arrangement to commence the establishment of the Strategy, and would continue to provide this support during the life of the Strategy (2005-2008).

GTNT will engage a range of staff to undertake key roles, with the approval of the Employment and Training Committee, and in the case of senior positions the Thamarrurr Regional Council.

Figure 4.1 outlines the proposed Organisational structure.

Figure 4.1 Proposed Organisational Structure



The above Organisational Chart displays the likely structure that will apply from the commencement of the Strategy. The structure in red is the likely structure after GTNT have completed their role and the Employment and Training Committee is competent in undertaking the role.

Further additions to the Employment and Training Structure are likely in year 2 and 3 of the Strategy and would include staff undertaking the management of CDEP, Work for the Dole, Job Network Contracted Services, and Community Participation Agreement Activities. A detailed Organisational Chart has not been developed for these functions, as further discussion will be required to clarify the exact nature of the rollout of these services.

In terms of the operation of the structure the following key elements will apply:

- The CEO of GTNT will take responsibility for the strategic outcomes of the Employment and Training Strategy, including participation in Employment and Training Committee meetings, reporting to the Thamarrurr Regional Council, and reporting to COAG agencies on outcomes achieved.

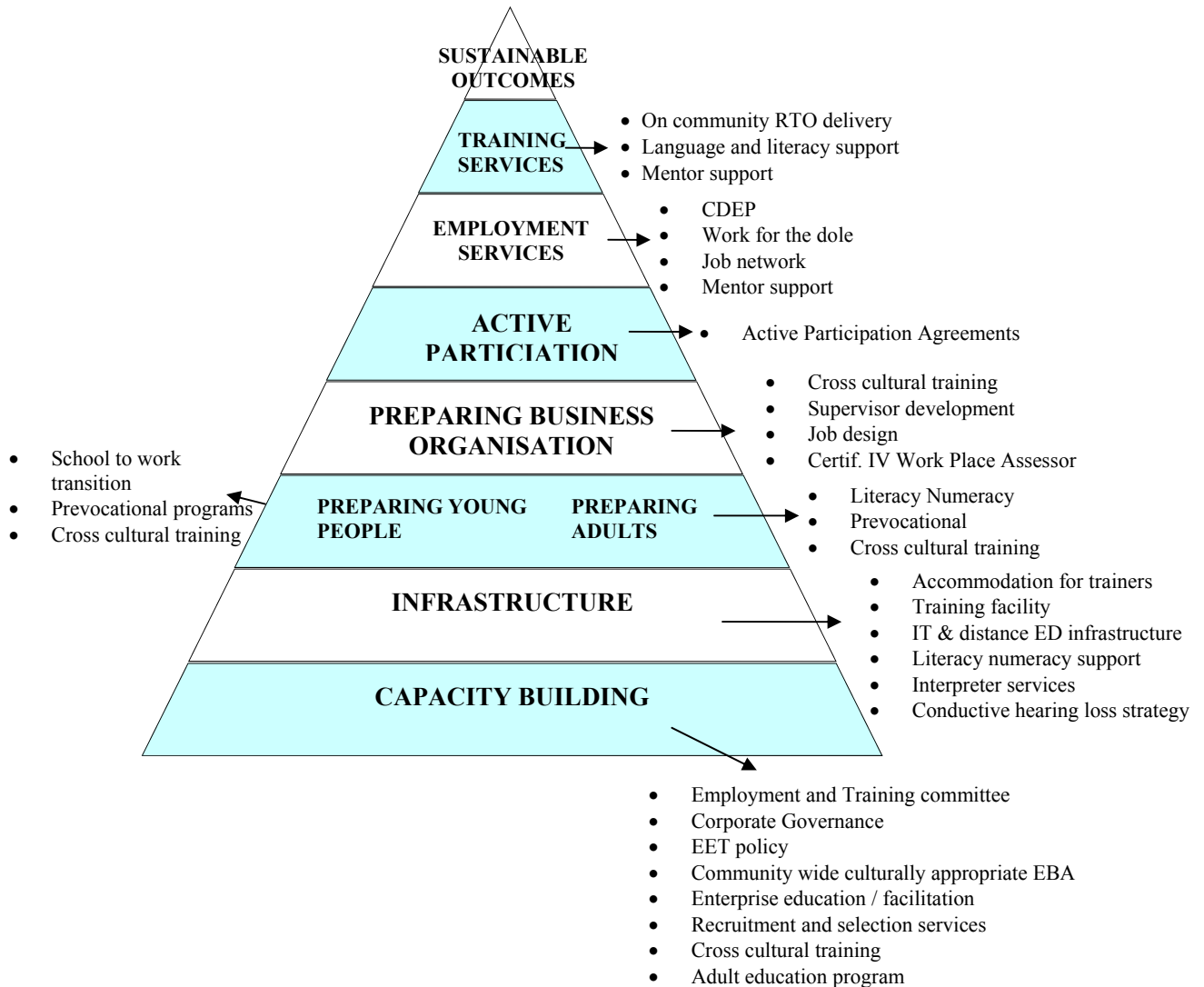
- The Employment and Training Manager will have on ground responsibility for implementing the Employment and Training Strategy and spend 1 week at the community and 1 week in Darwin. This arrangement will allow sufficient time at the community level to ensure that outcomes are achieved, and time to deal with the wide range of Employment and Training service providers that will support the Employment and Training Strategy effort. This position will also have the key responsibility of working in partnership with a locally recruited staff member, to develop their skills to undertake the role of Employment and Training Manager.
- School to Work Transition Officer will have responsibility for the implementation of the annual work experience program, VET in schools program, and an annual careers expo.
- Mentors will be appointed within various Organisations and trained to provide effective mentoring strategies aimed at maximizing the retention of local people in local jobs. At least one male and one female mentor will also be developed to undertake this role where a local Indigenous person is not employed within the business or organisation.
- A Literacy Numeracy Support Officer will also be engaged to provide additional on community support to register training Organisations delivering accredited training.

4.2 OVERVIEW OF PROPOSED EMPLOYMENT, EDUCATION AND TRAINING COMMITTEE SERVICES

The business model recommended in this business plan aims at approaching the development of Employment Education and Training Strategies from a holistic community perspective. Given the significant disadvantage faced by the region as outlined in Section 3.3 the traditional approach applying to mainstream labour markets has been clearly unable to achieve sustainable results. The model proposed attempts to address structural issues at their core, and to allow the region to progressively move to a position where it can sustain a more viable economic base.

The following figure 4.2 summarizes the proposed model which is then discussed in more detail below.

Figure 4.2 Summary of Proposed Model



4.2.1 Capacity Building

At the base of our Employment Education and Training Strategy is the issue of capacity building. Addressing this element is essential to ensure the ongoing sustainability of the Strategy. First and foremost the development of the capacity of the Employment and Training Committee to undertake its role, and to influence change throughout the region is essential. The Committee will need to develop Employment, Education and Training Policies that can sustain and build on the training effort. Examples could include, the requirement for all new staff recruited to the community to be vetted against an agreed set of cultural criteria, and that the conditions of employment clearly state the importance of undertaking training as part of their role.

The committee should also play a role in organising and facilitating corporate governance training for regional organisations, could facilitate the development of a region wide EBA that would establish some core benchmarks in employment conditions, including cultural leave, conduct cross cultural training for all new non Indigenous staff facilitate a range of adult education programs, and facilitate enterprise education workshops for local residents interested in developing local enterprises.

4.2.2 Infrastructure

Some key aspects of physical infrastructure are required to ensure that the Employment and Training Strategy can be implemented. The Wadeye Community has a chronic shortage of housing, and little or no capacity to accommodate non Indigenous staff from registered training organisations and other service providers. A key infrastructure need is the development of accommodation which is self contained to allow trainers and other service providers to visit and provide training and development at a community level.

Facilities to undertake training currently exist in the form of the old Kardu Kigay Centre, a program funded by DEST to re-engage adolescent males in the education process. DEST funded the refurbishment of the old church and this facility is basically sound, but requires some maintenance and additions to make it fully functional. The facility also has adequate IT infrastructure with satellite communications in the computer lab. Some work in reconfiguring the network, and adding video conferencing facilities would bring the facility up to speed. The Thamarrurr Regional Council has approved the use of this facility by the Employment and Training Committee. (see **Attachment F**)

A further key issue that needs to be addressed, in the light of the early outcomes of the DEST funded scoping project on the effects of conductive hearing loss for Indigenous learners, including apprentices is the need to establish a range of supports to address this issue. This is likely to include but not be limited to:

- Training and development of RTO staff delivering training
- Workshops and information sessions for supervisors
- Modifications to training facilities, including amplification, equipment.

A final key element of ongoing infrastructure is the need to provide effective interpreter and effective literacy and numeracy support services given the fact that most community residents have limited exposure to work place English and Maths, and that English is a second, third or fourth language spoken.

4.2.3 Preparing Young People

The OLSH School is delivering Year 11 programs for the first time in 2004. Year 12 will be offered in 2005. For the majority of young people attending the OLSH School the concept of School to Work transition has yet to be explored. An effective program of work experience, VET in schools, and careers education is required to better prepare these young people for the employment options available at a community level or beyond.

For young people who have left the school system, many of whom will have limited literacy and numeracy skills programs of pre-vocational training together with cross cultural training to understand the western view of employment will be essential.

4.2.4 Preparing Adults

Many of the themes outlined in 4.2.3 apply to adults. However a key issue that must be considered is the effect of long term passive welfare support, and the need to provide flexible entry into potential employment areas. Some pathways that would need to be further developed include structured exposure to CDEP, and Work for the Dole programs, pre-vocational programs, literacy and numeracy support and cross cultural awareness.

4.2.5 Preparing Businesses and Organisations

Most of the organisations in the region were visited and structured interviews undertaken to clarify the preparedness of these businesses/organisations to recruit, train, and retain local indigenous staff. In a significant number of cases a range of strategies are required to better prepare these organisations. These strategies include:

- Cross cultural awareness training for managers and staff
- Supervisor development, including completion of Certificate IV Workplace Assessor and Training.
- Some assistance with job design.
- The development of Indigenous staff capacity to undertake mentor support retention roles.

4.2.6 Active Participation Services

With the advent of welfare reforms, and the need for Indigenous communities to embrace the concept of active participation, the Employment and Training Committee would be well placed to undertake a range of community education and implementation roles.

The exact nature of these services is at this time unclear, however an initial starting point would be the development of an active participation plan specifying the range of activities that the community, clan's, or families wished to undertake as part of the active participation agreement process.

Wherever possible the Employment and Training Committee would seek to undertake these roles with the support of key experts in the field.

4.2.7 Employment Services

A complex range of contractual processes currently exist for the provision of employment services in rural and remote regions across Australia. The Employment and Training Committee, through the provision of a single line contract wishes to establish an employment service that is all encompassing, and integrates the following range of contracted or brokered services.

- The Thamarrurr Region is currently exempt from the remote area contracted job network service arrangements. The Employment and Training Committee would seek to undertake job network services, and other related services with the support of suitable brokers or contract providers.
- The committee would also be well placed to manage a proportion of CDEP places in the first year, and build to manage all CDEP places by the third year of the Strategy. The management of Work for the Dole projects would also be undertaken.

The provision of mentor support services focused on retention of local people in local jobs would also be a key service.

Group Training Services will also be provided to all new apprentices engaged in the region.

4.2.8 Training Services

Employment and Training Committee will play a major role in coordinating the delivery of accredited and non accredited training for the region. The committee will develop relationships with training organisations who have a proven track record in delivering training in a manner that produces outcomes at a community level. It is expected that the committee will facilitate the following:

- MOU's with individual training organisations specifying the communities approach to the delivery of training.

- Conducting recognition of prior learning and literacy and numeracy assessments of local people wishing to undertake training delivered locally to ensure that training is appropriate and properly placed.
- Establish mentor support arrangements as training is delivered.
- Provide appropriate language, literacy, numeracy and interpreter support.

5.0 EMPLOYMENT AND TRAINING OPPORTUNITIES

The approach to realising the vision of Thamarrurr Regional Council of local jobs for local people has been broken into the following distinct phases.

- Phase 1
Maximising the employment of local people in local businesses and organisations where positions already exist.
- Phase 2
Maximising the employment of local people in new businesses/organisations that will be established during the 2005-2008 period, or the growth of existing businesses/organisations.
- Phase 3
Maximising the employment of local people in major projects.
- Phase 4
Maximising the participation of local people in new business ventures or community participation activities as they develop during the 2005-2008 period.
- Phase 5
The provision of priority training in general community needs, adult education and enterprise training and facilitation.

The overall aim during the 2005-2008 period would be to have achieved maximum outcomes in Phase 1, 2 and 3, and to have commenced the task of clarifying and developing those potential enterprise and community activity initiatives that have strong support.

5.1 EXISTING BUSINESSES/ORGANISATIONS (PHASE 1)

5.1.1 Thamarrurr Regional Council Housing Department

The development of the local building team strategy is already well advanced, with a planned commencement of 12 local apprentices into the Certificate II in General Construction in January 2005.

An additional two new apprentices in the Business Administration area will also be employed during the first quarter of 2005, to assist with the housing management function.

These arrangements have already been negotiated and agreed by DEWR, IHANT, Batchelor College and Thamarrurr Regional Council as part of GTNT's initial MOU.

A further opportunity to train an apprentice plumber and an apprentice electrician exists, however difficulties with the existing training package, and the ability to attract a suitable registered training organisation to undertake training at a community level will require detailed discussion and negotiation. One option would be to use the water and sewerage competencies from the essential service officer training package for the plumber and some competencies from the electro technology package for the electrician.

The Housing Department already have two mentors in place as part of their work team, and further development and training of these mentors (supervisor and mentor training), as well as the delivery of Certificate IV Workplace Assessor Training qualifications to other qualified builders will see this area being able to sustain an ongoing training and employment effort, as part of the Thamarrurr Regional Council IHANT agreement.

5.1.2 Thamarrurr Regional Council Civil Operations

The Regional Council expects to receive a \$1 million establishment grant as part of the process recently of enacting this new authority structure. The Council have decided to expend these funds on a strategic initiative to build the capacity of the organisation to participate in existing civil operations work programs and new work that will arise in the next 3 years.

\$500,000 will be spent on new civil operations plant, and \$500,000 has been allocated in the 2005 year for operational costs. This expenditure along with the works that will flow from the \$2.5m new subdivision planned for 2005/2006 the expected civil operations work that will proceed the Woodside project, and the requirement to upgrade the Daly River Port Keats Road will see plenty of opportunities to develop a local civil operations team.

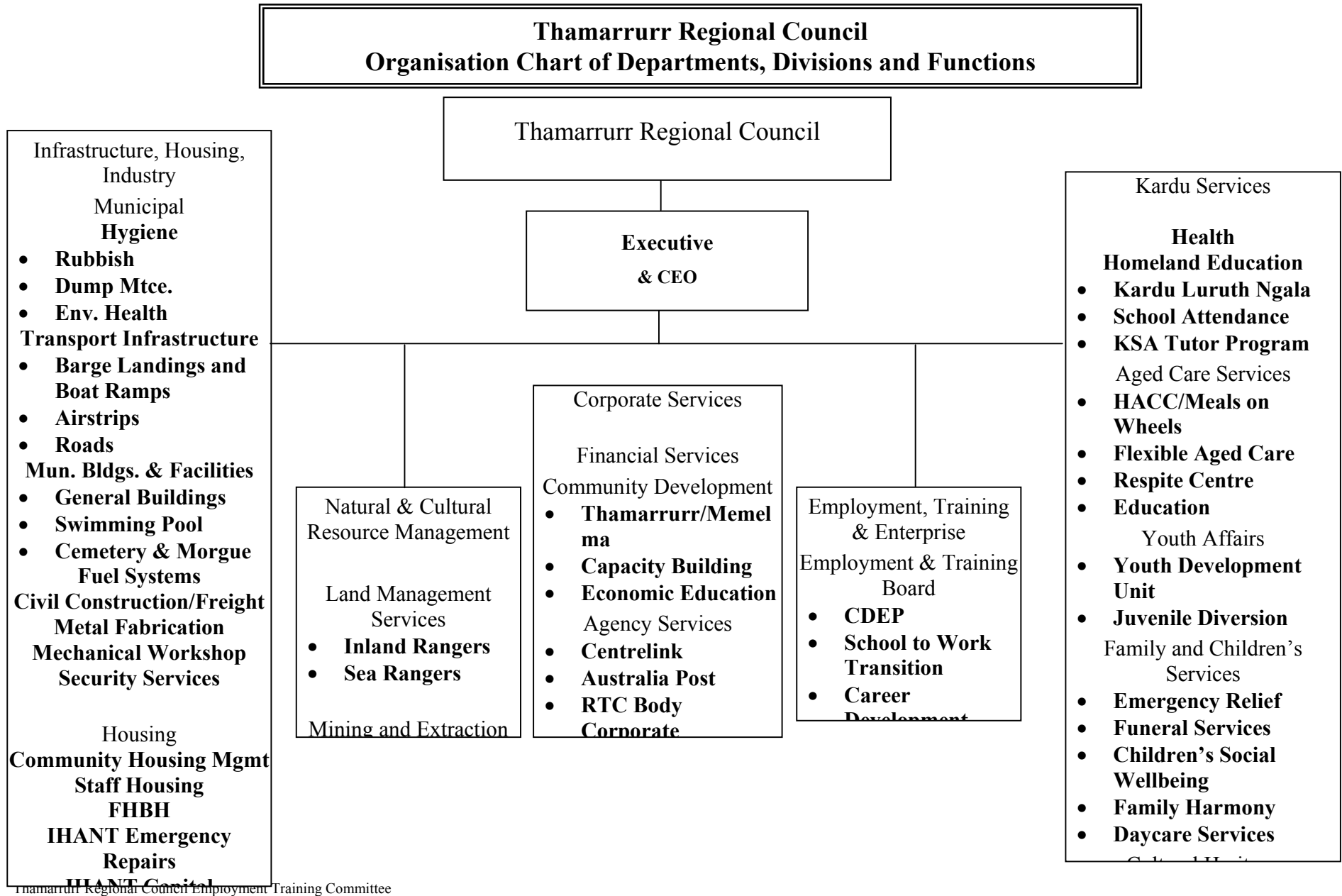
A planned intake of up to 10 new apprentices in civil operations will occur during the first half of 2005, as will the development of mentors, and operator/trainers.

5.1.3 Thamarrurr Regional Council - General Structure

The Thamarrurr Regional Council structure has recently been reviewed, and a new organisational structure put in place, which incorporates the homeland servicing functions previously undertaken by the Murin Association, as well as the previous functions of the Kardu Numida Community Council.

A Business Plan outlining the key roles and functions of each department has been developed, and this Business Plan also identifies some work areas that are seen as immediately suitable to increase the numbers of local people engaged in local employment. A copy of the Business Plan is provided at **Annex 2**.

The following figure 5.1 outlines the proposed structure of the Thamarrurr Regional Council and its various divisions and services.



In discussions with the CEO of the Thamarrurr Regional Council some following key issues were canvassed.

- The need to develop a strong mentor support structure in work areas and also to support the education of clan groups about retention in employment.
- The provision of training at a community level, with the right level of literacy and numeracy support, and appropriate interpreter services.
- Maintaining a healthy balance between initiatives in the Wadeye Community and the homelands serviced by the Regional Council.

Some of the key barriers included the lack of accommodation for key staff, including training providers, and the lack of training resources made available to achieve employment and training outcomes.

The CEO was also supportive of the Employment and Training Committee taking responsibility of programs like Work for the Dole, and for the Committee to play a pivotal role in the establishment of Community Participation Agreements.

The following opportunities to improve local employment levels and training have been identified:

Corporate Services

Up to 6 positions for local people in the areas of :

- Records management
- Reception
- Payroll
- Debtors clerk
- Creditors clerk

The new Centrelink facility is discussed in more detail in Section 5.2.

Potential also exists to further expand the Australia Post Agency from its current operation of 20 hours per week to 30-40 hours per week, thus creating an additional part-time position.

Current cleaning services cost the Regional Council around \$80,000 pa, and this work could readily be contracted to a local enterprise managed and operated by a family or clan group.

From an industry development perspective the new tilt up construction factory will provide some additional employment opportunities, which are expected to require some additional accredited training in areas such as licensed crane operation, dogman, and batching operations. These opportunities (3-4) will commence during 2005.

Infrastructure, Housing and Industry

The Housing Department has already been discussed at Section 5.1.1 however a further additional position in environmental health is currently available for filling by local person, and appropriate training could also be provided.

Homeland Support Services

The normalization of house wiring and power generation over the next 2 years, and together with the provision of power and water services in Wadeye, opportunities to train and employ at least 2-3 essential service officers exist.

Municipal Hygiene

This work area incorporates the bulk of the CDEP workforce currently engaged in work activities such as public grounds maintenance, rubbish collection, tip maintenance, and environmental health in public spaces.

The core supervision function is undertaken by 3 or 4 older local residents, who will begin to focus their energies on emerging opportunities to develop their homelands over the next 1 to 2 years. This will mean that a strategy is required to develop a younger group of workers with the potential to undertake supervision roles in preparation for these older workers moving out of the CDEP function. Supervision training for 4-6 workers will therefore be required.

Mechanical Workshop

Opportunities exist to train and employ 1 or 2 apprentice motor mechanics, and some future expansion of the workshop, particularly if some privatization of the service occurs would see expanded opportunities in areas such as:

- Second-hand parts and a wrecking yard
- AANT recovery
- Panel beating and spray painting

Metal Fabrication

Opportunities exist to train and employ 1 or 2 apprentices in metal fabrication, and plans to commence the manufacture of household furniture in this area would see some expansion in the next 1-2 years.

Security Services

As discussed under Section 5.1.9 security services including the night patrol play an important part in the social fabric of the community, this area currently employs a Supervisor, and 4-6 security workers. Contributions from the Council, store, school would see this service beginning to operate on a more professional footing. The requirement to improve its operation would involve the need to deliver accredited and non accredited training to supervisory staff and workers. The delivery of Certificate II (Asset Security) Training for workers in this area will require negotiation with DEET to secure a registered training organisation prepared to delivery the training, as no Northern Territory RTO has scope to deliver this training at the time of writing this report.

Kardu Services (Human or People Services)

Aged Care Services as discussed at Section 5.1.8, as is Health Services at Section 5.1.6.

The Regional Council also provides additional support to the OLSH School, mainly through programs funded by Commonwealth agencies, and CDEP support.

Potential to improve the Kardu Luruth Ngala program, aimed at improving and sustaining school participation by the provision of appropriate accredited training exists. Currently 2 workers are engaged in the program, where funding exists for 6 workers.

A further development that will no doubt generate some further training needs, probably related to generic adult education will be the Family and Community Services Citizenship Education initiative that has just commenced. This program will operate over a 2 year period, and is likely to accelerate the demand for education/information on enterprise development and management.

Sports and Recreation

Funding for Sports and Recreation functions is derived from the Northern Territory Department of Community Development for a part-time position.

Potential opportunities include:

- Sport and Recreation (Lifeguards for the Pool, Certificate I & II in Sports and Recreation, especially to support the reestablishment of structured organised sport in areas like AFL, and softball.)

Family and Children's Services

Two key areas of Employment and Training opportunities exist in this area. One relates to the Kardu Darrikardu Pumemanpinu program funded by the Department of Family and Community Services which currently employs a number of family workers. During the current review of the Palngun Wurangat Association, conducted by Street Ryan and Associates, the issue of the provision of training for these workers was discussed.

The ongoing support of the program, and the need to provide appropriate accredited and non accredited training to the coordinator and workers in the project was identified as an important element of improving the functionality and outcomes of this important area, which was also identified in the Shared Responsibility Agreement.

Opportunities to develop early childhood support services, further family intervention programs and child care options exist in the near future. Activity programs for school aged children, health promotion and education positions and a general increase in community service type provision is envisaged within the 2005-2008 period

BRACS

The operation of the BRACS facility on the community has been sporadic in recent years. Flexible response funding from the Department of Employment, Education and Training to undertake some training for CDEP workers to improve their level of engagement in the BRACS arrangements has recently been received. The community education project will also generate a significant demand for material that will need to be documented and broadcast to keep the community informed of this initiative. This will include training in the collection of local material via video and other mediums, editing and presentation of this material through the local BRACS outlet.

It is expected that this activity will create an ongoing demand for this form of training, which will feed into some requirement for ongoing accredited training in broadcasting.

Culture

A resurgence in interest in this area has occurred since the reemergence of the Thamarrurr structure.

A local part-time manager has been appointed supported by a long time non indigenous person with high levels of local language and cultural knowledge.

Decisions have also been made to modify the curriculum delivered at the OLSH School to incorporate higher levels of local significant cultural knowledge which will also generate the need to develop and publish a high level of resource materials to support this initiative, in collaboration with the school and the Literacy Production Centre.

Opportunities exist to upgrade the range of services provided to establish a keeping place of local cultural information and artifacts, and to establish a small team of curators working to support the cultural keeping place. One or two training positions in Certificate II Museum Practices.

Library Services

NT Library Services are establishing a newly funded initiative to upgrade access to Library Services to the whole community. This will occur over the next 12 to 18 months and will generate some additional opportunities for structured training and local part-time employment.

Natural Resource Management

Accredited training and a step project has already been negotiated for the existing ranger program during 2005. The natural resource management unit enjoys a good reputation as an Indigenous friendly work unit, and will continue to attract local people to take up positions in this popular work area. The additional training needs in this area include some supervisor development for the supervision team of the unit. Work is already underway with DEWR to look at a submission under the Indigenous Small Business fund to undertake a feasibility study to clarify ongoing commercial opportunities to sustain the operation of the unit, with a gradual decline of funding from the National Heritage Trust now occurring.

5.1.4 The Pulgun Warungat Association (Takeaway Bakery)

This existing business is owned by the Pulgun Warungat Association and currently employs no local indigenous staff. It employs a full time manager, a baker, an apprentice baker, chef, 2 kitchen hands and 3 counter hands. Opportunities are expected to flow from the Woodside project which would generate an additional 2 – 3 kitchen hand positions during the life of the construction phase of the project (2 dry seasons).

In discussions with the manager, it is clear that a range of barriers exist to the employment of local people in these positions. The manager cites previous difficulties within employing local staff including

unreliability, personnel hygiene issues and the lack of committee support.

Strategies that would deal with these issues include:

- Cross cultural training for current takeaway management and staff.
- The implementation of a pre-vocational program run by a registered training organisation with a good track record, and the continuation of structured training through a new apprenticeship pathway (Arnhem Land Progress Association) would be well placed to deliver this training.
- Establishing appropriate mentor support arrangements.
- Working with the Pulgun Warungat Association Committee to clarify its role and responsibilities in supporting the employment of local people in this enterprise.

Up to 6 positions for local people can be generated by this local enterprise, plus an extra 2-3 during the construction phase of the Woodside Project.

5.1.5 Murinbata Tribal Development Association (Store and Art & Craft Gallery)

This Association is owned by Murinbata Tribal Groups. The store is a modern facility offering a supermarket service, fruit and vegetable and frozen foods. The Association also runs an Art and Craft enterprise including a local gallery, and sales of art to buyers outside of the local region.

The current employment profile of this store and art & craft enterprise consists of the following:

- Store Manager
- Assistant Store Manager
- Purchasing and Stock Control Position
- Clothing Manager
- Three checkout positions
- Warehouse worker
- Fruit and Vegetable position
- Art Gallery Manager
- Two general hands responsible for clean up and home deliveries

The two general hands positions are currently filled by local people.

Barriers raised in discussions with the Store Manager and Chairman of the Association to improving local levels of employment included, the pressure placed on local staff by family members, the need to involve families of staff employed in the store, levels of education especially literacy and numeracy.

Potential solutions to resolve these issues included:

- The delivery of pre-vocational training in the community with a focus on the literacy and numeracy.
- The provision of mentor support.
- Working with family and clan members to explain employment protocols
- Using a specialist retail training provider.

Up to 8 positions for local people could be created in this enterprise.

Prospects for future developments by the association were also discussed, and the store is considering the establishment of a second-hand furniture shop, some renovations to the old licensed club premises to operate a kitchen on weekends and evenings, and a motel complex for visitors. The status and timeframes for these potential developments are unclear at this time. Discussion also occurred in relation to the art and craft enterprise, and attempts in the past to establish Tourism enterprises with the support of the Association.

In relations to the Art and Craft business the Association stated that it saw opportunities for the participation of other clan groups in this venture, and that options for the restructuring of the venture could be reasonably pursued.

The Association were disappointed with the level of support provided by the Northern Territory Government in its attempts to establish a tourism enterprise in the region, and any future attempts to establish an enterprise would require careful planning, including the need to ensure that support was forthcoming from key Northern Territory and Commonwealth agencies, and possibly a suitable joint venture partner from industry.

5.1.6 Health Clinic

The current structure of the Health Clinic is as follows:

- Manager
- 6 Nurses (1 mental health, 1 chronic disease, 1 pediatric, 1 women's, 2 general nurses)
- 4 Aboriginal health workers (1 male, 3 female)
One Level 4 which is vacant, one Level 3 and two Level 2's.
One additional health worker position funded by the Commonwealth for Early Childhood.
- 2 administrative support positions which include interpreter services
- baby room assistance

- 3 drivers
- 2 cleaners

Barriers identified in increasing local employment included:

- Literacy and Numeracy levels
- Substance abuse
- Family humbug
- Lack of childcare
- DUI is an issue in retaining drivers
- Training methods adopted by Batchelor College
- Support for Health workers in training, particularly with Maths

New positions expected in the future include a Commonwealth funded position for an outstation Nurse to commence in June 2005. The lack of a Doctor is a core issue as the community currently has access to a fly-in fly-out doctor 3 days a fortnight, and the Maningrida Community has 3 full time doctors.

Additional resources are expected to become available with the role out of the PCHIAP initiative, and the potential for additional support with the establishment of the new Aged Care Facility.

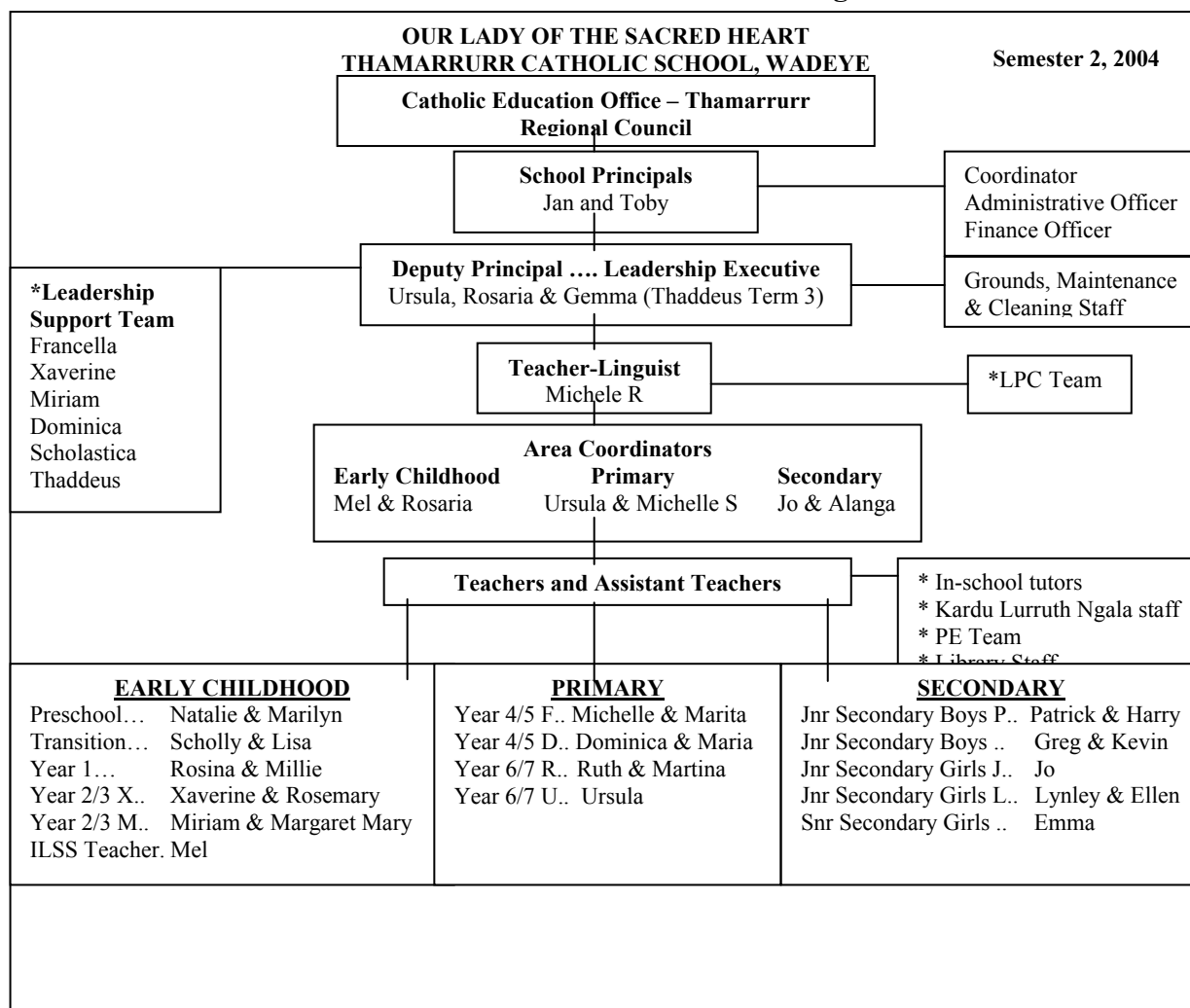
Some initiatives that may improve local levels of employment include:

- More active support of the Clinic Committee in the operation and employment policies of the clinic.
- Attracting ex-senior health workers back to the clinic to undertake mentoring roles.
- Running DUI courses at a community level to allow drivers to reobtain their licenses.
- Conducting more health worker training at a community level.
- Establishing interpreter services as part of the clinic structure.
- Accommodation for trainers on the community.
- Greater cross cultural awareness amongst Indigenous and non Indigenous staff.

Positions for Indigenous staff at the clinic are already identified, and strategies to retain local staff, and recruit new staff as the clinic grows will be the major focus.

5.1.7 OLSH Thamarrurr Catholic School

The current structure of the school is outlined in **Figure 5.3**.



Other support positions including assistant teachers, tutors, literacy production workers, ground staff and administration support staff all have high numbers of predominately local indigenous people.

Cleaning staff remain an ongoing source of frustration in terms of attracting and retaining suitable local employees.

In terms of future growth an additional 5-6 teachers would be required if growth in enrolments to the 600-800 level can be achieved. Servicing of homelands through the development of a visiting teaching service and assistant teachers based on homelands is also expected.

The school already provides a high quality workplace for the employment of local people, and will only grow as the population and enrolment levels of the school grow.

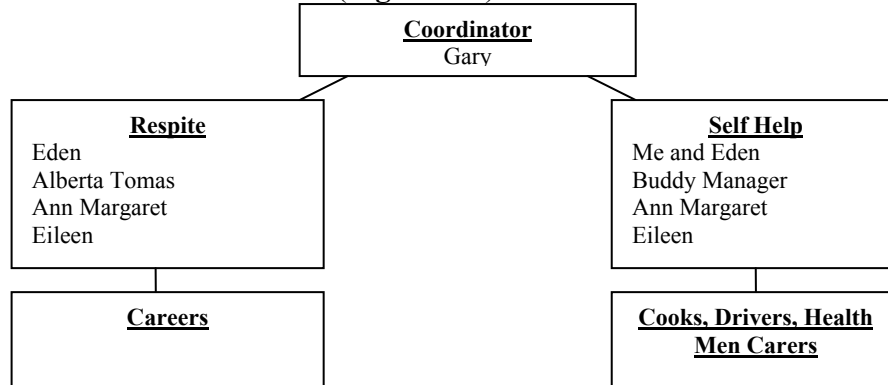
The school has nominated the following key issues as important training initiatives that would be valuable to further grow and develop the school workforce.

- Changes to teacher training arrangements to allow an introduction phase to teaching at a local community level.
- Certificate IV Workplace Assessor Training for teachers involved in VET in schools and work experience programs.
- Management development training for members of the school leadership group.
- Accredited training through new apprenticeship pathways for local staff involved in grounds maintenance and literacy production centre functions.
- IT training for all staff on computer applications, especially Word, Excel, Database and Desk Top Publishing.
- Literacy and numeracy skills upgrades for school staff (like English for professional purposes).

Like the clinic the school has already designated positions for local staff, and has worked hard to maximize local employment in these positions. The school sees the need to engage in developing the skills of its existing workforce, with an eye to the future to ensure that more young people attending school take up opportunities in the education sector, as the school and local population grow.

5.1.8 Aged Care

The current structure (**Figure 5.4**):



The Aged Care facility operates under a charter that is to provide appropriate care for the elderly to stay on the community. It currently employs 10 staff in total with a significant number of local staff employed (7). A buddy system of care provision exists that is similar to the process that applies with teaching at the school.

The Aged Care Facility Manager is particularly keen to maximize the employment of local people, and would like to develop a range of strategies to enhance the skills base of the local workforce. Little or no accredited training has been provided in the past, and the facility has arrangements in place with two Darwin based organisations Janinga Aged Care Services and Frontier Services to provide support and expertise.

Some barriers identified that inhibit the potential of the centre to develop a skilled local workforce include:

- The need for cross cultural awareness training
- The non functioning Aged Care Committee, which restricts the ability of the Manager to obtain support and advice about cultural issues that effect the management of the centre.

Potential strategies to overcome these issues include:

- The Manager to participate in a Certificate IV Workplace Assessor Program.
- Accredited training in Certificate II Aged Care for aged care workers delivered on the community.
- Obtaining assessments of competencies for all workers.
- The development of Indigenous mentors.
- The reconstitution of the Aged Care Committee, or the establishment of an advisory structure that the Manager can use to seek advice on cultural matters.

Opportunities to provide formal qualifications to local aged care workers exist for 2-3 positions.

Expansion of the Aged Care Facility is planned in 2005 with the construction of a new facility. A total of approximately \$700,000 has been allocated, and will incorporate a new multi-purpose Aged Care Facility. Opportunities for collaboration with the clinic also exist. It is expected that an additional 2-3 positions will become available as the new facility is established and new services provided.

5.1.9 Police

The staff profile of the Police Station consists of 3 Law Enforcement staff and 1 ACPO (Aboriginal Community Police Officer). The current ACPO is awaiting recruitment as a Constable which may create a position for an ACPO at the local station. The Sergeant also believes that the community should justify 1 male and 1 female ACPO, and that the potential exists to recruit an administration position at the AO2 or AO3 level.

In terms of potential local employment within the police presence the possibility of 2 ACPO's and 1 administration position should exist over the next 1-2 years. The police are strongly of the view that local language speakers are required as part of the police presence. In terms of other related activities the current night patrol and safety committee requires further development. It consists of a full time manager and 6-8 part-time staff, formal training and mentoring of this workforce is required.

Two further initiatives are also likely to occur during the period of the Employment and Training Strategy, and these include the establishment of a domestic violence shelter and support service, a local liaison officer to deal with issues relating to the Woodside Project, and 2 liaison officer positions flowing from the juvenile diversion program.

In summary, opportunities exist to place 2-3 local people in positions in the workforce, and further training and development opportunities will arise in the areas of security, domestic violence, juvenile diversion and liaison with the Woodside Project.

5.1.10 Other Work Areas

Butcher Shop

The butcher shop currently operates in the commercial centre, where the Palumpa Station leases the shop to sell fresh meat to the Wadeye community. An opportunity exists to train an existing local resident as a qualified butcher.

5.1.11 Summary of Opportunities 2005/2006 (Table 5.1)

Work Area	Estimated New Jobs/Training for Local People	Estimated Training for Local People in Existing Jobs
Thamarrurr Regional Council Housing	12 x Cert II General Construction 2 x Cert II Business Admin 1 x Apprentice Plumber 1 x Apprentice Electrician	2 x mentors * supervisor training * mentor training 2-3 x Builder trainers Cert IV Workplace Assessor/Training & Supervisor
Civil Operations	10 x Cert II Civil Operations	2 x mentors * supervisor training * mentor training 2-3 Operator trainers Cert IV Workplace Assessor/Training and Supervisor
Corporate Services	6 x Business Admin	2 x mentors * supervisor training * mentor training Cert IV Workplace Assessor/Training and Supervisor
Infrastructure Housing and Industry	2 x Cert II Environmental Health	1 x mentor 1 x Cert IV Workplace Assessor/Training and Supervisor
Homeland support	2-3 x Essential Services Officers Cert II	1 x mentor 1 x Cert IV Workplace Assessor/Training and Supervisor
Municipal Hygiene		4-6 x Supervisor and mentor training
Mechanical workshop	2 x Cert II Automotive	1 x mentor 1 x Cert IV Workplace Assessor/Training and Supervisor
Metal Fabrication	2 x Cert II Metal Fabrication	1 x mentor 1 x Cert IV Workplace Assessor/Training and Supervisor
Security Services		4-6 x Cert II Asset Security 1-2 x mentors 1 x Cert IV Workplace Assessor/Training and Supervisor
Kardu Luruth Ngala		4-6 x Community Services Cert II 1 x mentor 1 x Cert IV Workplace Assessor/Training and Supervisor
Youth Services		2 x Cert II Sport & Rec 2 x Community Services Cert II 1 x Business Admin 1 x Cert IV Workplace Assessor/Training and Supervisor 1 x mentor
Family and Children Services Kardu Darrikardu Pumemanpinu		1 x Cert II Community Serv. 1 x mentor 1 x Cert IV Workplace Assessor/Training and Supervisor
Culture		1-2x Cert II Museum Practices 1 x Cert IV Workplace Assessor/Training and Supervisor 1 x mentor
Pulgun Warungat	15 x Pre-vocation Training Retail 2-3 x Retail Operation Cert II 2-3 x Kitchen Operation Cert II 2 x Apprentice Baker	2 x mentor 2 x Cert IV Workplace Assessor/Training and Supervisor
Murinbata Tribal Development	15 x Pre-vocation Training Retail 6-8 x Retail Operation Cert II	2 x mentor 2 x Cert IV Workplace Assessor/Training and Supervisor

Work Area	Estimated New Jobs/Training for Local People	Estimated Training for Local People in Existing Jobs
Aged Care		2-3 x Cert II Age Care 1 x mentor 1 x Cert IV Workplace Assessor/Training and Supervisor
Police	1-2 x ACPO 1 x Business Admin Cert II	1x mentor 1 x Cert IV Workplace Assessor/Training and Supervisor
Butcher Shop	1 x Apprentice Butcher	1x mentor 1 x Cert IV Workplace Assessor/Training and Supervisor

5.2 NEW BUSINESSES/ORGANISATIONS OR GROWTH IN EXISTING BUSINESS/ORGANISATIONS (PHASE 2)

The following organisations/programs have been identified as work areas that will be growing during the 2005/2008 period, where opportunities exist to train local residents to take up positions as this growth occurs. This will allow the community to build on the gains already underway during Phase 1 of the Strategy.

Centrelink

Plans are well advanced to upgrade the current Centrelink agency arrangement to a full blown Remote Area Servicing Centre (RASC) due to commence in mid 2006. The Remote Area Servicing Centre will undertake a full range of Centrelink functions for the Thamarrurr Region, including the processing of Centrelink payments, and the full range of other Centrelink support services. Negotiations are currently underway to secure private sector finance to purpose build the Centrelink facility, and key Centrelink staff housing, on the basis of a long term lease arrangement.

The building will also potentially provide a court facility, visiting government officers facility and a base for the ICC field staff servicing the region.

Staffing levels to be drawn from local residents will be 3 full time positions, or a combination of full time, part time or job share arrangements. Centrelink are prepared to be flexible in relation to the design of the organisational structure to deliver Centrelink services.

At this stage the following timetable of preplanning has been determined to ensure that local residents are able to take up positions in the new RASC.

- March 2005 discussion with the community about the RASC, and employment and training opportunities.
- July 2005 visits by women's group and interested school students to the Centrelink operation in Darwin.
- Participation by school students in work experience to obtain an understanding of Centrelink RASC employment opportunities.

- September 2005 commencement of pre-vocational training for potential RASC staff.
- December 2005 recruitment of RASC Manager and local RASC Buddy Manager.
- January 2006 part-time, or job share employment in the local Centrelink agency, or exposure to Centrelink business in Darwin.

Centrelink already have a well developed competency based training system built on new apprenticeships pathways commencing at the Certificate II level and progressing to Certificate IV and Diploma level qualifications. The delivery of these qualifications at Wadeye will be incorporated into the implementation plan.

Opportunities will exist for a buddy local manager, and 3-6 local residents to take up full time or part-time employment in the RASC.

On a policy front the establishment of the RASC assists in clarifying a potential timetable for the implementation of job network services, and community participation agreements for the region. It is envisaged that the Employment and Training Committee would undertake some limited job network services based around the activities outlined in Phase 1 of this Strategy during 2005, and that these activities would ramp up to a broader range of job network services in the latter half of 2006, when the RASC becomes fully operational. The implementation of community participation agreements and a decision to remove the remote area exemption during 2007 would seem to present a logical timetable to ensure that appropriate services and support are in place to make the removal of the exemption and implementation of participation agreements meaningful at a regional level.

Childcare

The current provision of Childcare Services is generally targeted at non Indigenous families in the community. A range of discussions have occurred in relation to the development of a full blown childcare facility that would cater to the needs of Indigenous families. With the growing numbers of Indigenous women participating in the workforce, it is highly likely that a childcare facility would be established, along similar lines to those established at the Ngiuu Community on Bathurst Island, and Galiwinku Community in Arnhem Land. Indicative staffing levels would see the need to employ at least an additional 8 childcare workers, and these workers would be required to undertake formal childcare qualifications.

PCHAIP Roll Out

The status of this roll out in relation to the Thamarrurr Region remains unclear at the time of writing this report. Clearly significant planning and preparation will be required from a workforce perspective once a clear timetable and implementation strategy have been developed.

5.3 MAJOR PROJECTS (PHASE 3)

The two major projects that will impact on the Region during the 2005/2008 period are the Woodside Blacktip Gas Project, incorporating the construction of the Trans Territory pipeline, and the development of a construction industry in the region.

These two developments can compliment one another, and the following analysis has been developed in an attempt to clarify the likely employment, contracting and enterprise opportunities that may flow.

Woodside

This project has significant potential to not only provide local employment and enterprise opportunities, but also to assist in the process of adding value to the regional economy, by assisting to fast track a range of local industry developments.

A range of discussions have already occurred between Woodside, the Northern Land Council, the Territory Construction Association, the Thamarrurr Regional Council and Group Training Northern Territory to establish some forward planning for the project. Discussions have also occurred under the COAG arrangements to identify and implement value adding opportunities for regional infrastructure as a result of the project. This process is being led by the Office of Territory Development.

A formal alliance arrangement already exists between the NLC, TCA, and GTNT (the alliance), and this alliance will also play a role in this major project.

The proposed timetable for the project would see construction of the gas plant commencing during the dry season of 2006 and completed in 2007 and pipeline construction occurring during 2007/2008.

It is envisaged that a fully detailed Employment and Training Strategy for the Gas Plant and Pipeline construction, and ongoing maintenance functions will be developed by the alliance. This strategy will as a matter of course be considered and endorsed by the Employment and Training Committee, and Thamarrurr Regional Council.

Key features of the strategy will include:

- The design and delivery of a range of preparatory and pre-vocational training programs.
- Identification of full time, part-time and casual employment, and new apprenticeships.
- Mentor support arrangements
- Contracting opportunities for existing local Indigenous organisations
- Contracting opportunities that may involve joint venture operations.

It is important to note that funds for major projects are not funded as part of this strategy.

Indicative opportunities are as follows:

Gas Plant Construction

It is estimated that a workforce of around 90 will be required to construct the Gas Plant. Employment opportunities for local residents will generally be restricted to semi-skilled positions in plant operation, crane operators, truck drivers, concreters, construction and plumbers assistants and other semi-skilled positions.

Opportunities also exist in supplying food, goods and services to the single men's camp, and in the construction of the new road from Wadeye to the Gas Plant site.

These opportunities could be accessed via the direct employment method, or by local Indigenous residents working within existing businesses (eg. the Takeaway) or in joint ventures (the Civil Operations team).

Pipeline Construction

The construction workforce engaged to undertake this task will probably work a 28 day cycle with 7 days off completing around 4 to 4.5 km per day. It is highly unlikely that this method of employment together with the need to live in construction camps, will attract significant numbers of local Indigenous residents from the region.

Opportunities are more likely to arise in the following areas:

- In the pre-construction phase identification of cultural heritage sites and access tracks, including water sources and gravel pit locations.
- In the construction phase seed collection, fencing, plant operation, wildlife removal from trenches, and wildlife monitoring, plant operators and re-vegetation crews
- In the post construction phase seed collection and nursery activity, weed control and pipeline patrols.

These opportunities may be available in direct employment, but probably as part of a contracting team. The establishment and maintenance of tracks servicing the pipeline construction area, and the ongoing maintenance of the main Daly River Port Keats Road will also present significant opportunities again through contracting probably through joint venture arrangements.

Construction Industry Development

Some discussion of opportunities in this area were outlined in Sections 1.4 and 5.3. A key element of the development of this industry rests with an improved effort to maximize the availability and use of local materials and labour in the sector.

The establishment of an extractive industries sector that will supply suitable rock and aggregate for road and general construction purposes, as well as building quality sand will move the industry along substantially.

The Thamarrurr Development Corporation, a newly established body that will drive economic development in the region, has identified this sector as a key priority.

The development of this sector will occur during the 2005/2008 period, and will be substantially accelerated due to the requirements of the Woodside Black tip project, and the Trans Territory Pipeline. It is expected that this industry development activity will be more clearly defined with the commencement of a feasibility study funded by the Department of Business Industry and Resource Development. The Employment and Training Committee will work closely with the consultants undertaking the feasibility study to clarify potential employment and contracting opportunities.

5.4 REGIONAL DEVELOPMENT/ ENTERPRISE DEVELOPMENT (PHASE 4)

The Thamarrurr Development Corporation was established in the first half of 2004. It operates in line with the Thamarrurr Government structure and is about creating opportunities for the future through building successful and sustainable businesses.

A copy of the outcomes of the initial Thamarrurr Development Corporation Business Planning Meeting June 2004 is provided at **Attachment G**.

The Thamarrurr Development Corporation Board of Directors has established three committee's to provide information and support, and one of these committees is the Employment and Training Committee.

The initial focus of the Corporation is to build sustainable enterprises in roads construction and maintenance, housing construction and maintenance, and local extractive industries.

Other areas of potential business development identified include:

- Tourism
- Service station workshop
- Accommodation motel
- Pastoral industry
- Horticulture

- Bush tucker/medicines
- Business support services

The initial business plan session also focused on the issues of local infrastructure to support enterprise development, and the need to identify suitable joint venture partners to progress some opportunities.

Homeland Movement Development

A central tenant of the Thamarrurr Regional Council structure is the equality of each land owning clan in decision making processes that affect the whole region.

A key implication of the reemergence of the Thamarrurr structure is the desire of many clan groups to return to their traditional country. In a number of meetings with clan groups on clan estates during the establishment and post implementation review of the structure, a wide range of aspirations were expressed about the movement back to country, and the possible development of those homelands.

- Discussion has often centered around alternative methods to obtain finance to establish new housing, and related infrastructure.
- Improvements in transport, including the homeland road network
- Enterprise ideas, that are generally at an early formative stage, but that demonstrate that these clan groups are clearly thinking about ways of generating alternative forms of income from their clan estates. (See **Attachment H** for an example of an enterprise plan developed by William Parmbuk for his clan estate.)

A result of these initial discussions is that many clan groups have indicated a strong desire to learn more about the establishment, management, and operation of small businesses. The Employment and Training Committee needs to be in a position to assist these clan groups to access this knowledge and information so that they can make informed decisions about their options.

The range of potential enterprise opportunities discussed in these forums is in fact similar to those outlined in the initial planning workshop of the Thamarrurr Development Corporation. Some additional discussion has also occurred about improving the level of active participation in the arts and crafts sector in the region. This issue was also raised in the Taylor Report, and was discussed in the structured interview with the Murinbata Tribal Development Corporation (see Section 1.1) which currently manages the Art Gallery at Wadeye.

Sub Division Development

The Government has committed \$1.5m for head works to establish a new subdivision development at the Wadeye Community, and works are expected to begin in the dry season of 2005. This subdivision will create significant opportunities not only in areas such as civil operations and essential services provision, but will provide the opportunity to plan for the longer term expansion of housing stock for the Wadeye Community. This expansion will have a flow on effect in terms of general services to the population, in areas such as education, health, local government, human services and retail services. The rollout of the new subdivision, and new housing under the NAHS program will be better known in 2005, and the Employment and Training Committee will need to plan for the employment and training implications of this development.

Infrastructure Development (Roads, IT, Secondary Education)

One of the key issues in trying to plan for the potential employment, education and training needs of the region is the need to understand the likely infrastructure development that will occur in forward programs of public works at an NT and federal level. To date under the COAG arrangements it has been difficult to develop a clear picture in this area. The following potential developments are listed and will require further clarification as the Employment and Training Committee commences the task of forward planning on an annual basis.

- Information Technology

The new Gas Pipeline will provide an ideal opportunity to sight a new optic fibre cable to provide improved telecommunications and IT services to the region. If this does not occur the advent of the new Centrelink RASC will seek the need for a substantial upgrading of satellite based communication, and this requirement linked to the current and future needs of the traditional credit union branch, the new library service, distance education needs flowing from the delivery of secondary and VET in schools program at the school, the requirements of training delivery by the Employment and Training Committee and the needs of an expanded Thamarrurr Regional Council and Development Corporation means a rethink of remote communications needs to occur from a total community level.

- Secondary Education

The need to plan for new facilities to allow for the delivery of Year 11 and Year 12 at a community level will require new secondary education infrastructure. Planning is underway to identify this need, and this will present some opportunities for the Employment and Training Committee and the School Leadership Group to work together to ensure that the facilities are adequate for the future school to work needs of students.

- Roads
The main arterial road from the Daly River to the Wadeye Community is in poor condition, and this will be further exacerbated by the high traffic levels of heavy vehicles involved in the construction of the Woodside Blacktip Gas Plant, and Trans Territory Pipeline. Increasing population levels, and the need to service a growing regional population by a more efficient road network are important priorities that will need to be addressed over the next 2-3 years. A clear opportunity exists to substantially improve the current arterial road, and to begin the process of upgrading the homeland centre road network. The ongoing maintenance of this improved road network will ensure that ongoing employment and contracting opportunities can be developed and sustained within the region.

Conservation, Land and Sea Management

The current ranger program has been successfully operating for the last 12 months or so, and receives limited support from the National Heritage Trust, and a small contract from the Fisheries Division. As discussed in Section 5.1.3, a number of opportunities exist to improve the ongoing viability and financial basis of this important and popular work area.

An application to conduct a feasibility study funded by the Department of Employment, Workplace Relations Indigenous Small Business fund is in the process of being developed. This feasibility study should focus on the successes of other resource based organisations like Bawinanga Corporation in central Arnhem Land, and Dhimurru Corporation based at Nhulunbuy.

5.5 THE PROVISION OF PRIORITY TRAINING IN GENERAL COMMUNITY NEEDS, ADULT EDUCATION AND ENTERPRISE TRAINING AND FACILITATION (PHASE 5)

A range of providers have been involved in the delivery of training and support in this broad area in recent years. These include but are not limited to:

- Adult education services provided by the Catholic Education Office (0.5 position)
- Certificate I and II in Writing Own Language delivered by Batchelor College.
- TRY Programs delivered by various RTO's at the school
- Batchelor College delivering courses in Language, Aboriginal Health Workers, Community Work, Sports and Recreation, Environmental Health and Interpreting Services.

The Family and Community Services funded Citizenship Education Strategy over the next 2 years will also touch on a broad range of general education issues with the land owning clans of the region.

Planning the range of training, adult education, and enterprise training facilitation needs is somewhat problematic given the unstructured nature of its delivery in the past, and the need to consider a wide range of community and organisational needs. However, the following list of needs has been developed on the basis of the structured interviews conducted during the development of this business plan, and general discussions with a range of organisations servicing the region.

- Accredited and non accredited Corporate Governance Training for a range of regional organisations, including the Pulgun Warungat Association, the Thamarrurr Development Corporation, the Thamarrurr Employment and Training Committee, the Murinbata Tribal Development Association.
- Cross Cultural Awareness Training for all new or newly appointed non Indigenous staff, and those existing non Indigenous staff that require further development, and staff from Government agencies servicing the region.
- General information technology training including the use of common operating software like Word, Excel, database, Photoshop etc.
- Occupational Health and Safety training for workplace supervisors, and general OH&S training for at-risk work areas.
- Driver education, and accredited training for drivers who have lost their license due to DUI.
- General literacy and numeracy.
- Art and craft, screen printing and sewing workshops.

6.0 NOMINAL BUDGET AND SUGGESTED AGENCY/PROGRAM SUPPORT

The development of a nominal budget for the operation of the Employment and Training Committee is a reasonably complex task, given the broad range of activities, and the unique way that these activities have been bought together under the one umbrella.

The budget is also based on assessments of employment and training activity that will occur in year 1 of the operation of the strategy, and estimates of how these activities will ramp up over the following 2 years. To this end, the budget should be seen as a work in progress, and quarterly reviews of expenditure against groupings of key employment and training services would need to occur. A formal annual review of expenditure against the grouped Employment and Training Services, and outcomes achieved should guide the framing of subsequent annual budgets.

The issue of ongoing viability, and sustainability of the Employment and Training Strategy is also somewhat problematic, as the nature of the environment in which the strategy operates negates the capacity of the committee to collect sufficient fee for service revenue from existing or new organisations and businesses to be totally self reliant.

Even those programs which may provide some surety of ongoing funding and with it the capacity to establish an ongoing Employment and Training infrastructure are currently subject to major policy changes or reviews (CDEP Job Network Services). It is therefore recommended that an additional criteria in the annual reviews of expenditure and achievement of key performance indicators, that the issue of ongoing viability be addressed, so that prior to the expiration of the initial 3 year strategy that an agreed position can be reached about the elements of the strategy that can be supported as an ongoing, viable proposition, as opposed to those elements that will require further, ongoing joint agency support.

The budget has been built with the range of services outlined in Section 4.2 as the basis. Table 6.1 provides a more detailed breakdown of estimated costs for each core that forms part of each of the services.

Table 6.2 provides further discussion and information on the basis of each of the nominal budget items outlined in Table 6.1.

Table 6.3 provides a summary of total expenditure by service grouping and by year to provide an overview of the relative costs of the strategy.

Table 6.1 Nominal Budget 2005-2008

A summary of the major elements by service grouping. This should be read in conjunction with the description of services outlined in section 4.2

SERVICE GROUPING	CORE ACTIVITIES	OUTCOMES	YEAR			AGENCY/ PROGRAMS	\$
			1	2	3		
Capacity Building	<ul style="list-style-type: none"> E&T Committee and Development, Policy Development 	<ul style="list-style-type: none"> Committee effective, policies created. 	✓	✓	✓	<ul style="list-style-type: none"> FACS DEWR DEST DEET (FRF) 	\$50k pa
	<ul style="list-style-type: none"> Corporate Governance Training with other community organisations 	<ul style="list-style-type: none"> Training completed by organisation. Effectiveness of corporate governance by organisation 	✓	✓	✓	<ul style="list-style-type: none"> DEET (FRF) FACS DEST/ANTA 	\$55k pa
	<ul style="list-style-type: none"> Community wide EBA 	<ul style="list-style-type: none"> Feasibility study Completion 	✓	✓		<ul style="list-style-type: none"> DEWR Contributions from Community Organisations 	\$15k \$45k
	<ul style="list-style-type: none"> Cross cultural training 	<ul style="list-style-type: none"> New and existing non Indigenous staff completed 	✓	✓	✓	<ul style="list-style-type: none"> FACS Contributions from Community Organisations 	\$35k pa
	<ul style="list-style-type: none"> Enterprise Education Facilitation 	<ul style="list-style-type: none"> Sessions run Enterprises commenced 	✓	✓	✓	<ul style="list-style-type: none"> DOTARS DBIRD DEET (FRF) 	\$88k pa
	<ul style="list-style-type: none"> Adult Education programs 	<ul style="list-style-type: none"> Programs completed Individual and organisation evaluations 	✓	✓	✓	<ul style="list-style-type: none"> Catholic Education Office DEST/ANTA DEET (FRF) FACS DCITA 	\$200k pa
	<ul style="list-style-type: none"> Recruitment/selection services 	<ul style="list-style-type: none"> Development of cross cultural R/S protocol and procedures Provision of the Recruitment Selection Service Quality of staff recruited/retained 	✓			<ul style="list-style-type: none"> FACS 	\$15k
				✓	✓	✓	<ul style="list-style-type: none"> DEWR Community contribution
			\$488k	\$503k	\$458k		\$1.449m
Infrastructure	<ul style="list-style-type: none"> Accommodation for trainers 	<ul style="list-style-type: none"> Accom. Built and utilised 	✓			<ul style="list-style-type: none"> DEET/ANTA VET Infrastructure 	\$400k
	<ul style="list-style-type: none"> Refurbishment of training centre (Kardu Kigay) 	<ul style="list-style-type: none"> Improved functionality and use of training centre 	✓	✓	✓	<ul style="list-style-type: none"> DEET/ANTA VET Infrastructure Thamarrurr Council 	\$120k \$ 20k
	<ul style="list-style-type: none"> IT and Distance Education Infrastructure 	<ul style="list-style-type: none"> Improved IT training facilities and distance education strategies implemented 	✓	✓	✓	<ul style="list-style-type: none"> DEET/ANTA Networking the Nation DICITA DEST 	\$ 20k \$150k
	<ul style="list-style-type: none"> Interpreter Services 	<ul style="list-style-type: none"> Enhance communication at 	✓	✓	✓	<ul style="list-style-type: none"> DEST FACS 	\$ 60k pa

		all program levels					
	• Literacy and Numeracy Support	• Enhance delivery	✓	✓	✓	• DEST • DEET	\$100k pa
	• Staffing structure of E&T Committee • 1 x ET Manager • 1 x ET Manager community • GTNT corporate support • Admin support • Travel & Accomm.		✓	✓	✓		\$120k pa \$80k pa \$50k pa \$ 50k pa \$ 75k pa
	• Conductive Hearing Loss	• Enhance training completion	✓ ✓	✓	✓	• DEST	\$20k \$30k pa
			\$1.125	\$735k	\$735k	TOTAL	\$2.595m
Preparation of Young People	• Work Experience Program	• Number of students participating. • Career choices	✓	✓	✓	• DEST • DEET • Catholic Education • FACS	\$75k pa
	• VET in Schools	• Number of students participating • Employment outcomes	✓	✓	✓		\$125k pa
	• Careers Expo/s	• Participation • Career Choices	✓	✓	✓		\$30k pa
	• Cross Cultural Training	• Successful work experience, VET in schools, employment participation	✓	✓	✓		\$15k pa
				\$245k	\$245k	\$245k	\$ 735k
Preparation of Adults	• Pre-vocation and Pre-employment programs	• Participation and completion	✓	✓	✓	• DEET • DEWR Job seeker account	\$120k pa
	• Literacy and Numeracy Support	• Completion	✓	✓	✓		\$50k pa
	• Cross Cultural Awareness	• Employment Retention	✓	✓	✓		\$15k pa
	• Non vocational supports	• Employment Retention	✓	✓	✓		\$100k pa
				\$285k	\$285k	\$285k	\$855k pa
Preparing Business/ Organisation	• Cert IV Workplace Assess Training	• Capacity to facilitate training	✓	✓	✓	• DEET • DEST • ANTA	\$ 40k pa

	<ul style="list-style-type: none"> Cross Cultural Awareness 	<ul style="list-style-type: none"> Better retention levels of Indigenous staff 	✓	✓	✓	<ul style="list-style-type: none"> DEET Organisational contributions 	\$30k pa
	<ul style="list-style-type: none"> Supervisor training and development 	<ul style="list-style-type: none"> Better retention levels of Indigenous staff 	✓	✓	✓	<ul style="list-style-type: none"> DEST/ANTA Organisational contributions 	\$10k pa
	<ul style="list-style-type: none"> Job design/redesign training and support 	<ul style="list-style-type: none"> Better retention levels of Indigenous staff 	✓	✓	✓	<ul style="list-style-type: none"> DEST DEET DEWR Organisation contributions 	\$30k pa
			\$110k	\$110k	\$110k		\$330k pa
Active Participation Services	<ul style="list-style-type: none"> Community Consultation on the active participation model 	<ul style="list-style-type: none"> Completed consultation document 	✓			<ul style="list-style-type: none"> DEWR FACS 	\$60k
	<ul style="list-style-type: none"> Develop active participation plan 			✓			\$60k
	<ul style="list-style-type: none"> Service broken implementation 				✓	<ul style="list-style-type: none"> FACS DEWR 	\$100k
			\$60k	\$60k	\$100k	TOTAL	\$220k
Employment Services	<ul style="list-style-type: none"> Job Network services <ul style="list-style-type: none"> - Yr 1 to focus on targeted employment. (30) - Yr 2, 3 General Services (50) 	<ul style="list-style-type: none"> Placement and retention targets 	✓		✓	DEWR	\$300k Y1
	<ul style="list-style-type: none"> Mentor Support <ul style="list-style-type: none"> - Training Development Local Mentors - Employment Budget 4x p/t positions (2M, 2F) 	<ul style="list-style-type: none"> Retention 		✓	✓	DEWR FCS DEET	\$500k Y2,3 \$30k pa
	<ul style="list-style-type: none"> CDEP – Work for the Dole Management <ul style="list-style-type: none"> - Yr 1 30-50 places - Yr 2 50-70 places - Yr 3 all places 	<ul style="list-style-type: none"> Broader participation 	✓		✓	DEWR	\$100k pa \$105k Y1 \$175k Y2 \$875k Y3
			\$535k	\$805k	\$1.505	TOTAL	\$2.845m
Training Services	<ul style="list-style-type: none"> Flexible RPL, RPC Assessments and Literacy, Numeracy assessments 	<ul style="list-style-type: none"> Relevant training plans 	✓	✓	✓	DEET ANTA	\$18k pa
	<ul style="list-style-type: none"> User Choice supplementation for remote delivery to Indigenous clients with Literacy, Numeracy support needs 	<ul style="list-style-type: none"> Training completion 	✓	✓	✓	DEET ANTA	\$100k pa
	<ul style="list-style-type: none"> Interpreter Services 	<ul style="list-style-type: none"> Training completion 	✓	✓	✓	FACS DEET DEST	\$50k pa
	<ul style="list-style-type: none"> Mentor Support (1m, 1f p/t basis) 	<ul style="list-style-type: none"> Training completion 	✓	✓	✓	FACS DEET FEST	\$50k pa
			\$218k	\$218k	\$218k	TOTAL	\$654k pa

Table 6.2 Nominal Budget Detail by Service Element

This table is provided to assist agencies with an understanding of the methodology used to establish nominal budget levels by service element. It must be stressed that the budget is nominal, based on the best estimates that could apply to establish the Employment and Training strategy in a complex remote indigenous community setting

BUDGET ELEMENT	DESCRIPTION OF BUDGET ESTIMATE	BUDGET AMOUNT		
CAPACITY BUILDING				
1.1	<i>Employment and Training Committee Development</i> <u>6 x 2 day workshops.</u>			
	Consulting fees \$1,000 per day	\$12,000		
	Interpreter costs \$1,000 per day	\$12,000		
	Travel and accommodation per workshop of :			
	2 people x 400	\$4,800		
	2 people x 120	\$1,440	\$30,240	
	Visits by Committee Members to other locations, NGUIU, Darwin, Interstate		\$12,000	
	Other development costs (incl. video documentation, animation, publishing, sitting fees, catering)		\$8,000	\$50,240
1.2	<i>Corporate Governance Training</i> Training Sessions and Workshops*			
	Pulgun Warungat Association 3 x 2 workshop pa	\$15,000		
	Murinbata Tribal Development Association 3x2 workshops pa	\$15,000		
	Thamarrurr Development Corporation	\$15,000	\$45,000	
	* based on 1.1 above			
	Travel and Accommodation to hold workshops on homelands		\$10,000	\$55,000
1.3.1	<i>Community EBA Development</i> Based on going rate for consultancies of this type			\$15,000
1.3.2	Based on fee for similar project conducted in the Barkly region. (Jululakari Council)			\$45,000
1.4	<i>Cross Cultural Training</i> 1 Day Basic Introduction (10 pa) (av. 8 participants per workshop)	\$24,000		
	3 Day Intermediate (4 per year) (av. 10 participants per workshop)	\$18,000		
	5 Day Intensive (3 per year) (av. of 10 participants per workshop)	\$22,500	\$64,500	
	Existing non Indigenous Staff			
	New non Indigenous staff/contractors			
	Government officers servicing the region			

	Materials and handouts/Video & DVD (\$100 per participants per 1 day workshop & \$300 for 3 and 5 day workshops)		\$29,000	
	Team facilitation approach (Indigenous & non Indigenous facilitators)			
	Travel and accommodation		\$10,000	
			\$103,500	
	<i>Contributions from Government agencies and local businesses and organizations should recoup 2/3rds of the costs and the Employment and Training Committee will carry 1/3rd.</i>			\$35,000
1.5	<i>Enterprise Education and Facilitation</i> Enterprise Workshops @\$1200 per day			
	2 days - 4 homelands pa	\$19,200		
	travel, accommodation, catering	\$10,000	\$29,200	
	Enterprise Workshops - Wadeye Based @\$1200 per day			
	2 days - 4 homelands pa	\$19,200		
	travel and accommodation	\$6,000	\$25,200	
	Enterprise Facilitation - 20 days @\$1200 per day	\$24,000		
	travel and accommodation	\$10,000	\$34,000	\$88,400
1.6	<i>Adult Education Programs</i> Manage existing adult education money			
	funded by CEO - 1 part time position	\$50,000		
	Additional adult education in:	\$150,000		
	art & craft/sewing			
	information technology			
	basic manual arts - mechanical/welding/outboard servicing etc.			
	delivery costs of \$15-\$20 ACHE - 7500 hours delivered per annum, 100 people per annum			\$200,000
1.7.1	<i>Recruitment and Selection Services</i> Protocol development based on general going rate for consultancy project of this type			\$15,000
1.7.2	Provision of a recruitment selection service based on a part time role within the Employment and Training Committee infrastructure.			\$30,000
INFRASTRUCTURE				
2.1	<i>Accommodation for Trainers</i> Based on cost estimates already provided to DEET from the VET Infrastructure Fund			\$400,000
				\$120,000
2.2	<i>Refurbishment of Training Centre</i> Based on cost estimates already provided to DEET from the VET Infrastructure Fund			
2.3	<i>It and Distance Education infrastructure</i>	\$20,000		

	Going cost rate of consultancy to improve IT Infrastructure at Kardu Kigay Centre			
	Baseline estimate only that would need to be justified in relation to improving video conferencing facilities, incorporating a learning studio and other enhancements	\$150,000		\$170,000
2.4	<i>Interpreter Services</i> Based on the ability to provide professional interpreter services on an as needs basis.			
	40 days per annum at \$1000 per day	\$40,000		
	travel and accommodation	\$20,000		\$60,000
2.5	<i>Literacy and Numeracy</i> Based on the provision of up to 1500 hours of individual or group literacy and Numeracy support across a range of areas.	\$75,000		
	travel and accommodation	\$25,000		\$100,000
2.6	<i>Staffing of E&T committee</i> 1 x ET Manager	\$120,000		
	1 x ET Manager community	\$80,000		
	GTNT corporate support	\$50,000		
	Admin support	\$50,000		
	Travel & Accommod.	\$75,000		\$375,000
2.7	<i>Conductive Hearing Loss</i> General going rate for consultancy to establish a local strategy. Consultancy to establish the strategy and including any equipment enhancements in training rooms-	\$20,000		
	Annual costs of expert trainer to train and support registered training organization, supervisors, and mentors.	\$30,000		\$50,000
	PREPARATION OF YOUNG PEOPLE			
3.1	<i>Work Experience Program</i> Based on 50% of the costs of a school to work transition officer			\$50,000
	Costs of Transport hire, clothing and footwear, and video footage of 30 to 50 students undertaking work experience, with local businesses or organizations			\$10,000
	Costs for travel, accommodation and staff support for students (10 to 15) visiting Darwin to access work experience not available on the community			\$15,000
3.2	<i>Vet in Schools</i> Based on 50% of the costs of a school to work transition officer.			\$50,000
	Vet in School delivery for at least 4 vocational areas			\$75,000
3.3	<i>Careers Expo's.</i> Co ordination of local Careers expo, including mini try a trade with participation from other exhibitors from			\$30,000

	Darwin, including travel catering and accommodation costs			
3.4	<i>Cross Cultural Training</i> Based on the delivery costs of cross cultural training for students with a limited knowledge of the Western world of work prior to Work experience and Vet in schools placements			\$15,000
	PREPARING ADULTS			
4.1	<i>Pre Vocational and pre Employment programs</i> Based on delivery of at least 4 pre vocational programs a year, and 6 shorter pre employment programs per year (Trainer costs, travel and Accomodation)			\$120,000
4.2	<i>Literacy and Numeracy support</i> Based on Annual costs of literacy Numeracy support provided on community or on a fly in fly out basis			\$50,000
4.3	<i>Cross Cultural Awareness</i> Based on Cross Cultural workshop delivery delivered as part of each program by experienced facilitators, includes travel and accomodation			\$15,000
4.4	<i>Non Vocational Support</i> Based on a male and female worker being trained and working on a full time basis dealing with the whole range of issues that will effect retention in employment including family violence, family obligations, handling money, substance abuse etc \$35, 000 per worker with annual training and development costs of \$30,000			\$100,000
5	PREPARING BUSINESSES/ORGANISATIONS			
5.1	<i>Cert 4 Workplace assessor and Trainer</i> Based on the provision of Cert 4 Workplace assessor and trainer programs being conducted at least twice a year (10 days) plus preparatory workshops and refreshers, @ \$1200 a day plus travel and accommodation			\$40,000
5.2	<i>Cross Cultural Awareness</i> Cross Cultural awareness, programs of various levels run for new and existing supervisors and managers 2/ 3 day workshops for senior managers monthly one day workshops for supervisors monthly workshops for new non aboriginal staff			\$30,000
5.3	<i>Supervisor Training and Development</i> Supervisor training workshops of one or two day duration on supervision methods 4 per annum			\$10,000
5.5	<i>Job Design and HR support</i> Job design and support for the development of functional statements, induction programs, and organizational design based on 20 days consulting time per annum plus travel and accommodation			\$30,000
6	ACTIVE PARTICIPATION SERVICES			
6.1	<i>Community Consultation on active participation</i> Based on assessment of consultant fees required to undertake detailed community consultation on meaningful activities that would form the basis of participation agreements for residents of Wadeye			\$60,000

	and Homelands			
6.2	<i>Develop of active participation plan</i> Based on estimates of likely consulting costs to develop a formal participation plan for endorsement by various community and homeland groups			\$60,000
6.3	<i>Active participation Broker Services</i> Based on employment of staff to undertake active participation services including full time and part time local staff			\$100,000
7	EMPLOYMENT SERVICES			
7.1	<i>Job Network Services</i> Based on estimated numbers of participants in job network services starting from those employed in New Apprenticeships or participating in pre vocational programs in year one, through to more general services when active participation and centrelink is operational. 30 participants year one @\$10,000 each 50 participants year two and three@ \$10,000 each difficult to estimate participation levels until participation plan is developed and endorsed			\$300,000 \$500,000 \$500,000
7.2	<i>Mentor Support</i> Based on the conduct of formal accredited mentor for retention training for local mentors 10 days plus travel, accommodation, and interpreter support			\$30,000
	Employment of 4 part time mentors 2 male and 2 female			\$100,000
7.3	<i>CDEP/Work for the Dole management</i> Based on the progressive management of CDEP/work for the dole from 30-50 participants in year one to 50-70 participants in year two to all places in year three, based on cost component of \$3,500 per participant			\$105,000 \$175,000 \$875,000
8	TRAINING SERVICES			
8.1	<i>RPL and Literacy Numeracy assessments</i> Based on the need to get RTOs to conduct up front RPL/RCC assessments on the community prior to commencements in New Apprenticeships, pre vocational programs. Up Front literacy and Numeracy assessments would also be required Average cost of \$3000 per program @ 6 per annum			\$18,000
8.2	<i>User Choice Supplementation</i> An estimate of potential additional funds required to maintain or establish new apprenticeships being delivered at a community level where numbers do not make the delivery viable. Very much a notional budget that would need to be refined with the development of programs			\$100,000
8.3	<i>Interpreter services</i> Based on the combination of some local interpreters being developed as well as other off community interpreters who would provide interpreter support to the delivery of accredited training. A notional estimate that again would require refining with the			\$50,000

	benefit of experience.			
8.4	<i>Mentor support</i> Based on the need to engage mentors one male and one female to support those in training especially those undertaking pre vocational and preparatory programs. One Male on female part time			\$50,000

Table 6.3 Summary of Notational Budget by Service Group

Service Grouping	Year 1	Year 2	Year 3	Total Cost
Capacity Building	\$488k	\$503k	\$458k	\$1.449m
Infrastructure	\$1.125m	\$735k	\$735k	\$2.595m
Preparing Young People	\$245k	\$245k	\$245k	\$735k
Preparing Adults	\$285k	\$285k	\$285k	\$855k
Preparing Businesses/Organizations	\$110k	\$110k	\$110k	\$330k
Active Participation Services	\$60k	\$60k	\$100k	\$220k
Employment Services	\$535k	\$805k	\$1.505m	\$2.845m
Training Services	\$218k	\$218k	\$218k	\$654k
TOTAL	\$3.066m	\$2.961m	\$3.656m	\$9.683m

7.0 PROPOSED KEY PERFORMANCE INDICATORS

The Performance Indicators and outcomes measurement of these proposed arrangements need to clearly meet two main criteria.

- The ability to measure outcomes against the twin visions of “Local Jobs for Local People” and “Giving Every Kid a Chance”.
- The ability to provide sensible levels of reporting to the COAG Partners through the shared responsibility agreement about the use of government funds to achieve important milestones in achieving the overall vision of the community.
- It will also be essential to provide the Thamarrurr Regional Council and the community as a whole with an annual report card on the outcomes achieved in meeting the vision and goals established, and to foreshadow key goals and strategies for the following year.

The following structure is recommended in terms of a hierarchy of outcomes, milestones, and reporting requirements for the strategy.

Vision 1 – Local Jobs for Local People

Key Goals

- Local people working in local positions by workplace and number by year.
- Local people working in newly created positions, or new organisations
- Local people working in major projects/contracting to major projects
- Local people engaged in establishing new enterprises
- Capacity of the local community to manage employment, education and enterprise development functions.

Vision 2 – Giving Every Kid a Chance

Key Goals

- Young people taking up local employment opportunities
- Young people undertaking further education and training

Other secondary goals and key performance indicators would include:

- Retention levels of local people in local employment and training.
- Qualification levels achieved in the local workforce.
- Provide aggregated reporting on accredited training.

In terms of milestones, and measurement of activity undertaken to achieve the twin visions and key goals it is recommended that quarterly reports be completed outlining expenditure by service group, and a summary of activity by each service group be undertaken.

This format should allow agencies to obtain the information required to ensure that expenditure is occurring in a manner consistent with the budgets framed, and that activity is in line with agreed overall desired outcomes.

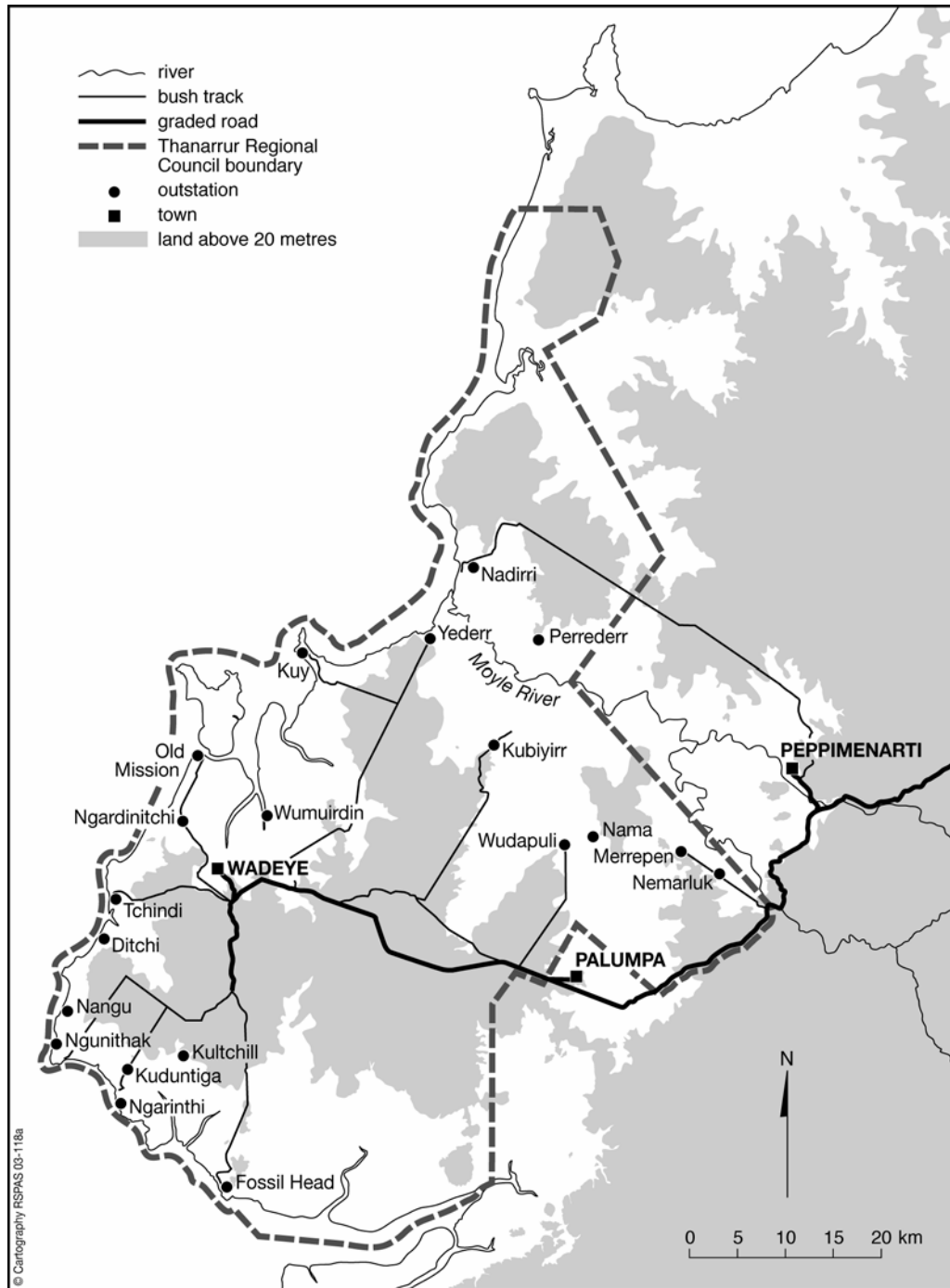
The setting of key goals as above should occur in conjunction with the Thamarrurr Regional Council, to ensure that they are realistic and achievable.

It is also recommended that the “Baseline Profiles for Social and Economic Development Planning in the Thamarrurr Region” Report be used as the commencement point of employment, education and training, and that a further report be commissioned as part of the evaluation of the 3 Year strategy to measure overall community benefits of the Employment and Training Strategy. This could also allow some broader measurement of improvements in the socio-economic position of the people. This recommendation should be further discussed by the COAG partners.

This approach could be supplemented by an action research approach, with a suitably qualified individual/organization, (i.e. the Charles Darwin University) to develop and implement an appropriate action based evaluation strategy.

- *Source: Baseline Profiles for Social and Economic Development Planning in the Thamarrurr Region, John Taylor, December 2003*

Figure 2.1. Settlement distribution in the Thamarrur region, 2003



Temporary shifts of population that contribute to the service population are a fact of life in the region and they add substantially to pressure on selected local services, such as housing, whilst at the same time generating extra demand and enhancing economies of scale for selected service provision. To this extent, temporary residents form an important element of the regional economy. By their very nature, though, temporary movers are elusive in the context of formal statistical collection, and this is particularly the case among Aboriginal populations in remote regions who are frequently mobile over the short-term (Taylor 1998). While this may lead to undercounting of the population at census time (Martin and Taylor 1996), it can also produce wide discrepancies between client-based population lists (for example in the form of the Housing Office records), and official head counts, as demonstrated.

**A Report to Thamarrurr Regional Council and the
Northern Territory Office of Indigenous Policy**

December, 2003

By

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**Baseline Profiles for Social and Economic
Development Planning in the Thamarrurr Region**

Chapter 1. Analytical framework

This study develops and presents baseline social indicators for the population resident within the newly-designated Thamarrurr Regional Council area to the south west of Darwin. Its aim is to assist in the implementation and subsequent monitoring of the partnership agreements developed between the Thamarrurr Regional Council, the Northern Territory Government, and the Commonwealth Government as set out under the Indigenous Communities Coordination Pilots (ICCP) protocol, and as required in pursuance of the regional planning goals established under the Northern Territory Government's *Stronger Regions Policy* (Northern Territory Government 2003a). Bureaucratic processes initiated under these agreements will serve to identify mutually determined social, economic, and service delivery outcomes, together with the means to achieve them and assumed responsibilities. Significantly, in the context of the present report, these will be codified in a negotiated regional development plan, and then subject to a regular process of evaluation and monitoring against measurable outcomes. For the latter to occur it is necessary at the outset to establish baseline indicators of social and economic conditions against which change can be calibrated. Such a baseline also provides essential input to the identification of priority development issues and assists in the building of capacity for regional governance by enhancing the flow of information and degree of local knowledge of social and economic circumstances.

Methods

The tasks that the Northern Territory government and overlapping ICCP trial processes have established fall within the disciplinary parameters of regional planning. As an area of public policy and academic endeavour, this is a multi-faceted activity and significantly has its roots as a form of applied economics in the 1930s depression years. Subsequently, regional planning has acquired a firm theoretical basis and assumed far more complex and integrated tasks, being a common tool of government policy (Glasson 1983; Gore 1984; Stohr and Fraser Taylor 1981). Its content ranges across the breadth of government functions including the management of environmental, social, and economic development, to the point, in some cases, of full regional devolution. The essential point is that regional planning has a long history and has acquired a defined literature outlining a set of conceptual frameworks and analytical techniques.

Of course the ultimate purpose and vehicle for effective regional planning is the strengthening of regional governance, and a key task of the current exercise is to discuss what this might mean, how it might be implemented, and above all, to establish the elements that contribute to *good* governance practise (Dodson and Smith 2003). As the background notes to Northern Territory government's *Building Effective Indigenous Governance* conference pointed out (Northern Territory Government 2003b), 'governance' is not the same as 'government'. 'Government' means having a jurisdictional control, whereas 'governance' is about having the processes and institutional capacity to be able to exercise that control through sound decision-making. *Good* 'governance', on the other hand, is all about the means to establish this with the ultimate aim of achieving the social, cultural, and economic developments sought by citizens. If this is the aim of good governance, a fundamental question is how do we know when this is accomplished? What information is required to establish this? What data are available to assist in answering these questions? These are all issues addressed by the establishment of baseline indicators for regional planning.

What is regional planning?

Regional planning can be defined as a sequence of actions designed to solve problems in the future for a specified region (Glasson 1983: 19). Thus, while regional planning problems vary, in a public policy context they involve a sequential process conceptualised in a number of sequential stages:

- Demarcation of regional boundaries
- Identification of regional goals
- Formulation of measurable objectives related to goals

- Projection of the future situation
- Generation of alternative courses of action to achieve stated goals and a the acceptance of a preferred plan(s)
- Evaluation of planned outcomes versus actual outcomes

Adapted from Glasson (1983: 19).

Within this schema, a broad distinction is often drawn between *physical* or *infrastructural* planning (land use, communications, utilities etc.), and *economic* and *social* planning (job creation, housing development, etc.), although these are often inter-related and co-dependent - for example, in terms of the relationship that might exist between improved transport networks, business development, and the availability of a local skilled labour force.

A distinction is also drawn between *allocative* planning and *innovative* or *development* planning. The first of these is concerned with efficiencies and coordination of the regional system. It deals with conflicts over resource allocation, and ensures that processes unfold literally according to plan. Development planning, on the other hand, seeks to change the regional system in ways that are presumed to be for the better. One obvious example would be the pursuit of new industry development in a region, although this raises an immediate question about precisely what is meant by ‘development’—an issue that is likely to loom large in the Northern Territory where development planning might include the strengthening of customary economic activity, just as much as it might refer to the enhancement of more mainstream activity.

Another vital distinction is drawn between *planning goals* and *planning objectives*. Goals are ideals and should be couched in general terms – for example, ‘improvement of the living standards and well-being of the regional population’, is one that is often stated, and no doubt will be repeatedly so. Objectives, on the other hand, while obviously related to goals, need to be more precisely specified and they should be capable of both attainment and measurement. Their purpose is explicit, rather than implicit—for example, to raise the employment rate in the Thamarrurr region to the Northern Territory average, to reduce the regional housing occupancy rate to an acceptable level, to increase school attendance and enrolment rates, to reduce specific morbidity rates, and so on. While on the surface such objectives appear laudable, and, in theory at least, achievable, the extent to which they are measurable at the regional scale is the more important issue for regional planning and represents the key focus of this report. However, before considering measurement issues, the other conceptual foundation of regional planning needs to be considered—namely, what is the region, how is it defined?

The Thamarrurr region

In outlining its Stronger Regions Policy, the Northern Territory government defines a region as:

“an area that the people in it see as a region and that the government agrees should be treated as such; where a reasonable community of interest exists; where there is capacity to achieve economies of scale in the achievement of outcomes; and where there is demonstrated capacity or need for whole of community action to cooperate in the achievement of shared objectives” (Northern Territory Government 2003).

While such groupings might appear intuitively sound, complexities are almost certain to arise in seeking to establish boundaries for the purposes of representing regional ‘communities of interest’ with ‘shared objectives’ (see Sutton 1995 and Morphy 1999: 36). Most Aboriginal people in the Northern Territory are resident on Aboriginal land (72% according to Taylor 2003), and most of these are located in former government settlements and mission stations and their associated satellite settlements. As such, this residential pattern might appear to provide some rational basis for regional groupings. A key question, though, is whether these imposed settlement patterns coincide with traditional levels of regional organisation. At the very least, it would seem that regional boundaries are likely to be indeterminate and blurred at the edges. Clearly, an essential first step in the formulation of regional plans is an exhaustive process of consultation and agreement regarding appropriate spatial units and, by implication, the population to be serviced.

In the case of Thamarrurr region, such a process involved a rolling series of Northern Territory government-sponsored workshops and consultations held between January 2002 and March 2003 among Kardu Diminin as traditional landowners of Wadeye, as well as the other 15 clan groups from throughout the region who have taken up residence at Wadeye since 1935 on Diminin land. These other clan groups include Kardu Yek Thindi, Kardu Muthirr, Kardu Thankurral, Kardu Yek Yedirr, Kardu Wakal Thay, Kardu Yek naninh, Kardu Yek Ngaliwe, Kardu Yek Kinmu, Kardu Yek Maninh, Kardu Wakal Bengkunh, Kardu Kura Thipman, Kardu Yek Nangu, Kardu Wunh, Kardu Wakal Thinung, and Kardu Wakal Malgin.

The purpose of these workshops was to explore and give form to the reconstitution of traditional modes of regional governance structures into contemporary formal structures (see Desmarchelier 2001). Final determination of the regional boundary was made according to instructions obtained via these workshops and it was gazetted on March 21st, 2003 as shown in Figure 1.1. Of interest from the point of view of data collection, is the degree to which this gazetted boundary coincides with other boundaries for which statistical information are available, notably from the ABS, and from administrative sources. As Figure 1.1 indicates, the Thamarrurr boundary is almost coincident with the ABS Indigenous Area (IA) for Wadeye and outstations, but it forms only the western corner of the much larger Daly Statistical Local Area (SLA). The degree of match with a range of other administrative boundaries is shown in Table 1.1.

Figure 1.1. Thamarrurr Region and ABS geography

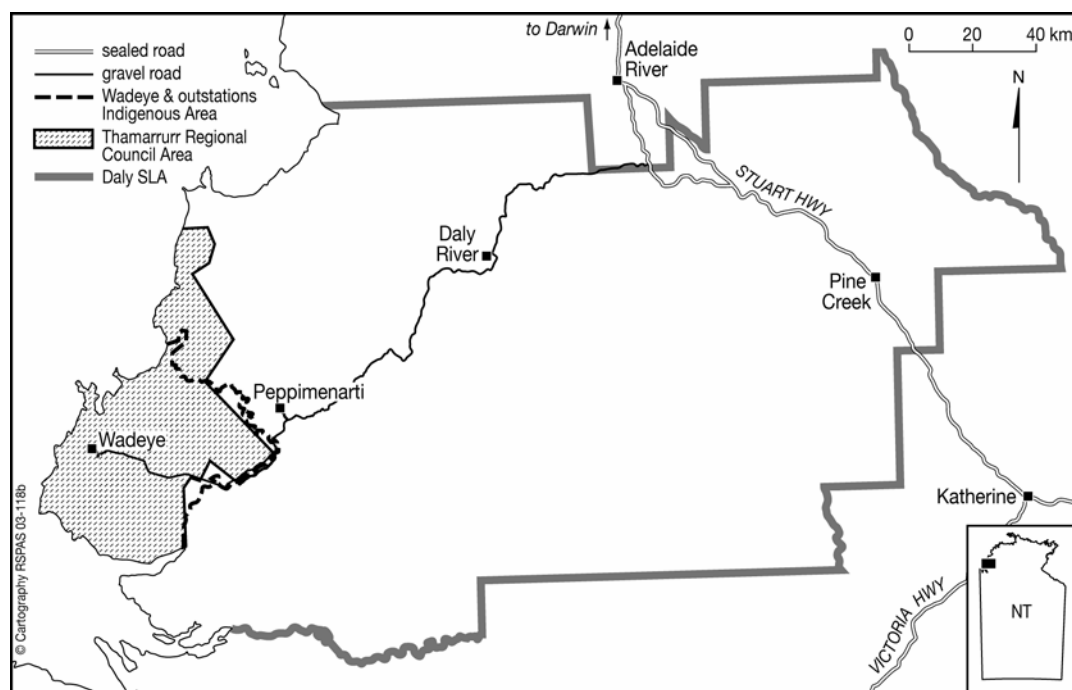


Table 1.1. Thamarrurr Region: Summary of Boundary Concordances

Data type	Boundary match
Census counts and characteristics	Almost complete CD/IA match
ABS population estimates	Nested in Daly SLA
PHCAP Health Expenditure Zones	Nested in Top End West Zone
ATSI CDEP and HIPP/NAHS	Nested in Jabiru Regional Council
NT Education	Nested in Darwin Administrative Zone
NTG Administrative Regions	Nested in Daly sub-Region
Police and emergency services	Complete match

The lack of complete match with ABS CDs (one Thamarrurr outstation falls into a non-Thamarrurr CD) is unfortunate but can be easily rectified with a simple CD redesign. As for official population estimates, because Thamarrurr is nested in the larger Daly SLA, these have to be apportioned to Thamarrurr by ratio allocation to split CDs, although this inevitably involves further reduction in the reliability of ABS population estimates. All other boundaries listed cover areas that are substantially wider than the Thamarrurr region, and it is interesting to note that this includes the Primary Health Care Access Program (PHCAP) Zone boundary as this was reportedly developed following some degree of local consultation and consideration of language and cultural relationships, though with added consideration given to the logistics of existing health service delivery and associated economies of scale (Bartlett et al 1997: 51).

The tendency, it seems, is that regional boundaries based largely on locally-defined cultural criteria (such as Thamarrurr) will produce more, smaller, tightly defined areas, than regional boundaries based on administrative criteria. This was certainly the experience with the evolution of ATSIC regional council boundaries which were originally created on the basis of cultural diversity producing 60 regions, though it is interesting to note that these were later reduced to 36 regions due to a declared need for administrative streamlining (Smith 1996).

This lack of boundary match between administrative units and the Thamarrurr Region does not preclude the generation of data for the latter, it simply means that special measures may be required to generate it, while care is needed in its interpretation, especially in regard to client data on usual place of residence. For example, administratively, the Kardu Numida CDEP scheme at Wadeye falls under the Jabiru ATSIC Regional Council, however participant data can be generated separately for the this scheme. At the same time, some of the participants live and work in Palumpa which falls outside the Thamarrurr region and this needs to be both known, and accounted for, when assessing the role of CDEP within the regional employment structure. Likewise, data for clients of the Wadeye clinic can be generated, but not all residents of Thamarrurr are necessarily active clients of Wadeye clinic, with some more likely to be registered at Daly River and elsewhere. The same goes for school enrolments, with some Thamarrurr residents enrolled at school in Palumpa, while high school options are available only in Darwin. Basically, the issue here is that regional boundaries inevitably cut across patterns of service utilisation and administration and this needs to be taken into account when applying administrative data for the purposes of regional profiling.

Baseline Profiles

It hardly bears mention that change arising from the COAG trials has the potential to place strain on the social fabric of affected communities, as well as to provide opportunities for betterment. In order to maximise the positives and minimise the negatives, it is central to the implementation of respective agreements that any such consequences of development should be managed rather than arbitrary. A fundamental step in establishing mechanisms for the management of development processes is the construction of a baseline profile of social and economic conditions at the outset. Without this, it is difficult to determine the subsequent effects of one course of action over any other.

The Shared Responsibility Agreement signed in 2003 between the Thamarrurr Regional Council, the Commonwealth, and the NTG clearly identifies this need in setting out as its first objective “the establishment of partnerships for achieving measurable and sustainable improvements for people living in the region”. Two aspects of this key objective have relevance for the present analysis:

- First, it recognizes that change must be measurable
- Second, that measures need to be capable of being established for a regionally-defined population

This requires, as guiding principles, that data items selected for baseline profiling and for subsequent performance measurement and evaluation are replicable over time, and that they are capable of such for the specific population/geographic area selected for the trial.

The approach in the Thamarrurr region has been to develop a range of social indicators covering aspects of several key areas that form the basis of policy interest and intervention. Just to elaborate, social indicators are aggregate summary statistics that are strategically selected to reflect the social condition or quality of life of a society or social subgroup. They are typically employed to evaluate the impact of actions taken within a social context for the purpose of producing some intended result.

Determined in part by the development priorities set out within the Thamarrurr Agreement, and dictated also by the availability and replicability of public domain information specific to the Thamarrurr population, the profile thus covers the demographic structure and residence patterns of the regional population, its labour force status, education and training status, income, welfare, housing and health status, as well as indicators of interaction with the criminal justice system. For each of these categories, the aim is to identify and describe the main characteristics of the population as at 2003, and to highlight outstanding features and limitations in the data. Also provided are projections of the regional population to 2023 (approximately a generation from now) so as to encourage forward thinking and to anticipate needs and hopefully respond to them before they are realized. This capacity to project future population levels is an essential adjunct to the preparation of baseline data. All too often in Indigenous Affairs, policy has been 'reactive' by responding to historic levels of need thereby creating a constant sense of catch up. What is required if the COAG trials are to be effective catalysts for change is a 'proactive' methodology which seeks to anticipate and plan for expected requirements—essentially a means of translating the content and intent of ICCP agreements into a required quantum of program and partner commitments over a given timeframe.

The emphasis placed in the Thamarrurr agreement on evidence-based outcomes underlines the need for accurate demographic data. Whatever the detail of regional plans, it is crucial that these are based on reliable estimates of the population that they are intended for. Globally, this requires reliable totals. Program-wise, it requires reliable breakdown into infants, mothers, school-age children, youth, young adults, middle-aged, and older people. There may also be a need for data on families, households, and even (as in the Thamarrurr case) clan groups or other socially-defined categories. The basis for such disaggregation was established in the current exercise by the construction of a unit record demographic database compiled by local working groups and now administered under the umbrella of the Thamarrurr Regional Council as a basic planning tool.

As for other data, an early test of partnership arrangements in the context of baseline profiling was the extent to which Commonwealth, Territory, and local community agencies could, and did, deliver on access to relevant data to support the construction of social indicators as described above. In the Thamarrurr case, the range of data items secured is shown in Table 1.2. An important first step in accessing these data was the bringing together of all relevant Commonwealth and Territory agencies to a common meeting to discuss and negotiate the means by which this would occur. This meeting was organized by the ABS Northern Territory Office as part of their contribution to the COAG trial. Although much can be promised at such gatherings, the speed of response can be variable and considerable follow up is necessary. As seen from the data list, administrative and public domain information is largely restricted to aggregate region-level data.

Cultural relevance

Whatever the availability of data may or may not be, it should be recognised that all sources of social indicator data have drawbacks in terms of providing a meaningful representation of the social and economic status of Aboriginal people in the region. With census data, for example, there are concerns about the cultural relevance of information obtained from an instrument principally designed to establish the characteristics of mainstream Australian life (Smith 1991). Thus, having observed the 2001 Census count first hand at a Northern Territory outstation, Frances Morphy (2002) has described the process of enumeration as a 'collision of systems'. Along with others engaged in the same exercise in Alice Springs (Sanders 2000) and Aurukun (Martin 2000), she concludes that census questions lack cross-cultural fit and produce answers that are often close to nonsensical.

Economic status, for example, would seem to be an unproblematic concept. In mainstream society this is generally measured by indicators such as cash income and levels and ownership of assets. However, among many Aboriginal groups it is often measured in quite different ways. For example, as pointed out by Altman (2000: 3-4), in some tradition-oriented communities a person's status can be largely determined by access to ritual or religious knowledge rather than to material resources. Similarly,

social status can be accrued by controlling the distribution of material resources rather than being an accumulator (or owner) of resources (Altman 2000: 3). In short, materialistic considerations may be of less importance among sections of the Aboriginal population, where the emphasis is rather on reciprocity in economic relations (Schwab 1995).

Equally, while social indicators report on observable population characteristics, they reveal nothing about more behavioural population attributes such as individual and community priorities and aspirations for enhancing quality of life— indeed the whole question of what this might mean anyway and how it can be measured in an Aboriginal domain has yet to be addressed, although exploratory work on the measurement of community strength in Wadeye provides some initial guidance here (Memmott and Meltzer 2003), while Brady, Kunitz and Nash (1997), and Senior (2003) have explored various notions of well-being in regard to health status. Nor do formal indicators adequately capture the complexity of social arrangements between individuals, families and households. For example, census data identify discrete dwellings as households, but the basic economic and social units of consumption in remote Aboriginal communities are often comprised of linked households rather than single ones (Smith 2000).

Data ownership

The issue of rightful ownership of ‘public’ information is one of increasing relevance in the construction of social indicators. If an Indigenous organisation, such as an Aboriginal Medical Service or a Housing Association, is approached for information it is quite clear who owns the data – they do, and consent to gain access is an essential requirement. In the case of Commonwealth, State and Territory departments, however, the lines of authority have been less clear in the past, but it is increasingly the case that they will not release community-level information without formal consent from relevant community representatives and data managers via appropriate ethical clearance procedures.

If household or client-level data are sought then clearance procedures go much further. For example, a key step in the establishment of computerised health information systems in the Katherine West and Tiwi Coordinated Care Trials was an initial education campaign conducted at both individual and community levels. The aim was to explain the purpose of data collection and its role in achieving improved health outcomes, and the campaign was conducted as part of a process of seeking individual written consent for the retention and analysis of patient records (Taylor and Westbury 2000: 55-7). The basic lesson here is that the confidentiality, ethics, and access issues related to data need to be dealt with up-front in partnership discussions regarding the formation of information systems for regional planning.

Table 1.2. Data items secured for the Thamarrurr Region from various Commonwealth, Territory, and local agencies

Population
ABS census counts and ERPs of Indigenous and non-Indigenous population by 5 year age and sex for Wadeye town and outstations as a group.

Community approval and assistance in conducting a census producing single year Indigenous and non-Indigenous age and sex capable of manipulation by community working groups into section of town, individual outstations, and clan groupings.
Clinic estimate of 'active client' Indigenous and non-Indigenous population by 5 year age and sex
Thamarrurr Housing Office population list to estimate service population
Age and sex of Centrelink customers
Age and sex of regional residents on the electoral roll
Number of Indigenous persons registered with Medicare with a usual address in Thamarrurr
Labour Force
Census data on labour force status, industry, occupation, hours worked, employment and non-employment income by Indigenous status, age and sex
CDEP participants by age, sex, and occupation
Special survey data on individual occupations and skills
Centrelink data
Education and training
School enrolments by age, sex and grade level
School attendance by age, sex and grade level
School Multi Level Assessment Program (MAP) test results for Year 3 and 5 reading and numeracy
Enrolments by training provider category by field of study by certificate level and accreditation category by outcome status by Indigenous status, age and sex
Housing
Housing occupancy rates
Housing stock by occupancy and number of bedrooms
Housing stock by repairs needed
Estimates of housing need
Health
Chronic disease incidence by age and sex
Growth characteristics of under 5s
Regional food costs compared to elsewhere in NT
Cost of family food basket
Fresh food variety, quality, availability
Unique hospital patients by Major Diagnostic Code (MDC), 5 year age and sex
Hospital patient separations by MDC by 5 year age and sex
Birth weights
Active client population for clinic by 5 year age and sex
Clinic staffing classification by Indigenous status
Justice
Reported regional property offences and offences against the person
Persons in adult correctional centres by last known address and birthplace (Wadeye)
Juveniles in detention by last known address and birthplace (Wadeye)
Adult conditional liberty caseload according to office (Wadeye)
Juvenile conditional liberty caseload according to office (Wadeye)
Conditional liberty order commencements by office (Wadeye)
Welfare
Centrelink payments by type and number by 5 year age and sex, and \$ amount
Non-employment income estimates from the census

Chapter 2. Demography of the Thamarrurr Region

A variety of counts and estimates are available for the Aboriginal and non-Aboriginal populations of the Thamarrurr region. For example, the ABS provides a *de facto* count of people who were deemed to be present in the region on census night (August 7th 2001 at the most recent census). Then, there is a *de jure* count of people across Australia who indicated that Wadeye or one of its outstations was their usual place of residence on census night. These two counts are available for the Indigenous Area of Wadeye and Outstations. Finally, in recognition of the fact that the census fails to count some people, the ABS develops post-censal estimates of the ‘true’ population by augmenting SLA-level usual residence counts according to an estimate of those missed (net undercount), as well as other demographic adjustments. This produces an Estimated Resident Population (or ERP), which in effect becomes the official population of each SLA in Australia for the purposes of electoral representation and financial distributions. As noted in Table 1.1, the Thamarrurr region is nested within the Daly SLA, and so the ERP for Thamarrurr has to be derived pro rata from the latter. This inevitably results in further reduction in the reliability of the estimate.

Also available from the ABS is an estimate of population numbers for all discrete Aboriginal communities¹, no matter how small, via the Community Housing and Infrastructure Needs Survey (CHINS). A prototype CHINS was developed in 1992, and this was followed by more integrated surveys in 1999 and 2001. It should be noted that these CHINS data are not based on counts—they represent estimates derived from administrative sources as supplied by council officers. In the case of Thamarrurr, such data would have emanated from the Murin Association, and what is now the Thamarrurr Regional Housing Authority office.

In addition to these ABS data, various regional service providers construct population lists of clients drawn from their catchment areas. In Wadeye, for example, the clinic, the school, Centrelink, and the CDEP scheme all service the town population as well as many outlying settlements. Indeed, as a regional centre of some note with employment, housing, banking, retail facilities, and an air route, Wadeye caters for the diverse needs of many individuals throughout the south west corner of the Territory’s Top End and this attracts population either on a short-term or long-term basis. Inevitably, such individuals are captured by client listings and these can be accessed in confidentialised form to generate useful additional sources of demographic data if applied judiciously.

Population size

At the 2001 Census, a population of 1,492 persons was reported as *de facto* present in the IA covering Wadeye and outstations (Table 2.1). Of these, 1,379 were recorded as Aboriginal persons and 89 as non-Aboriginal. In 24 cases, Aboriginal status was not recorded. These figures were very similar to the numbers recorded as *de jure* usual residents of the same area (Table 2.1). In adjusting this latter usual residence figure to accommodate census net undercount, the ABS uses the Daly SLA ERP as a given and then derives the appropriate CD level pro rata apportionment of this SLA figure. This produces an ERP for the IA of Wadeye and outstations of 1,665, with the Aboriginal population component amounting to 1,552 (Table 2.1).

Table 2.1. Aboriginal and non-Aboriginal ABS census counts and post-censal estimates: Thamarrurr region¹, 2001

	Aboriginal	Non-Aboriginal	Not Stated	Total
Census count (de facto)	1,379	89	24	1,492

¹ Discrete communities are defined by the ABS as geographic locations that are bounded by physical or cadastral boundaries, and inhabited or intended to be inhabited predominantly by Indigenous people (more than 50 per cent), with housing and infrastructure that is either owned or managed on a community basis (ABS, 2002a).

Usual residence count (de jure)	1,396	94	23	1,513
Estimated usual residents (ERP)	1,552	113	N/a	1,665

1. Wadeye and outstations Aboriginal Area

Source: ABS Darwin, customised tables

For a number of reasons, doubts have been raised by local service providers and community leaders in the Thamarrurr region regarding the reliability, and therefore the utility, of these ABS estimates, especially in regard to the Aboriginal population. Among these reasons were:

- An estimate of Aboriginal usual residents made in 1994 based on a head count in combination with local administrative records derived a population of 1,950 for Wadeye (Desmarchelier 2001);
- The Wadeye clinic had an estimate of its 'active client' population of 1,916 in August 2003. This was the number of Aboriginal people who were recorded on the Wadeye Health Clinic system and had been attended to at the clinic sufficiently recently for both health workers and local staff to believe that the person currently resided in Wadeye and was not recorded on a health clinic system elsewhere;
- Between March and July of 2003, the Commonwealth Electoral Commission toured the region to update the Commonwealth electoral roll and recorded a total of 940 Aboriginal adults (18 years and over) who indicated a usual residence address within Thamarrurr. Using the ABS age structure for Thamarrurr, this would indicate an overall population somewhere in the region of 1,900, not unlike that recorded by the clinic;
- The Health Insurance Commission indicated a total of 2,089 Aboriginal clients with a residential address within the Thamarrurr region in August 2003;
- Comparison of the 1996 and 2001 ABS ERPs for the Daly SLA indicated an intercensal growth in the Aboriginal population of barely 1 per cent per annum—less than half the Northern Territory Aboriginal average. These data also indicated a reduction in the population aged 0-4 of almost 10%. By contrast, the perception of local leaders and service providers was of a regional population growing at least at the Territory level, if not higher, with a substantial increase in the number of infants due to high fertility;
- The ABS 2001 ERP for Thamarrurr also indicated that only 41% of the population was less than 15 years of age. This was substantially below the figure of 47% reported for the Aboriginal population of the Territory as a whole, again contrary to local perceptions;
- The NT government's CIAS database recorded an estimated population for the region of 2,215 in 2001;
- The 2001 Community Housing and Infrastructure Needs Survey (CHINS) reported an estimated usual resident population for Thamarrurr region of 2,360;
- Finally, in August 2003, the Thamarrurr Housing Office had a population register of some 2,300 individuals who had resided in the region at some time over the previous year.

Thus, the ABS ERP is only one of several population estimates that can be derived for Thamarrurr, although it is the only one of those listed above that aims to utilise an actual count of individuals present in the entire region as its basis. The term 'aims to' is used here individuals are often not physically or individually 'counted' in the census since information regarding individuals is invariably gleaned from a select key informant (or informants) at each household in respect of other household members. This practise of using key informants to glean information about community residents is also used in compiling some of these other estimates.

Obviously, because of the different methodologies applied, the ABS ERP is not directly comparable to these other figures. If we take the clinic population figure as an example, aside from the different basis for counting (essentially a population list of recent clients), the clinic figure does not incorporate the whole regional population as it omits infrequent users of the clinic as well as those from outlying settlements in the east of the region (such as Namarluk, Wudapuli, and Merrepen), who may be more likely to be serviced by Daly River clinic. It is also the case that some of these other estimates (CIAS,

CHINS and the Thamarrurr Housing Office) refer more to a service population level, rather than an estimate of usually resident population.

However, the main difference between most of these figures and the ABS ERP is, of course, the fact that they refer to 2003, whereas the ABS figure is for 2001. Thus, to compare at all, even where this is conceptually meaningful, requires the 2001 ERP to be re-estimated for 2003. This is something that the ABS does not provide owing to a lack of data to inform sub-SLA intercensal estimates. However a simple estimate can be produced based on a calculation of expected natural increase between 2001 and 2003. Using official births and deaths data for the region, and assuming zero net migration, the ABS ERP for 2003 can be estimated at 1,703—still considerably behind all other indications of a usually resident population for the region.

Community census

Because of the sizeable discrepancies outlined above between ‘official’ and ‘unofficial’ population estimates, the Thamarrurr Council expressed a desire to validate population data as an essential first step in the construction of a socioeconomic profile for the region. The approach adopted for this purpose was to conduct a new census of the region employing local people as enumerators and advisors. This activity immediately developed as an exercise in community capacity building among the working groups established as part of the partnership agreement, especially those concerned with housing and construction, family and women, and youth.

By assembling a team of senior men and women via the Thamarrurr Council and the Wadeye Palngun Wurnangat (Wadeye Women’s Association), and with assistance enlisted via them from representatives of the various clan groups within Wadeye camps and outlying outstations, the basic strategy was to conduct a count of individuals present (including absent usual residents) in the region and to then cross-check this against the Thamarrurr Housing Office population list to identify and follow-up any discrepancies. This activity took place during most of August 2003, although because of resource constraints direct visits were made to only 125 out of 151 dwellings in Wadeye. For the same reason visits were made to only two outstations (Fossil Head and Nemarluk), with numbers present at the remainder gleaned from relatives in town, and from Housing Office data. Data for the remaining 26 Wadeye dwellings were drawn from Housing Office records and cross-checked by the survey team.

This initial exercise revealed a population of 1,782 individuals for whom Thamarrurr was considered their usual place of residence. The vast majority of these were physically present, the remainder were temporarily absent in places such as Palumpa, Peppimenarti, Daly River, Timber Creek, Kununurra, Wyndham and Darwin. Analysis of this initial count by age, sex and location revealed an apparent lack of young children, young men and outstation residents.

Comparison of this initial population count with the Thamarrurr Housing Office population list produced a new list of individuals who appeared on the latter but not on the former. This new list of some 500 individuals was then interrogated by working groups from the Ngepan Patha Centre and the Thamarrurr Housing Office in consultation with representatives from family groups and other agencies, such as the school and the church. As part of this process, some of the previously omitted dwellings were visited. Many duplicates were found on the new list, especially among children under 16 years of age owing to their inclusion under both mother’s and father’s family name. These were deleted. Also found on the list were numerous entries for individuals whose usual place of residence was outside of the Thamarrurr region, particularly in Palumpa, Peppimenarti and Daly River. These were also deleted. A few individuals who had not been picked up in the dwelling count and were not found on the new check-list were added, while many of those on the revised list were confirmed as current usual residents, although assigning them to particular dwellings often proved problematic owing to high intra-community mobility. The resulting population amounted to 2,034, and this is the figure employed here to represent the Aboriginal population of Thamarrurr region for the purposes of social profiling, unless otherwise stated. Of course, added to this are non-Aboriginal residents. No formal count of these was conducted and so the official estimate of 113 from Table 2.1 is used instead. This produces a total usual resident population for the region of 2,147.

Mobility and service populations

In many respects, the identification of an entity called the ‘Thamarrurr population’ is an entirely artificial construct that cuts across the reality of social and spatial interaction. In addition to those usually resident in the region, there are others (often related kin) from localities adjacent to and well beyond the Thamarrurr boundary who frequently visit and reside in the region with reciprocal visits made in the opposite direction. People of the Thamarrurr region have social links that extend over a large area as far north as Belyuen, Darwin and the Tiwi Islands, east to Palumpa, Peppimenarti and Daly River, and south to Timber Creek, Kununurra and Wyndham. Furthermore, considerable short-term population movement also occurs within the Thamarrurr region between Wadeye and surrounding outstations, as well as within the town between dwellings. While the bulk of the usual resident population resides continually in Wadeye, daily interaction with outstations is common and the population resident at outlying settlements averages around 150, although a seasonal shift occurs with outstation numbers peaking in the dry season (at around 200), and reduced by as much as 85% in the wet season when most people reside at Wadeye.

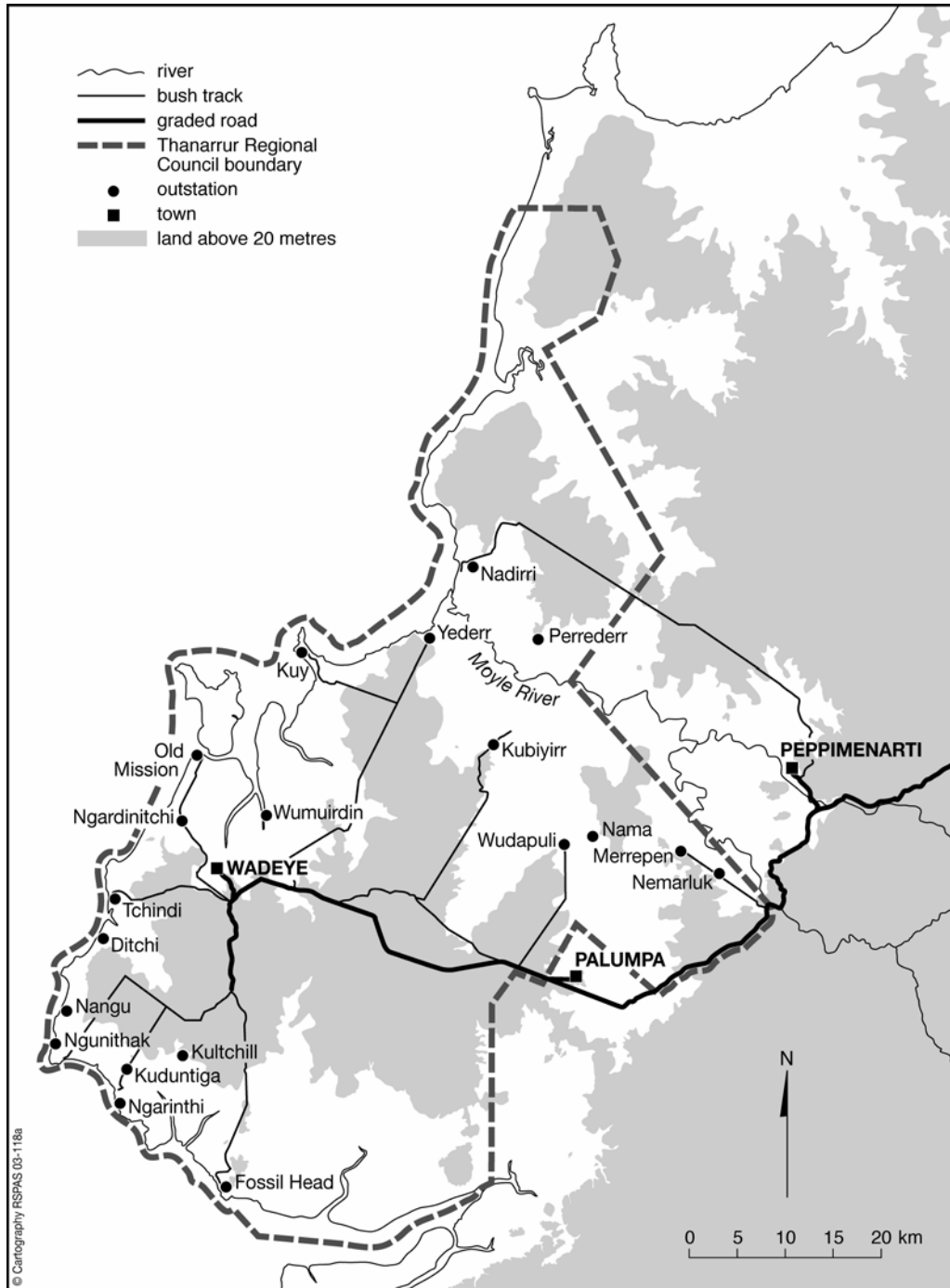
Figure 2.1 shows the distribution of localities within the region. As illustrated, most people live in the town of Wadeye but there are some 20 other localities (all outstations) where families reside either permanently or occasionally. Most of these have some housing and basic infrastructure, while some have none. As the map indicates, these outstations are located either at coastal sites or on slightly elevated ground above floodplains. For the most part, they are located on clan estates adjacent to environments that are rich in fauna and flora and which provide the basis for customary subsistence-related activities. Aside from the relative lack of housing and basic services, a major factor that restricts more full time use of these sites is the poor condition of regional roads and bush tracks.

The addition to the overall resident population caused by the temporary movement of individuals in and out of the region is estimated using Thamarrurr Housing Office records. These include individuals recorded as resident at some time in the Thamarrurr region between August 2002 and August 2003. While they make use of Thamarrurr services (notable housing), they were not considered to be usual residents according to the 2003 community census count. This number totalled 226. If these are added to the 2,034 usual residents recorded by the community census then an overall Aboriginal service population for Thamarrurr in August 2003 of 2,260 can be derived. Once again, if non-Aboriginal residents are added to this, then the overall service population of the region is estimated at 2,373. This service population figure is the one that should form the basis of funding for major infrastructural requirements. These various population levels are summarised in Table 2.2.

Table 2.2. Summary of population estimates for Thamarrurr region, 2003

Aboriginal usual residents	2,034
Total usual residents	2,147
Aboriginal service population	2,260
Total service population	2,373

Figure 2.1. Settlement distribution in the Thamarrurr region, 2003



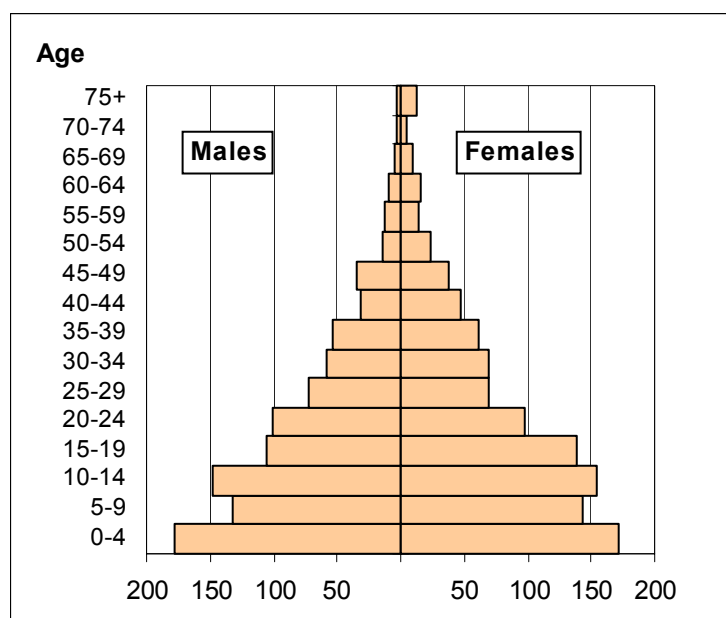
Temporary shifts of population that contribute to the service population are a fact of life in the region and they add substantially to pressure on selected local services, such as housing, whilst at the same time generating extra demand and enhancing economies of scale for selected service provision. To this extent, temporary residents form an important element of the regional economy. By their very nature, though, temporary movers are elusive in the context of formal statistical collection, and this is particularly the case among Aboriginal populations in remote regions who are frequently mobile over the short-term (Taylor 1998). While this may lead to undercounting of the population at census time (Martin and Taylor 1996), it can also produce wide discrepancies between client-based population lists (for example in the form of the Housing Office records), and official head counts, as demonstrated.

Age composition

Aside from the overall numbers resident in Thamarrurr, it is the distribution and structure of the population by age and sex that has major implications for social and economic policy development, both in terms of assessing current needs of select target groups, and in determining the future composition of needs as revealed by population projection. The population used here to establish the size of relevant age groups is that obtained by the community census in 2003.

Figure 2.2 shows the shape of the Aboriginal population of Thamarrurr ERP by age and sex. Several features in this age pyramid are worthy of note. First, the broad base and relatively prominent numbers aged 10-14 are suggestive of current high fertility, resurgent after a recent decline, although it may also reflect some age mis-reporting. Second, the rapid taper with advancing age highlights continued high adult mortality, especially among males. Using the ABS experimental Aboriginal life table for the Northern Territory as a whole, life expectancies for males and females are seemingly stuck at around 56 and 63 years respectively, with much of the excess mortality occurring in adult ages (ABS 2002b). Third, uniformity in the decline of population with age suggests net inter-regional migration balance, although a relative absence of males in the 15-24 age group may well reflect out-migration. Finally, relatively large numbers of women in the child-bearing ages, and even larger cohorts beneath them, indicates high potential for future growth in numbers, even if the actual fertility rate were to decline.

Figure 2.2. Resident Aboriginal population of Thamarrurr Region by age and sex, 2003



By contrast, the non-Aboriginal age distribution is typical of a population that is subject to selective migration into the region for the purposes of employment. As much as 85 per cent of non-Aboriginal residents are aged between 15 and 64, with a concentration in the prime working age group of 25-54 years. While this age pattern is stable over time, it is underpinned by relatively high population turnover with as much as 30% of non-Aboriginal residents indicating that their usual place of residence 1 year prior to the 2001 Census was outside of the Thamarrurr region. This high level of change in personnel has potentially significant implications for continuity and consistency of approach in key areas of service delivery and administration within the region.

The actual numbers in each five year age group are provided for the Aboriginal population in Table 2.3. Overall, almost half of the population (45.7%) is less than 15 years of age, with a slightly higher proportion among males (47.7%) compared to females (43.9%), as is to be expected given the observations above regarding differential migration and mortality. Overall the sex ratio of the population is 0.89 which is much lower than that recorded for the Aboriginal population of the Territory as a whole (0.99). Furthermore, the underlying age distribution of males and females is quite distinctive with females tending to predominate at ages above 29 years as shown in Figure 2.3.

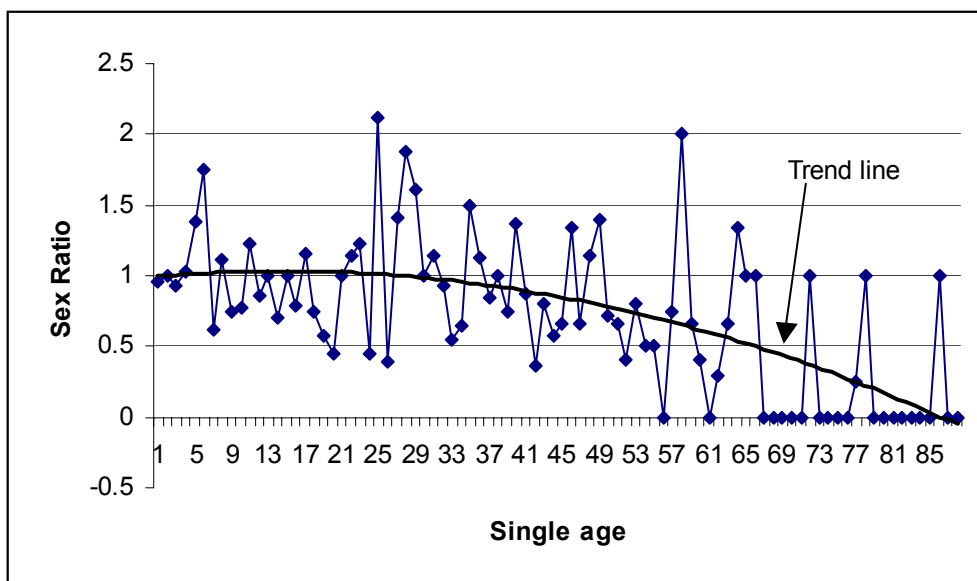
Table 2.3. Resident Aboriginal population of Thamarrurr by five year age group and sex, 2003

	Males		Females		Total	
	Number	%	Number	%	Number	%
0-4	178	18.5	172	16.0	350	17.2
5-9	133	13.8	144	13.4	277	13.6
10-14	148	15.4	155	14.5	303	14.9
15-19	106	11.0	138	12.9	244	12.0
20-24	101	10.5	97	9.0	198	9.7
25-29	73	7.6	70	6.5	143	7.0
30-34	58	6.0	69	6.4	127	6.2
35-39	53	5.5	61	5.7	114	5.6
40-44	31	3.2	47	4.4	78	3.8
45-49	34	3.5	38	3.5	72	3.5
50-54	14	1.5	24	2.2	38	1.9
55-59	12	1.2	14	1.3	26	1.3
60-64	10	1.0	16	1.5	26	1.3
65-69	5	0.5	10	0.9	15	0.7
70-74	3	0.3	5	0.5	8	0.4
75+	3	0.3	12	1.1	15	0.7
Total	962	100.0	1,072	100.0	2,034	100.0

Source: Community census

The significance of these age data for policy is best revealed by grouping them into age ranges that typically form the target of policy intervention as shown in Table 2.4. For example, compulsory school age in the Northern Territory ranges from 6 to 15 years inclusive, although here we have used ages 5-15 to incorporate the pre-school year. Accordingly, the infant years leading up to school age include those aged 0-4 inclusive. The transition years from school to work are indicated as 16-24 years, while the prime working age group is identified as ages 25-49. Typically in the Australian workforce, and in ILO convention, working age extends to 64 years with those over 65 years representing the aged and pensionable. However, given the evidence for premature ageing in the Aboriginal population in the context of high levels of adult mortality and morbidity (Divarakan-Brown 1985; Earle and Earle 1999), this has been set here at the much earlier age of 50 years.

Figure 2.3. Single year sex ratio: resident Aboriginal population of Thamarrurr region, 2003



Source: Community census

The results indicate an infant population of some 350 accounting for almost 20% of the regional total, while the school age population of almost 630 is approaching one third of the regional population. Those in the transition years from school to work number almost 400, or 20% of the population, while the working age group of 530 comprises one quarter of the total, and is the second largest group after those of school age. By comparison, the relatively small size of the aged population is striking, even given the lower age at which this is set.

Table 2.4. Distribution of resident Aboriginal population by select age groups: Thamarrurr region, 2003

Age group	Number			Per cent		
	Males	Females	Total	Males	Females	Total
0-4	178	172	350	18.6	15.9	17.2
5-15	299	327	626	31.3	30.4	30.8
16-24	182	214	396	19.1	19.8	19.5
25-49	249	285	534	26.1	26.4	26.2
50+	47	81	128	4.9	7.5	6.3
Total	955	1,079	2,034	100.0	100.0	100.0

Source: Community census

Population projections

To date, planning processes in Aboriginal communities have all too often made use of dated demographic information. This creates a sense of uncertainty in assessing the adequacy of policy to address shortfalls in social and economic infrastructure. Such policy development is typically reactive to needs as they become revealed (for example, in terms of post facto responses to housing shortages), as opposed to being proactive in seeking to anticipate and plan for expected requirements. However, being proactive requires a measure of future requirements for government works and services, and this is something that is only rarely achieved for Aboriginal communities. This is not the case for mainstream communities throughout Australia where the approach to settlement planning is much more prospective (Bell 1992). For these purposes a standard cohort-component methodology is generally applied, and this practice is adopted here to project the Aboriginal population of Thamarrurr 20 years hence, roughly a generation from now.

Projection assumptions

The cohort-component method carries forward the 2003 population to 2023 by successive five-year periods. The projection is based simply on ageing the population by five-year blocs, subjecting each group to age- and sex-specific mortality, fertility and net migration regimes as follows:

- Survival rates from the Aboriginal life tables for the Northern Territory (ABS 2002a) are applied and held constant for the projection period. This latter assumption is consistent with evidence that life expectancy generally for Aboriginal people in recent times has shown no sign of improvement (Kinfu and Taylor 2002).
- Age specific fertility rates based on registered births as provided by the ABS are not available for Thamarrurr, only for the Daly SLA. While some attempt can be made to distribute these pro rata, this is less than satisfactory. However, one by-product of the catholic church's continued presence in Wadeye is their interest in maintaining a register of births. In 2001, this reported a total of 76 births to locally resident Aboriginal women. Using the age distribution of mothers for the Daly SLA as a guide, these 76 births were distributed by age of mother and used to calculate Age Specific Fertility Rates (ASFRs). This produced a Total Fertility Rate (TFR) of 4.4, which is very high and substantially higher than the Aboriginal TFR of 2.9 reported by the ABS for the Northern Territory as a whole (ABS 2002b), although it is in line with other relatively high rates reported from similar remote regions of northern Australia (Taylor & Bell 2002; Taylor 2003).
- In the absence of an operational model of migration, and in light of the lack of net inter-regional movement reported in the 2001 Census, net migration is held at zero for all ages.
- No allowance is made for population change via shifts in Aboriginal identification.

Projection results

The actual projection is conducted separately for males and females in five-year blocs from 2003 to 2023. Projected births for the 2003-2008 period are added to the existing 2003 population and each cohort is then subjected to respective survival rates to arrive at an estimate of the population in each age-group in 2008. This process is continued through to 2023.

As for projections of the non-Aboriginal population, these are more problematic since they are driven more by economic, rather than demographic, factors. Essentially, non-Aboriginal people reside in the region for the purpose of employment. Accordingly, their numbers will be dictated by the extent to which employment opportunities expand and non-Aboriginal people successfully compete for them. To date, of course, such competition has tended to favour non-Aboriginal personnel and, notwithstanding a range of initiatives that is likely to emerge from the COAG trial to enhance Aboriginal employment outcomes, this structural situation seems unlikely to drastically alter over the projection period, certainly in respect of the more highly skilled occupations. Thus, non-Aboriginal population growth is estimated separately and according to a simple continuation of their current ratio relative to the regional Aboriginal population (0.05). Also, a key demographic feature of this population that is assumed not to change over time is the focus on working age groups.

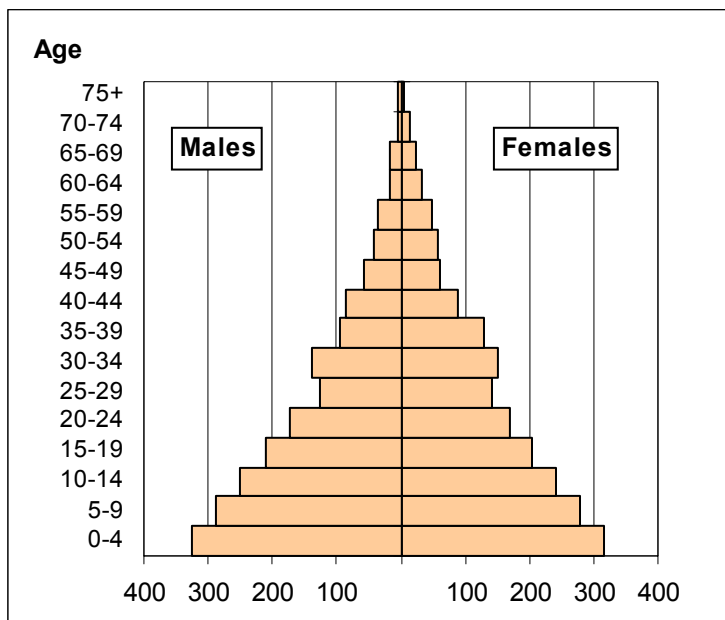
Table 2.5. Projection of the Aboriginal population of the Thamarrurr Region by five year age group: 2003 to 2023

Age group	2003	Projection to 2023	Net change	% change
0-4	350	642	292	83.3
5-9	277	567	290	104.7
10-14	303	491	188	61.9
15-19	244	412	168	68.7
20-24	198	342	144	72.9
25-29	143	268	125	87.3
30-34	127	288	161	126.9
35-39	114	224	110	96.8

40-44	78	175	97	124.7
45-49	72	120	48	66.1
50-54	38	100	62	164.3
55-59	26	84	58	223.8
60-64	26	52	26	100.2
65-69	15	41	26	175.5
70-74	8	18	10	123.2
75+	15	9	-6	-41.3
Total	2,034	3,833	1,799	88.5

Aboriginal population totals projected to 2023 for the Thamarrurr region are shown in Table 2.5 and Figure 2.4 by five-year age groups, together with numeric and percentage change from the 2003 population. Overall, by 2023, the Aboriginal population is projected to increase by 88% (or 4% per annum) to reach a population of 3,833, an increase of 1,800 persons. If we add to this a ratio-based estimate of the future non-Aboriginal population of 212, this produces a total usual resident population projection of 4,045 by 2023. Thus, within a generation, Wadeye and its associated outstations will have a population greater in size than present day Nhulunbuy. As noted above, for core funding purposes, it is more appropriate to employ a service population estimate. This is more difficult to project, but if an assumption is made that the service population will grow at the same rate as the usual resident population then we can estimate an overall service population for the region in 2023 of 4,470. Clearly, unlike the many declining country regions in the rural hinterlands of Queensland, New South Wales, Victoria and South Australia, the Thamarrurr region is rapidly expanding in population size. Unless a major upgrading occurs, this trajectory means that Wadeye (along with many of predominantly Aboriginal towns across the Top End) will be increasingly anomalous in the Australian settlement hierarchy for being a vibrant and growing medium-sized country town yet with almost none of the basic infrastructure and services normally associated with such places.

Figure 2.4. Projected resident Aboriginal population of Thamarrurr by age and sex, 2023



From a comparison of Figure 2.2 and Figure 2.4, it can be seen that much of this growth will occur in the working age groups, while Table 2.5 indicates that the population aged between 15 and 49 years will increase by some 1,338 over the next 20 years. Also evident is the fact that considerable population momentum remains for further growth beyond the 20 year projection period shown here.

While it is true that some ageing of the population pyramid is evident, the chief characteristic in 2023 remains the preponderance of children resulting in a broad base in the age profile. This is so even if allowance is made for a modicum of fertility decline (1% per annum). Thus, the only factors that might undermine sustained population growth for probably the next two generations are substantial decline in fertility (and, of course, associated major change in social behaviour), or population loss due to permanent migration out of Thamarrurr. At the time of writing, neither of these scenarios appear likely.

Thus, while the projection is correct according to the algorithms applied, it is only preliminary and there are several refinements that, if developed, would provide for greater certainty in the assumptions. In particular, there is a need to better understand and quantify net migration trends based on a greater appreciation of the likely impacts on population movement and residential preferences that might arise as a consequence of new regional governance structures and social and economic development strategies. While this would be a long-term and fairly complex task, more immediate prospect for improving fertility and mortality estimates exists (especially the former), if agencies such as the clinic and Centrelink were able to assist more directly in the compilation of a local demographic database. Such a collaboration would fit well with the notion of a partnership agreement and would contribute to the formation of a truly local planning capacity.

Leaving aside the constant need to improve data quality, the planning utility of these projections is demonstrated by their capacity to canvass a range of possible outcomes based on varying assumptions. The current calculations involve the use of only one projection series, while an obvious option for further development would be to generate alternative scenarios based on possible combinations of falling/ rising/stable fertility and mortality and varying assumptions about net migration. There is considerable heuristic potential here in providing answers to *what if?* questions, enabling the likely demographic consequences of different social behaviours and development impacts to be explored. Thus, Table 2.6 sets out the future age structure of the Thamarrurr regional population based on current projections according to select social policy target age groups. As suggested above, by varying the assumptions underlying the current projection, these outcomes can be altered.

Table 2.6. Distribution of resident Aboriginal population by select age groups: Thamarrurr region, 2003

Age group	2003	2023	Net change	% change
0-4	350	642	292	83.4 (4.2)
5-15	626	1,140	514	82.1 (4.1)
16-24	396	672	276	69.7 (3.5)
25-49	530	1,075	545	102.8 (5.1)
50+	132	304	172	130.3 (6.5)
Total	2,034	3,833	1,799	88.5 (4.4)

Annual percentage change in parentheses

As shown, on current projections the greatest numeric increase will be in the population of prime working-age between 25 and 49 years, while the highest proportional increase is set to occur among the aged, over 50 years. Both of these broad age groups will more than double in size within a generation from now as the overall age structure of the current Thamarrurr population advances. At the same time, substantial growth will also occur at younger ages, especially among the school age population. The slowest rate of growth, however, is expected among those in the transition years between school and work, although much depends here on net migration trends and whether future school leavers will remain in the region or seek opportunities and lifestyles elsewhere.

Chapter 3. The Regional Labour Market

As with most Aboriginal settlements in north Australia, Port Keats (now Wadeye), was established without an economic base, nor has it subsequently acquired one, at least not in a manner that is currently sustainable beyond the provisions of the welfare state and associated social services. While the regional labour market has grown in both size and complexity in recent decades, as the mission influence has receded and government and market forces have encroached, it can be argued that Aboriginal labour force participation has declined. In effect, the past 30 years in this region have witnessed a shift in Aboriginal employment from an historical association with the private sector, as represented by the pastoral industry, to an almost total reliance on the government sector in the form of CDEP. Beyond the latter, there is very limited Aboriginal engagement with mainstream work with the bulk of the adult population dependent on welfare payments for their income. This is quite distinct from the non-Aboriginal population of Wadeye that is resident in the region solely for the purposes of employment—a structural gap that has significant consequences for relative economic status as well as for consideration of future outcomes in regard to Aboriginal economic participation.

There are three reasons for this. First of all, regardless of whatever targets might be set by the partners to the Thamarrurr agreement in respect of local employment, the major regional impacts on Aboriginal people in terms of raising overall labour force and economic status are likely to depend more on administrative and funding decisions regarding CDEP than anything else since this is by far the main employer and is likely to continue as such given the lack of formal skills among most of the adult population. Thus, future growth of the scheme is dependent on ever expanding resources from government, while the welfare basis for such funding leaves little scope for advancing employment beyond part-time hours with corresponding low income return.

Second, CDEP will inevitably form part of any comprehensive planning for regional economic development focused around future activities in Wadeye and surrounding areas. This is because much of the locally-based potential workforce for non-CDEP activities would in all likelihood be currently engaged by the scheme and building the necessary skills and experience for alternate work via such employment.

Finally, the extent of reliance on CDEP for generating employment opportunities in the region, places a premium on seeking other opportunities for creating and sustaining employment. The essential background to this need is the projected high growth in the Aboriginal working age population and the certainty that CDEP expansion will be insufficient to cater for labour supply.

Regional labour force status

Rates of labour force status drawn from the 2001 Census are shown for Aboriginal and non-Aboriginal residents of the Thamarrurr region in Table 3.1 and these are applied to the 2003 usual resident population count of adults to derive implied levels of labour force status for 2003. Three standard indicators of labour force status are presented, although these are modified here as simple proportions of the population aged 15 years and over:

- *employment/population ratio*, representing the percentage of persons aged 15 years and over who indicated in the census that they were in employment (either in CDEP mainstream work) during the week prior to enumeration;
- *unemployment rate*, expressed as those who indicated that they were not in employment but had actively looked for work during the four weeks prior to enumeration, as a percentage of those aged 15 years and over;
- *labour force participation rate*, representing persons in the labour force (employed and unemployed) as a percentage of those of working age—shown here in its converse form as a rate of those Not in the Labour Force (NILF).

Table 3.1. 2001 Census rates and implied 2003 levels of labour force status for Aboriginal and non-Aboriginal residents of the Thamarrurr Region

	Employment/population ratio		Unemployment rate	Not in the labour force (NILF) rate	Total 15+
	CDEP	Other			
Census Rates in 2001					
Aboriginal	8.0	5.8	2.0	84.2	100.0
Non-Aboriginal	0.0	95.0	0.0	5.0	100.0
Implied levels in 2003					
	Employed CDEP	Employed Other	Unemployed	Not in the labour force	Total 15+
Aboriginal	85	61	22	929	1,104
Non-Aboriginal	0	63	0	3	66

Source: rates from ABS 2001 Census of Population and Housing

There are several difficulties involved in using these census labour force data. First of all, as they are based on the usual residence count, they exclude any persons missed by the census. Secondly, they appear to conflict substantially with indications of labour force status from administrative sources. For example, the census indicates that there were 63 individuals employed in CDEP in 2001, whereas ATSI records show a total of 125 CDEP participants at the time of the Census. More striking is the difference between the census count of 16 unemployed persons, compared to the fact that Centrelink recorded 325 Newstart and 129 Youth Allowance customers at the same time, although these were exempt from the work test and so may have been regarded as not in the labour force for census purposes.²

Because of these discrepancies, a special survey of regional employment was conducted in Wadeye in November 2003. This revealed a total of 178 Aboriginal people in the Thamarrurr region with jobs—133 funded by CDEP, and 45 funded from other sources. Using these figures, together with Centrelink data on Newstart and Youth Allowance payments for April 2003, a revised set of labour force status levels and associated rates are provided for 2003 in Table 3.2.

Table 3.2. Actual levels and rates of labour force status for Aboriginal residents of the Thamarrurr Region, 2003

	Employed		Unemployed	Not in the labour force (NILF)	Total 15+
	CDEP	Other			
Levels					
Aboriginal	133	45	449	477	1,104*
Rates					
Aboriginal	12.0	4.1	40.7	43.2	100.0

* from Table 2.2

Source: Thamarrurr population and employment surveys and Centrelink, Darwin

Because of the greater numbers employed, and the much larger numbers recorded as unemployed, this suggests that the size of the Aboriginal labour force in the Thamarrurr Region is much greater than indicated by the census at around 630 persons. Of course, much here depends on semantics—are those exempt from the activity test outside of the labour force? Are CDEP participants necessarily in employment according to census definitions? Should a distinction be drawn between CDEP and other

² According to DEWR Northern Territory Office, a total of only 39 Wadeye residents have been referred to Intensive Assistance with Job Network since May 1998, but it is not possible to identify those currently serviced by Job Network providers owing to privacy constraints.

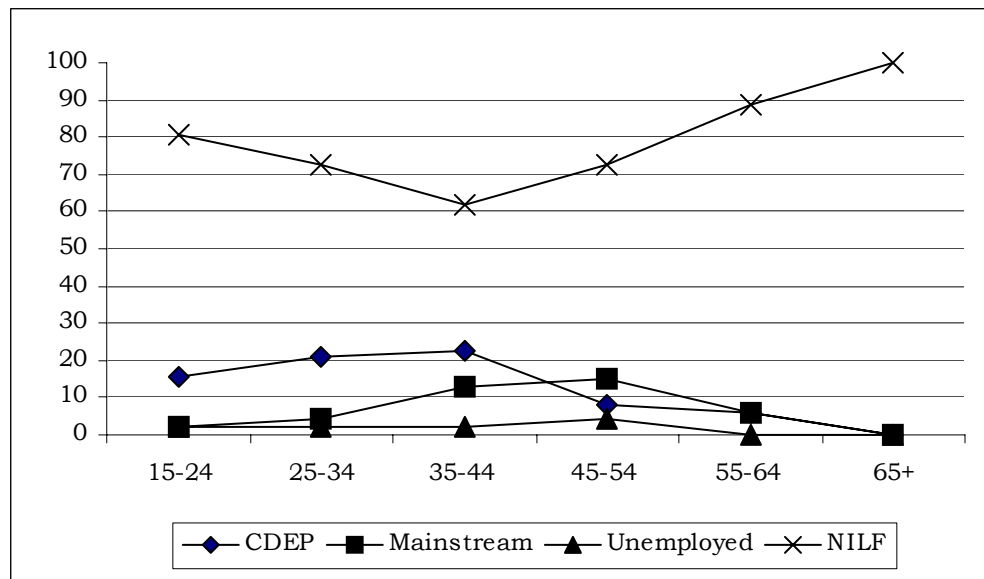
jobs given that many CDEP jobs effectively substitute for 'real' jobs in many areas such as education, health, and council services? Indeed, given the administratively-determined nature of much Aboriginal economic activity in the region, the boundaries between officially recorded employment, unemployment, and consequent labour force participation, are sufficiently blurred to approach all these data with some caution. They are best seen as rough estimates rather than as robust indicators.

To arrive at a meaningful measure of labour force status, such issues require careful scrutiny on the ground and this provides a useful vehicle for engaging ICCP partners in a dialogue with local working groups concerning the real nature of work, its source funding, and its appropriate measurement. One aspect of this exercise would extend the analysis to consider aspects of economic activity that the census and administrative data sources tend to overlook, namely those customary activities associated with land management, ceremony, and the manufacture of arts and crafts. Just as an example, the 2001 Census recorded only 110 Indigenous visual artists in the whole of the Northern Territory, despite evidence from other sources that those participating (admittedly to varying degrees) in the industry via community art centres number in the thousands (Altman 1989; 1999: 83–5; Wright 1999: 25). In Wadeye, the census counted no such occupations, even though the Dirrmu Ngakumarl Gallery in Wadeye and the Wadeye Art and Craft Gallery in Darwin currently support the activities of 10 local artists and have dealt with as many as 126 since 1997. To underscore the local economic importance of activities that are likely to be overlooked by the census, it has been claimed that, by Australian standards, Aboriginal people on some Aboriginal lands are fully employed in the informal sector (Altman & Allen 1992:142; Altman & Taylor 1989).

Given their labour-intensive nature and widespread occurrence, it is important to consider ways of strengthening these elements of customary economic activity as part of the broad strategy of raising employment levels. A good local example of this is provided by the Thamarrurr Rangers supported by the Northern Land Council's Caring for Country program and by CDEP. This employs 15 local people in land and sea management activities such as mimosa and feral animal eradication, marine species survey, sacred site protection, and in ensuring continuity in local environmental knowledge (Thamarrurr Rangers 2003). Against the background of population projections, the scale of the challenge ahead requires that some broadening of the definition and composition of officially-sanctioned and defined work takes place with an emphasis on seeking labour-intensive outcomes associated with land management and cultural heritage, as well as in the arts industry. With regard to the latter, it is significant to note that as many as 126 local artists, weavers and carvers have sold products via the Dirrmu Ngakumarl Gallery in Wadeye and the Wadeye Art and Craft Gallery in Darwin since 1997, pointing to substantial potential for economic participation. Presently, however, only 10 individuals are associated regularly with this enterprise—4 women and 6 men—suggesting a need to review options for revitalising the arts industry in the region.

Of particular interest for development planning is the distribution of employment and related labour force status rates by age. As this information was not gathered in the 2003 employment survey, these data are drawn from the 2001 census as well as from CDEP participant records for August 2001 given the observations above about possible census under-reporting of CDEP employment. In combining census and CDEP administrative data in this way, the assumption is that CDEP employment figures drawn from administrative data directly affect the numbers shown as recorded by the census as not in the labour force. Using these combined data, Figure 3.1 shows the labour force status of broad age groups and reveals that labour force participation (the mirror of those shown here as not in the labour force, or NILF) peaks in the 35–45 year age group, but even here it is still only 40%. At younger ages, and especially among those in the transition years between school and work, participation in the workforce is very low with barely 2% of 15–24 year olds engaged in non-CDEP work, and only 15% in CDEP. The vast majority (80%) of these young adults are not in the labour force and are therefore dependent for their income on welfare payments (assuming that these are accessed). The other feature is that participation in non-CDEP work peaks in the older working age group of 45–54 years.

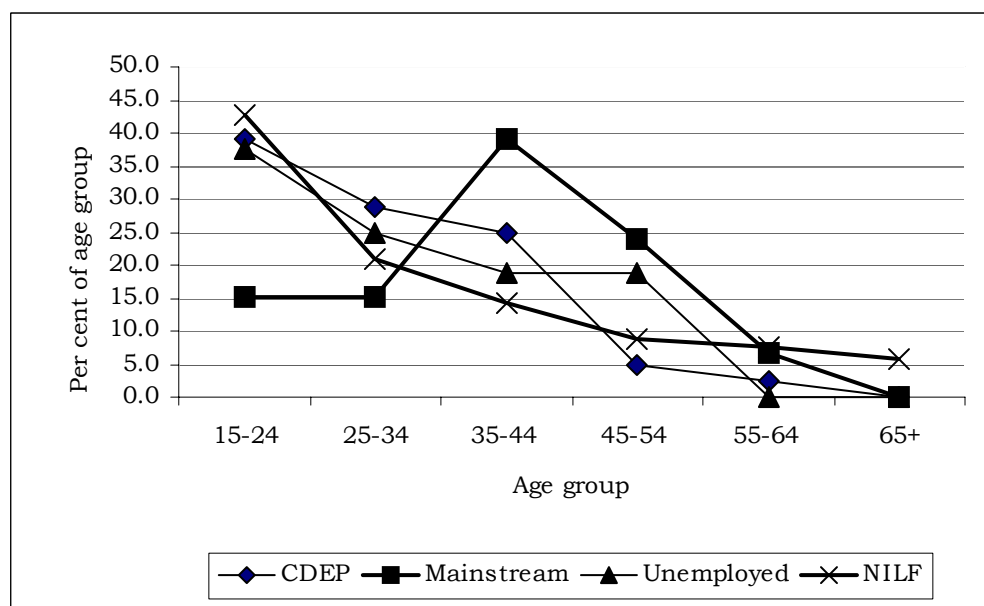
Figure 3.1. Labour force status of each age group: Aboriginal residents of the Thamarrurr Region, 2001



Source: ABS 2001 Census of Population and Housing and ATSI CDEP branch

If the distribution of different labour force states across age groups is examined as in Figure 3.2, it is apparent that this lack of participation among young adults occurs despite the fact that, overall, CDEP participants tend to be young people with 39% of participants in the 15-24 age group, and with the share of CDEP workers declining with age. The opposite is true, though, in regard to non-CDEP employment with 40% of non-CDEP workers in the 35-44 age range and 25% in the 45-54 age range. Almost half (43%) of all those not in the labour force are in the 15-24 age group.

Figure 3.2. Distribution of labour force status by age group: Aboriginal residents of the Thamarrurr Region, 2001



Source: ABS 2001 Census of Population and Housing and ATSI CDEP branch

Whether there is any transition from CDEP participation at younger ages to mainstream work later on with the former acting as a preparatory skilling phase is not discernable from these data. This is something that could usefully be explored by the Thamarrurr ICCP working groups. As expected, though, labour force participation is positively correlated with age up to 44 years, but recedes rapidly thereafter indicating a distinctly shortened working-life span. One prospect is that this reflects increased morbidity with advancing age, a proposition that will be tested with hospital separations data.

Dependency ratios

Measures of the potential economic implications of a given age structure can be combined with data on labour force status to produce a range of dependency ratios. These are shown in Table 3.3 for the Aboriginal population of Thamarrurr using the population data for 2003 shown in Table 2.4, and the levels of labour force status for 2003 shown in Table 3.2. Comparison is drawn with the Northern Territory as a whole using 2001 census data. The *childhood dependency* ratio is the simplest of these measures and expresses the number of children in the population (aged 0-14 years) as a ratio of the working-age population (defined here as aged 15-49 given the prevalence of adult morbidity). Obviously, a ratio of 1.0 would indicate that the size of the two age groups is the same and that there is one person of working age for every child. A figure greater than 1.0 indicates less than one person of working age to each child, and less than 1.0 indicates more than one person of working age to each child. Obviously, this only provides an indication of potential economic providers to dependents as it takes no account of the economically inactive.

Table 3.3. Dependency ratios for the Aboriginal populations of the Thamarrurr region 2003 and the Northern Territory 2001

Dependency ratio	Thamarrurr region 2003	Northern Territory 2001
Childhood dependency ^a	0.95	0.66
Childhood burden	5.2	1.8
Childhood burden (excl. CDEP)	20.7	3.6
Dependency ratio	2.2	3.1
Economic burden	10.4	3.9
Economic burden (excl. CDEP)	44.2	9.1

a. based on working age population aged 15-49

Source: ABS 2001 Census of Population and Housing customised tables, and Thamarrurr population and jobs survey

In the Thamarrurr region, the *childhood dependency* ratio is 0.95, which means that the number of children and those of working age is roughly equivalent. This is quite different to the situation in the Northern Territory as a whole where the ratio of 0.66 indicates far fewer children on average to each person of working age. This provides another measure of the relatively youthful character of the regional population.

More refined measures of dependency incorporate some indication of the ability of working-age adults to support others. The *childhood burden*, for example, is defined as the ratio of the number of children to the number of employed persons. Once again, a figure of 1.0 indicates parity. According to the data in Table 3.2, there were 5.2 Aboriginal children to each employed adult in Thamarrurr if all those engaged by the CDEP scheme are considered to be in employment. If, however, this calculation is based on those employed only in non-CDEP work, then the ratio is far higher at 20.7. The fact that both of these ratios are much lower for Aboriginal people generally in the Northern Territory underlines the gross lack of employment opportunities in Thamarrurr and the far greater and heavy reliance on CDEP as the primary support mechanism for large numbers of child dependents.

Another measure is provided by the *dependency ratio* which represents the ratio of children and economically inactive adults to the labour force (those employed plus those unemployed). Again, using the data in Table 3.2, this produces an average of 2.2 dependents per economically active person, which

is fewer on average than in the Northern Territory as a whole reflecting the use of Centrelink data on Newstart payments to construct the Thamarrurr unemployment numbers presented in Table 3.2.

Finally, the *economic burden* is a ratio of the number of children and economically inactive persons (including here those unemployed) to employed persons. This shows that for each employed Aboriginal person at Thamarrurr (including those in the CDEP scheme) there are 10.4 other Aboriginal people who are not employed (including children), a figure more than twice the Territory average of 3.9 persons. If, however, those in CDEP are excluded from the economically active and considered instead as part of the measure of economic burden, then the figure in Thamarrurr rises to a staggering 44 dependents per income earner, compared to a figure of 9.1 for the Indigenous population of the Northern Territory as a whole—almost 5 times as great.

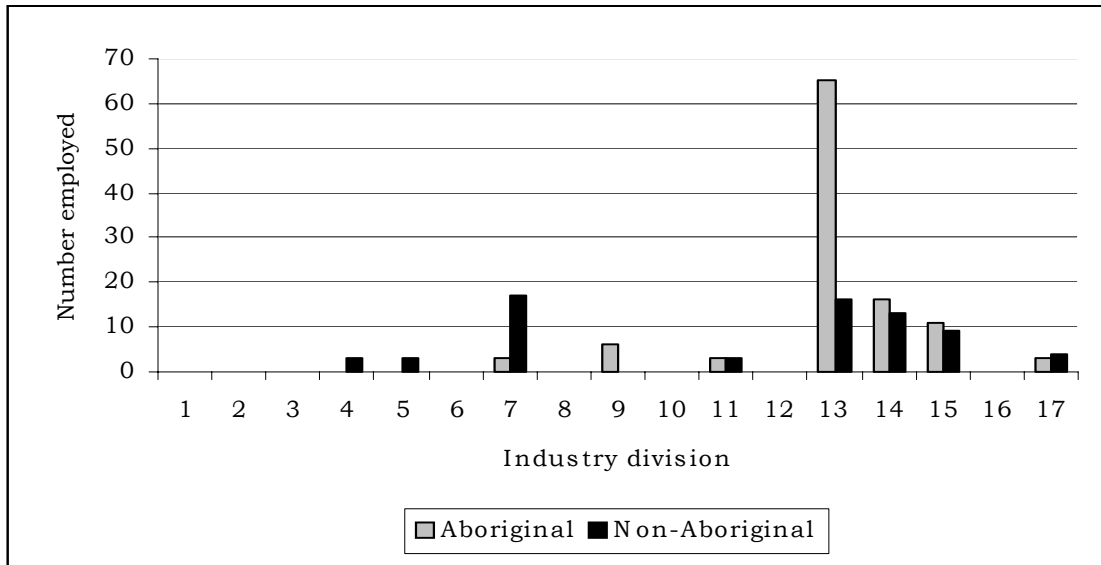
From a regional planning perspective, then, the youthful Aboriginal age profile is a key demographic feature when set against the relatively poor labour force status of adults. In effect, there are 44 dependents, on average, for each Aboriginal employee in the mainstream labour market. This represents a significantly higher economic burden for the Thamarrurr population than recorded for the Aboriginal population generally in the Northern Territory. Perhaps of more significance, in the local context of access to resources and consumer spending, is the fact that it is massively higher than observed among non-Aboriginal residents of the region with whom Aboriginal residents can draw direct comparison.

Industry and occupation

In the final analysis, employment provides a means to personal income generation, while the amount generated is determined largely by occupational status. In turn, the availability of particular occupations within a region is partly related to the industry mix of economic activities. Thus, the relative distribution of Aboriginal and non-Aboriginal employment by industry and occupational category is a vital feature of participation in the regional labour market. The sole source of employment data classified according to the Australian and New Zealand Standard Industry Classification (ANZSIC) and the Australian Standard Classification of Occupations (ASCO) remains the census. Accordingly, Figures 3.3 and 3.4 broad industry and occupational categories of employment for the Thamarrurr region using data from the 2001 Census.

Clearly, the distribution of Aboriginal employment by industry division is quite different from that of non-Aboriginal workers in Thamarrurr. Aboriginal employment is heavily concentrated in government administration, which in effect reflects the census classification of much CDEP employment. Another focus for Aboriginal workers is health and education. By contrast, according to these data, the non-Aboriginal workforce is more widely spread across industry categories, although the overall range is limited and indicates the very simple structure of the local labour market based on providing essential services and administration to a relatively small population. As for occupations, these reflect the skills gap between Aboriginal and non-Aboriginal workers, with most of the former classified as labourers, and far more of the latter as professionals and tradespersons.

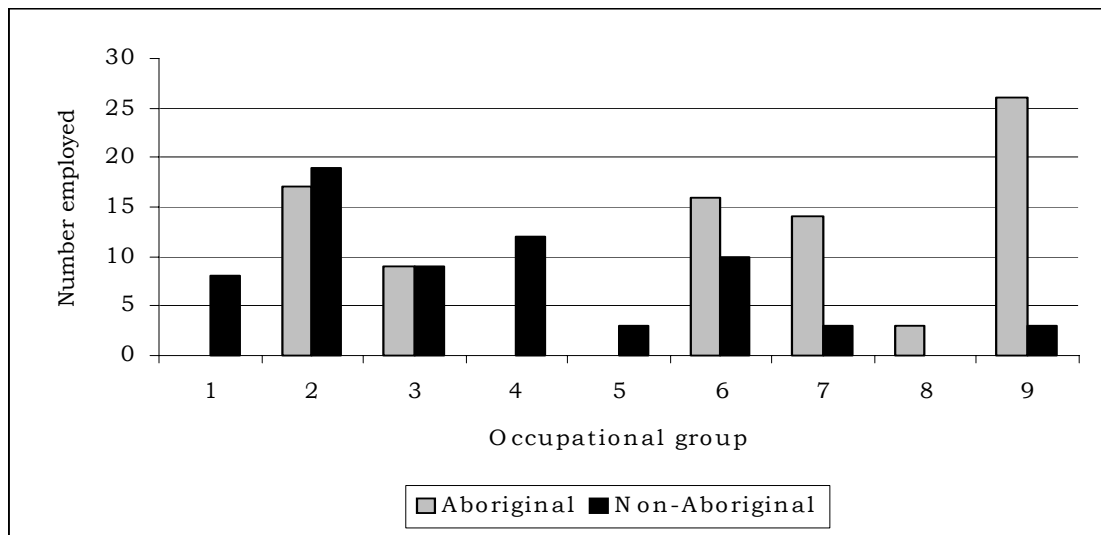
Figure 3.3. Distribution of Aboriginal and non-Aboriginal employment by industry division: Thamarrurr Region, 2001



Source: ABS 2001 Census of Population and Housing, customised tables

1. Agriculture, Forestry and Fishing; 2. Mining; 3. Manufacturing; 4. Electricity, gas and water; 5. Construction; 6. Wholesale Trade; 7. Retail Trade; 8. Accommodation, cafes and restaurants; 9. Transport and Storage; 10. Communication Services; 11. Finance and Insurance; 12. Property and Business Services; 13. Government Administration and Defence; 14. Education; 15. Health and Community Services; 16. Cultural and Recreational Services; 17. Personal and Other Services

Figure 3.4. Distribution of Aboriginal and non-Aboriginal employment by occupational group: Thamarrurr Region, 2001



Source: ABS 2001 Census of Population and Housing, customised tables

1. Managers and Administrators; 2. Professionals; 3. Associate Professionals; 4. Tradespersons and Related Workers; 5. Advanced Clerical and Service Workers; 6. Intermediate Clerical, Sales and Service Workers; 7. Intermediate Production and Transport Workers; 8. Elementary Clerical, Sales and Service Workers; 9. Labourers and Related Workers.

Leaving aside a likely undercount in the census of numbers employed, there is a tendency for the broad industry and occupation classification to hide a degree of diversity in employment activities at the small area level. Before considering the particular case of CDEP and customary economic activities, it is worth demonstrating this point by examining the range of industries and occupations that are recorded in the census using the detailed industry and occupational classification (based on 4-digit coding). Ignoring the actual numbers, as many of these are randomised anyway, Table 3.5 is useful in providing a qualitative depiction of the range of detailed industry activities that collectively describe the composition of the local economy. Key activities emerge such as house construction, the supermarket, takeaway, automotive repair, air transport, credit union, etc.. However, even at this fine-grained level, other important industries appear to be unrecorded, such as the sewing centre, arts and crafts, and land management.

Detailed occupations are shown in Table 3.6 and provide another qualitative depiction of the local labour market according to official classification. Despite a wider variety of occupations compared to industries, once again according to these data there are no artists in Thamarrurr, no sewing machinists, no special care workers, no land management workers, and no horticultural workers. This is manifestly not the case, and part of the problem here relates to the census classification of CDEP work.

Table 3.5. Aboriginal and non-Aboriginal employment by detailed industry class: Thamarrurr Region, 2001

Industry class	Aboriginal	Non-Aboriginal	Total Persons
House Construction	0	3	3
Supermarket and Grocery Stores	0	8	8
Takeaway Food Retailing	0	5	5
Automotive Repair and Services, nec	0	3	3
Retail Trade, undefined	3	0	3
Air Transport, undefined	3	0	3
Credit Unions	3	0	3
Business Administrative Services	0	3	3
Central Government Administration	3	3	6
State Government Administration	3	0	3
Local Government Administration	61	15	76
Education, undefined	0	3	3
School Education, undefined	9	0	9
Primary Education	3	5	8
Combined Primary and Secondary Education	0	4	4
Health Services, undefined	5	3	8
Dental Services	3	0	3
Community Health Centres	4	3	7
Religious Organisations	3	0	3
Interest Groups, nec	0	3	3
Police Services	0	3	3

Note: Cell counts less than three are randomised

Source: 2001 ABS Census of Population and Housing, customised tables

CDEP activities.

One drawback in relation to census-derived industry and occupational data is their tendency to apply blanket classification to CDEP scheme employment. As shown above, this results in a high concentration of Aboriginal employment in government administration, and as labourers. It is also the case that because of the employment substitution effect of CDEP, much work which is classified as

CDEP actually covers a wider range of industry and employment categories than is apparent from census coding.

An example here would be CDEP work in a horticulture project. If this were in the mainstream labour market it would be classified under agriculture, fishing and forestry as an industry, and the workers may well be classified as farm hands or skilled agricultural workers depending on the nature of the job. Instead, the tendency is for them to be classified as labourers in local government. The argument here is that census coding of CDEP masks a good deal of potentially significant diversity in the pattern of Aboriginal participation in the regional economy.

Table 3.6. Aboriginal and non-Aboriginal employment by detailed occupation unit: Thamarrurr Region, 2001

Occupation unit	Aboriginal	Non-Aboriginal	Total Persons
General Managers	0	3	3
Information Technology Managers	0	3	3
Professionals, nfd	0	3	3
Registered Nurses	0	4	4
Dietitians	3	0	3
Primary School Teachers	3	3	6
Special Education Teachers	3	0	3
Miscellaneous Education Professionals, nfd	0	3	3
Extra-Systemic Teachers	6	0	6
English as a Second Language Teachers	0	3	3
Welfare and Community Workers	3	0	3
Urban and Regional Planners	3	0	3
Occupational and Environmental Health Professionals	3	0	3
Financial Dealers and Brokers	0	3	3
Shop Managers	0	3	3
Customer Service Managers	0	3	3
Aboriginal and Torres Strait Islander Health Workers	5	0	5
Police Officers	3	3	6
Motor Mechanics	0	3	3
Electricians	0	3	3
Carpentry and Joinery Tradespersons	0	3	3
Plumbers	0	3	3
Greenkeepers	0	3	3
General Clerks	5	3	8
Accounting Clerks	0	3	3
Bank Workers	3	0	3
Education Aides	5	0	5
Personal Care and Nursing Assistants	3	0	3
Mobile Construction Plant Operators	4	0	4
Intermediate Machine Operators, nfd	0	3	3
Truck Drivers	3	0	3
Storepersons	3	3	6
Seafarers and Fishing Hands	3	0	3
Printing Hands	3	0	3
Sales Assistants	0	3	3
Ticket Salespersons	3	0	3
Labourers and Related Workers, nfd	3	0	3
Cleaners	5	3	8

Nursery and Garden Labourers	3	0	3
Garbage Collectors	8	0	8
Handypersons	3	0	3

Note: cell counts less than three are randomised

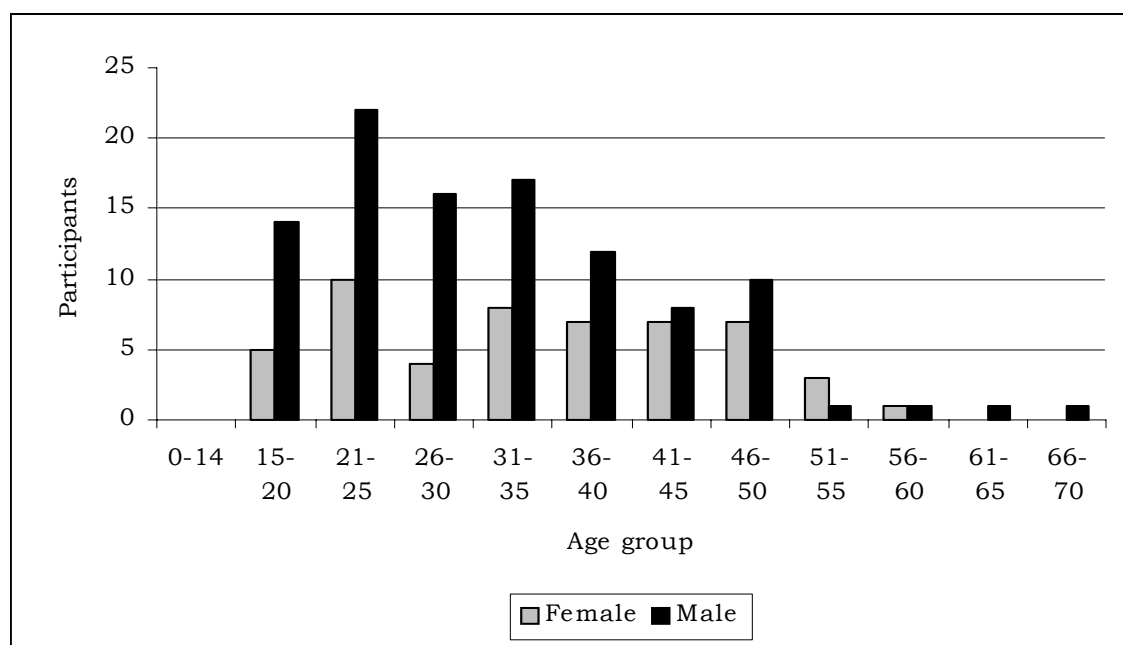
Source: ABS 2001 Census of Population and Housing, customised tables

One way to demonstrate this is to use information from the activity worksheets of CDEP schemes which provide details of individual economic activities. Among those listed within the region in 2003 are: grading, fencing, road maintenance, plant maintenance and operation, market gardening, media, landscaping, childcare, aged care, environmental health services, sewing, house and other building construction, non-building construction, plumbing and electrical maintenance, pipe laying, painting and decorating, vehicle repair, youth and men's support activities, Centrelink services, clinic assistants, teachers assistants, sport and recreation activities, office assistants, store assistants, and security.

Current planning for CDEP includes 44 workers for local government type administrative programs, 23 workers for the construction team, 44 workers for community service activities, 13 workers for women's programs, and 40 workers for activities at Palumpa. Given the key role played by CDEP in terms of providing for Aboriginal employment there is a need to fully acknowledge this diversity of economic activity and explore ways in which vital elements might articulate with economic developments that currently exist, or might materialise, either via direct contracting, sub-contracting and/or joint venturing in some way.

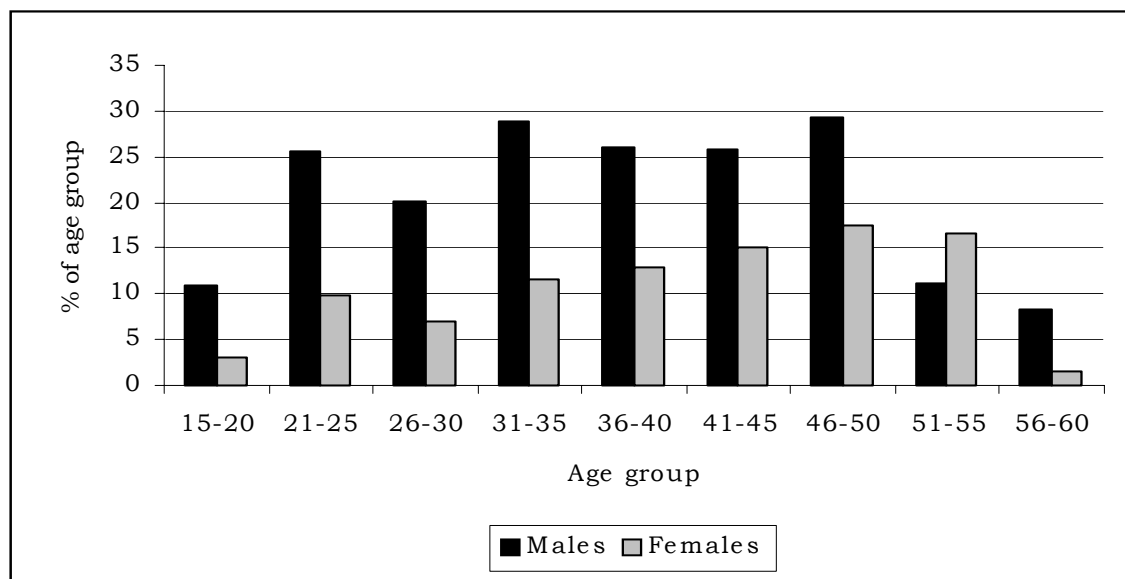
According to data supplied by ATSIC, in August 2003 there were 159 CDEP participants employed by the Thamarrurr CDEP scheme, 4 of whom were non-Aboriginal. The vast majority of Aboriginal participants were male (103), and 52 were female. Figure 3.5 shows the distribution of these participants by broad age group and reveals that whereas most male workers are relatively young and under 30 years, most female participants are over 30 years.

Figure 3.5. CDEP participants by age and sex: Thamarrurr Region, August 2003



Source: ATSIS CDEP Division, Adelaide

Figure 3.6. CDEP participants as a per cent of male and female age groups: Thamarrurr region, August 2003



Source: ATSI CDEP Division, Adelaide

However, raw numbers alone mask the importance of CDEP as a source of employment for older residents. This is shown in Figure 3.6 which indicates the per cent of each age group in the Thamarrurr region employed by CDEP. Among males, the rate of CDEP employment is highest among those aged 46-50 years, and is consistently above 25% for those aged between 31 and 45. At the same time, this is not to deny the significance of CDEP for younger workers as well as 25% of males in the 21-25 year age group also participate, although the rate among those in the transition years from school to work is relatively low. Among females, there is a direct relationship between age and participation with the importance of CDEP as an employment source generally rising up to age 55.

This essential role of CDEP as a means of generating local employment is further underlined by the lack of alternative opportunities for the unemployed. According to Centrelink data, there were 449 employment services customers in the Thamarrurr region in 2003, 183 of whom had a JSCI score. Despite this, data provided by the Commonwealth Department of Employment and Workplace Relations indicate that only 39 Wadeye residents were referred to Intensive Assistance with Job Network providers servicing the Wadeye region since May 1998 (an average of 6 per year).

Estimating future labour force status

From Table 2.4, the resident Aboriginal population of working age in Thamarrurr is projected to almost double in size from 1,104 in 2003 to 2,133 by 2023—an increase of 1,029, or 93%. Clearly, the economic status of Aboriginal people in the region is largely a function of their continued failure to adequately participate in paid economic activity. What then is the scale of the task ahead if a key aim of the ICCP process is to enhance such participation?

Three future employment scenarios are explored in Table 3.7. The first considers the number of jobs that would be required by 2023 if the 2003 Aboriginal employment/population ratio were to remain unchanged at the current very low rate of 16.1% (inclusive of CDEP). The answer is 343. Thus, the current workforce would need to double in size over the next 20 years simply to avoid any further deterioration in the low employment rate. However, what if the target sought by the Thamarrurr partnership was to double the employment rate, which would bring it in line with the rate recorded for all Aboriginal people in the Northern Territory in 2001? In the latter case, this might be seen as moving to ‘normalise’ the situation at Wadeye—a term that is now part of the lexicon of planning within the Thamarrurr region signalling the pursuit of equity in social and economic conditions. Against this

scenario, the additional jobs required amount to more than 500—a task in order of magnitude that would seem to be way beyond the capacity of current policy settings.

Table 3.7. Extra Aboriginal jobs required in the Thamarrurr Region by 2023 against select target employment rates

Employment/ population ratio in 2003	Base employment 2003	Total jobs required by 2023	Extra jobs required by 2023
16.1 ^a	178	343	165
32.2 ^b	178	687	509
33.2 ^c	178	708	530

a. the 2003 Aboriginal employment/population ratio inclusive of CDEP;

b. a doubling of the Aboriginal employment/population ratio in 2001;

c. the Northern Territory Aboriginal census-derived employment/population ratio in 2001;

Chapter 4. Income from employment and welfare

Residents of the Thamarrurr region have a number of potential sources of cash income. These range from wage labour in CDEP or in other more mainstream forms of work, unemployment benefit and other benefit payments from Centrelink, agreed payments to traditional land owners, and private income from the sale of art works, crafts and other products. Set against these, of course, are routine deductions from income at source, such as those for house rent and power charges.

Accurate data on income levels, and employment and non-employment sources of income, are notoriously difficult to obtain due to a variety of conceptual problems. For one thing, most available data on income refer to period of time, such as annual or weekly income, whereas the flow of income to individuals and households within the region is often intermittent. Census data, for example, are collected for all sources of income in respect of a 'usual week' and then rounded up to annual income. What might constitute 'usual weekly' income in many Aboriginal households is difficult to determine. On the credit side, there is the likelihood of intermittent employment and windfall gains from sources such as gambling, cash loans, and agreed payments. This sources of income combine with debits, for example due to loss of employment and sometimes welfare payments, to create a highly complex picture even over a short space of time, and one that standard methods of data gathering are likely to misrepresent.

Even if adequate questions were asked regarding income, high levels of population mobility would make it difficult to establish a consistent set of income recipients over a period of time. This is further complicated by job mobility with individuals often employed on a casual or part-time basis and moving into and out of longer-term jobs. As for the circulation of cash between individuals and households, information on this is non-existent. Also lacking are data on expenditure, although a common pattern reported from similar communities is one of cash feast and famine against a background of high costs for essentials such as food and transport (Beck 1985: 89; Taylor and Westbury 2000).

The most comprehensive source of income data for the region based on a consistent methodology is available from the census. It should be noted, however, that census data report income in categories, with the highest category left open-ended. Consequently, actual incomes have to be derived. In estimating total and mean incomes, the mid-point for each income category is used on the assumption that individuals are evenly distributed around this mid-point. The open-ended highest category is problematic, but it is arbitrarily assumed that the average income received by individuals in this category was one-and-a-half times the lower limit of the category.

Also, the gross income reported in the census is intended to include family allowances, pensions, unemployment benefits, student allowances, maintenance, superannuation, wages, salary, dividends, rents received, interest received, business or farm income, and worker's compensation received. Whether all such sources are reported in Thamarrurr, or elsewhere for that matter, is unknown. One distinct advantage of census data, however, is that it provides a means by which one estimate of dependence on income from welfare can be derived. This is done by cross-tabulating data on income with labour force status as a basis for distinguishing employment income from non-employment income, the latter being considered a proxy measure of welfare dependence.

Employment and non-employment income

The relative contribution made to total income from employment, as opposed to from other sources, is an important factor in the regional economy. Approximate parity between net incomes derived from social security and those derived from employment (after tax) is likely, unless there is access to well-paying jobs. While it is argued generally for Aboriginal people that the gap between welfare and earned income is sufficiently low as to discourage job seeking (Hunter and Daly 1998), in the Thamarrurr region clearly the issue is just as much about creating sufficient employment in the first place.

Table 4.1 shows Aboriginal and non-Aboriginal annual average personal incomes as recorded by the 2001 Census. Clearly, employment in the mainstream labour market returns higher personal income compared to CDEP. However, in aggregate, Aboriginal people in mainstream work still lag far behind

their non-Aboriginal counterparts with average income levels between 20% and 30% lower. The contrast in income levels is most marked among those in CDEP reflecting the gap between Aboriginal workers and non-Aboriginal administrators. Even reported Aboriginal non-employment (welfare) income is substantially lower than non-Aboriginal equivalent income. Reasons for this are not clear, but it is worth asking whether this might reflect underpayment of benefits to community residents. Overall, average Aboriginal personal incomes are more than 80% lower than non-Aboriginal income.

Table 4.1. Aboriginal and non-Aboriginal annual average personal income by labour force status: Thamarrurr Region, 2001

	CDEP	Mainstream	Unemployed	Not in labour force	Total
Aboriginal (1)	\$8,926	\$15,127	\$8,240	\$8,170	\$8,632
Non-Aboriginal (2)	N/a	\$52,240	N/A	\$15,600	\$49,143
Ratio (1/2)	N/a	0.28	N/A	0.52	0.17

Source: Calculated from customised ABS 2001 Census tables

Welfare income

The dollar contribution to regional income from employment and non-employment (welfare) sources estimated from 2001 Census data is shown in Table 4.2. According to these calculations, the total gross annual personal income accruing to adult residents of the Thamarrurr region in 2001 amounted to \$10 million. However, only two-thirds of this (\$6.6 million) went to Aboriginal residents despite the fact that they accounted for 92% of the adult population. Of greater note is the fact that only 16% of the total regional income of \$4m generated by mainstream employment accrued to Aboriginal people. The implications of this are reflected in relative levels of welfare dependency with 82% of total Aboriginal income attributable to non-employment (welfare) sources compared to only 3% of non-Aboriginal income. If CDEP income is also counted as welfare income owing to its notional link to Newstart Allowance, then the level of Aboriginal welfare dependency rises to 90%.

Table 4.2. Gross annual personal income (\$) for Aboriginal and non-Aboriginal adult residents of the Thamarrurr Region, 2001

	Aboriginal (\$)	Non-Aboriginal (\$)	Total (\$)	Aboriginal % share of income category
CDEP	535,600	N/a	535,600	100.0
Mainstream	665,600	3,395,600	4,061,200	16.4
Unemployment	107,120	N/a	107,120	100.0
Not in the labour force	5,286,320	93,600	5,379,920	98.3
Total	6,594,640	3,489,200	10,083,840	65.4
Welfare share (ex CDEP)	81.8	2.7		
Welfare share (inc CDEP)	89.9	2.7		

Source: Calculated from customised ABS 2001 Census tables

While it is not easy to directly compare estimates made from census data with those made from administrative records, in order to gain a clearer picture of the composition of welfare income and to benchmark the census-based estimates of welfare income, information was obtained from Centrelink on the amounts paid in benefits (excluding CDEP) for a single fortnight as close to the census date as possible (Table 4.3). It should be noted that these data are for the total population owing to difficulties

with Aboriginal identification in Centrelink records. It should also be noted that the annualised estimates shown are derived by simply multiplying the fortnightly payments by 26, although there does appear to be reasonable stability over time in fortnightly amounts. These data yield an overall estimate of welfare payments of \$8.4 million in 2001 which is considerably higher than the census-based estimate of \$5.3m. If we add to this the census-derived figure from Table 4.2 of \$4.6 million accruing to non-Indigenous workers, then the gross personal income for Thamarrurr in 2003 can be estimated at \$13 million.

Table 4.3. Number and amount of Centrelink benefit payments for individuals with a postal address as Wadeye and outstations, 2001

	Number of customers	Total amount of fortnightly benefits paid* (\$)	Estimated annualised amount paid (\$)
Total region	1,076	323,238	8,404,188

Based on fortnight ending July 20th 2001
Source: Centrelink, Darwin

Table 4.4. Fortnightly and annualised Centrelink payments by type and amount (\$) for customers with a postal address as Wadeye and outstations

	Pensions	Newstart	Family	Parenting	Carers	Abstudy	Total
Fortnightly	57,770	125,628	94,843	48,363	1,491	2,235	330,331
Annual	1,502,026	3,266,336	2,465,923	1,257,449	38,763	58,102	8,588,599
Number of customers	143	449	295	146	17	30	1,080

Based on fortnight ending 4th April, 2003
Source: Centrelink Darwin

Table 4.4 shows the distribution and amount of Centrelink payments as at April 2003 by payment type indicating that a total of 1,080 customers received payments. While the categories shown are mostly discrete, there is some overlap between family and parenting payments, and so the actual number of unique customers is probably fewer than shown here. At the same time, with the shift away from payments by cheque, direct deposits now make up 82% of all payments made at Wadeye. As a consequence, and because of frequent short term population movement in and out of the region, an unknown number of Thamarrurr residents may well be recorded on the Centrelink database with a non-Thamarrurr address and so do not appear in the data shown here. The likelihood, then, is that these data represent a sample, albeit a large one, of the Thamarrurr situation.

While the amounts paid vary from fortnight to fortnight, this variation is only slight and the distribution by payment types shown here has been reasonably stable for the past two years. Thus, the annualised amounts, while estimates only, are fairly robust. Overall, then, an annual total of \$8.6 million is paid by Centrelink³ to residents of Wadeye and outstations in line with their citizen entitlements. The greatest share of this amount (\$3.2m or 37%) is allocated as Newstart Allowances for those

³ This is 55% higher than the census-based estimate of \$5.4 million. While both estimates are likely to suffer methodological uncertainty, it does seem that the census substantially underreported non-employment income

unemployed. Almost half of all Centrelink customers fall into this category. The next largest group are those in receipt of family payments amounting to \$2.5m (29% of total payments). In line with the youthful age distribution, pensions account for only 17% of all payments, although Abstudy payments represent a miniscule proportion (0.7%) despite the relatively large numbers in eligible age groups. Only 25 individuals over the age of 16 years were in receipt of Abstudy, and only 5 aged less than 16.

Chapter 5. Education and training: participation and outcomes

There are two broad perspectives against which the purpose and performance of education in the region may be assessed. The first is culturally-grounded and considers what Aboriginal people want from education. According to one analyst, with reference to Arnhem Land communities, many Aboriginal people selectively procure aspects of Western education and ignore others that do not suit their needs or aspirations (Schwab 1998). Consequently, what is desired from education in general, and from schools in particular, can be very different to what these western institutions expect. These desires have been conceptualised in terms of the acquisition of core competencies to deal with the non-Aboriginal world, the capacity for cultural maintenance, and access to material and social resources (Schwab 1998: 15).

The second derives from an economic development model and stresses a need to acquire the requisite skills for participation in the mainstream economy. From this perspective, educational outcomes are measured in terms of participation rates, grade progression, competency in numeracy and literacy skills, and (for the Vocational Education and Training sector), course completion. Given the need to develop a statistical profile of the regional population, the entire focus here is on this second perspective. This is not deny that skills acquired outside of formal educational processes cannot, and may not, lead to Aboriginal participation in the regional economy in other more informal ways, for example in art and craft production and in land management. The problem for socioeconomic profiling is that these more culturally-grounded attributes are more difficult to quantify and lack readily accessible data sources.

Participation in schooling

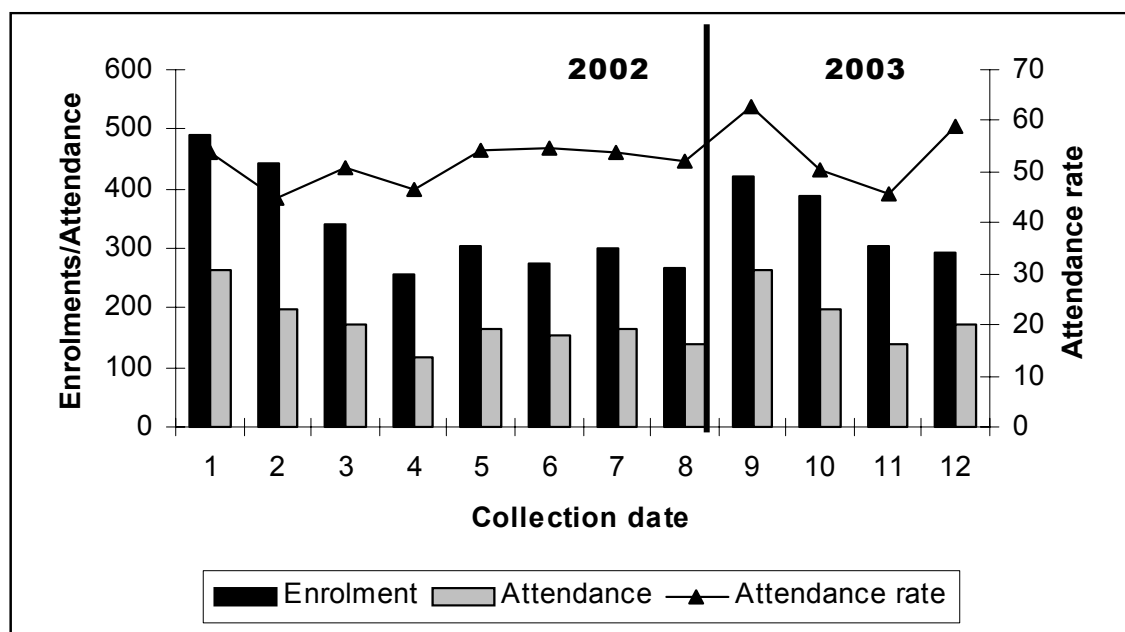
Our Lady of the Sacred Heart (OLSH) is the only school in the Thamarrurr region. Located at Wadeye and run by the Catholic Education Office it offers formal schooling to Year 7. The school provides for children from preschool age up to some secondary years, although the latter is provided mostly by correspondence. Locationally, the nearest secondary school is a newly established independent school at Woolaning near Batchelor, although historically links have long been established with St John's College in Darwin with three Wadeye residents currently enrolled there. Given the current size of the school age population (626) and its expected growth over the next 20 years to 1,140 (Table 2.5), this lack of full secondary education facilities at Wadeye is difficult to explain when set against other Northern Territory towns with similar school age numbers.

Most outstations have no direct access to a school, although there is a small school at Kuy with 20 students and one teacher, while some outstations are trialing an initiative of having a local person teaching children, enhanced by irregular visits from OLSH teaching staff. Some children from outstations in the east of the region attend the Nganmariyanga (Palumpa) Community School, as well as the school at Daly River. Thus, part of the issue in terms of enrolment and attendance at OLSH relates to accessibility for some outstations which are more than two hours travel time by four-wheel drive during the dry season.

Enrolments and attendance

In the first half of 2003, an average of 351 enrolments were recorded at OLSH. As in previous years, these enrolments peaked (at 420) in the first month of the school year (February) and progressively declined thereafter to reach 307 by September. Thus, by September only 56% of the region's school age population was enrolled, although at the beginning of the 2003 school year this amounted to 67%. While those attending school are always fewer than the numbers enrolled, the actual rate of attendance remains relatively stable over time at around 51-54%. This is because attendance numbers decline in tandem with enrolment numbers. Clearly the educational impact of relatively low levels of school enrolment is compounded by low school attendance. This is shown in Figure 5.1 which charts the numbers enrolled and numbers attending. Also shown is the attendance rate for each of the school months in 2002 and the first half of 2003. Clearly, aside from the fact that not all children of school age are enrolled, and the fact that even fewer attend classes, there is also a problem of retaining those that turn up at the beginning of each school year.

Figure 5.1. OLSH enrolments, attendance, and attendance rates by school month, 2002 and 2003



These shortcomings are further emphasised at the individual grade level with all grades at preschool and primary levels having less than 20 students in attendance by the second half of the school year, and some (Transition and Year 7), having less than 10 attendees (Table 5.1). Also apparent is the fact that boys are least likely to be enrolled, and are even less likely to attend classes, with some indication from the September and previous monthly data that this gap widens with age. There are currently 10 girls completing year 11 via correspondence, and two of these are enrolled in NTOEC. Of particular note are those enrolments in foundation studies (years 7-8) as this is a bridging course for children who have finished primary but are not ready for High school. A further point of note is the current low enrolment in Kardu Kigay, a special program designed to retain senior boys at school.

Table 5.1. OLSH enrolments and attendance by grade level and sex, September 2003

Grade Level	Enrolments			Attendance		
	Boys	Girls	Total	Boys	Girls	Total
Preschool	16	7	23	9	5	14
Transition	11	10	21	3	5	8
Year 1	9	14	23	6	8	14
Year 2	12	16	28	8	11	19
Year 3	9	14	23	6	6	12
Year 4	16	18	34	7	10	17
Year 5	8	15	23	5	10	15
Year 6	13	13	26	8	11	19
Year 7	6	18	24	3	5	8
F/S	34	30	64	14	18	32
Senior Girls	N/a	15	15	N/a	10	10
Kardu Kigay	3		3	0		0
Total	137	170	307	69	99	168

F/S = Foundation studies

Source: OLSH, Wadey

As for rates of enrolment and attendance by single year age group, Table 5.2 shows these for September 2003 on the assumption that grade level directly corresponds with single year ages from preschool at age 4 to secondary ages from 13-16 years. If this is so, then just over one third of four year-olds were enrolled in preschool and 22% of these actually attended. The peak age for enrolment appears to be among 6 and 7 year olds in grades 1 and 2 as these are the only ages at which enrolments exceed 50%. They also represent the peak attendance rates with one third of children at these ages attending.

At the other extreme, barely one third of secondary age children are enrolled, and only 18% of this age group are actually attending school, although the rate of attendance is lowest among 12 year olds at only 13%. This reveals that the maximum exposure to education within the population occurs early at ages 6 and 7, but even at these ages the vast majority of children in the region are not attending school.

Some idea of the depth of non-attendance is provided by statistics collected by OLSH on the duration of absences from school among those not attending. This is shown in Figure 5.2 for the 2002 school year. Clearly, there is only a very small group of regular attendees totalling 57 in all in 2002 if less than 30 days absence in the year is adopted as the cut off. Accordingly, the vast majority (82%) of enrolled students are frequently absent from school for cumulative periods amounting to more than 50 days in the year.

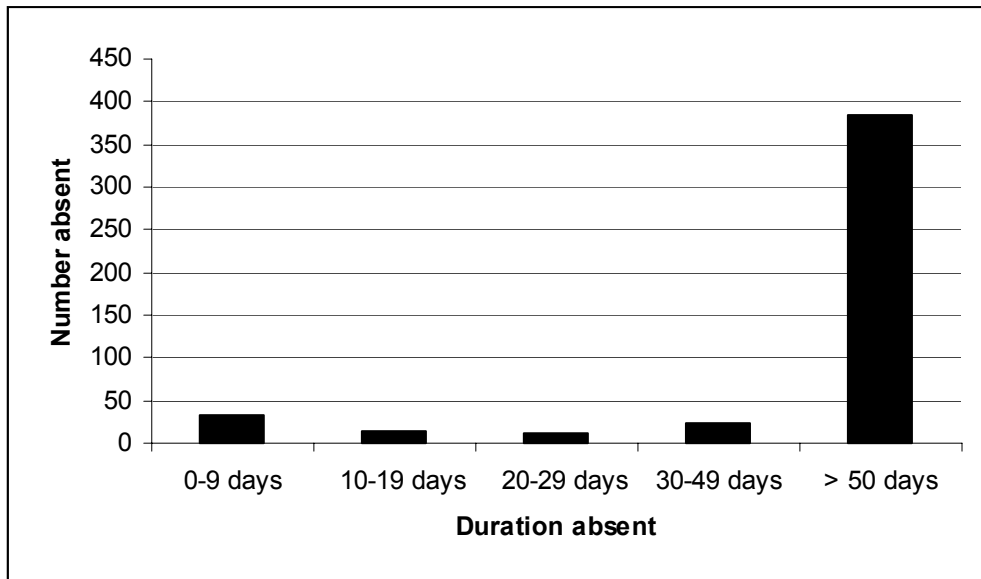
Table 5.2. Estimated population based enrolment and attendance rates by single year of age: OLSH September 2003.

Single year of age	Population (1)	Enrolment (2)	Attendance (3)	% Enrolment rate (2/1)	% Attendance rate (3/1)
Age 4	62	23	14	37.1	22.6
Age 5	44	21	8	47.7	18.2
Age 6	42	23	14	54.8	33.3
Age 7	55	28	19	50.9	34.5
Age 8	63	23	12	36.5	19.0
Age 9	69	34	17	49.3	24.6
Age 10	58	23	15	39.7	25.9
Age 11	65	26	19	40.0	29.2
Age 12	60	24	8	40.0	13.3
Age 13-16	226	82	42	36.3	18.6

Retention rates

Although data are not available from which to establish grade level retention rates, a key aim of the school is to retain enrolment and attendance through to an eventual employment. Success in this area is fairly limited to date with only 11 recent school leavers in mainstream employment and the rest either on CDEP or in receipt of welfare. Of course, to a large degree this reflects the nature of the local labour market with limited formal employment opportunities for relatively unskilled school leavers. However, from a labour market perspective, retention to year 12 from year 10 has been shown to have the greatest impact on employment prospects for Aboriginal people (ABS/CAEPR 1996; Hunter 1998), yet the numbers on Year 11 correspondence courses remain very few.

Figure 5.2. Duration of absence from school, OLSH 2002



Source: OLSH, Wadey

The impact of low retention is reflected in census data on the highest levels of schooling completed as reported in the 2001 Census and shown in Table 5.3 for adults (those over 15 years). According to these data, only 4% of adults in Thamarrurr reported Year 11 or 12 completion in 2001. Converting this to a population estimate in 2003 indicates that only 41 Aboriginal adults in Thamarrurr completed school beyond Year 10. By contrast, 56% (an estimated 593) reported less than Year 8 as their highest level and 16% (169) indicated that they had never attended school.

Table 5.3. Highest level of schooling completed among Aboriginal residents of Thamarrurr Region, 2003

	Year 8 or below	Year 9	Year 10	Year 11	Year 12	Did not go to school
% of adults ¹	56.1	12.1	11.2	1.2	2.7	16.0
Estimated number ²	593	128	118	13	28	169

1. Based on 2001 census

2. Calculated using 2001 Census-based rates against 2003 population

Outcomes

As already noted, from the standpoint of participation in regional economic development, educational achievement is a key prerequisite. While studies reveal a positive relationship between economic status and indicators of educational achievement such as highest level of schooling completed (ABS/CAEPR 1996), an important shortcoming is their lack of measurement of the quality of education outcomes. For example, age at leaving school or highest level of schooling completed does not necessarily equate with school-leaving grade level achievement. In fact, for many Aboriginal students in remote areas of the Northern Territory, age or grade level is a poor indicator of achievement as many Aboriginal students perform substantially below their age and grade levels in terms of literacy and numeracy competencies (Northern Territory Government 1999). Thus, while data on participation in the education system provide an important indication of access and utilisation, it should be noted that they reveal less about outcomes in terms of demonstrated ability, no matter from what perspective this might be measured.

In the Northern Territory, outcomes from education are measured using benchmarks according to the Multilevel Assessment Program (MAP). This is a curriculum-based assessment that tests students' knowledge and skills in numeracy and reading. It is administered annually under separate arrangements

for urban and remote Northern Territory schools. The MAP tests are set at various profile levels—two through to four. At Year 3 level, it is expected that most students will be achieving profile level two, while profile level three is the benchmark standard for students in Year 5. These benchmarks represent an agreed standard of performance that professional educators deem to be the minimum level required for students at particular key stages in their educational development in order to make adequate progress. Prior to the tests, teachers make evaluations of each student before assigning them to a particular test level and exemptions can be, and often are, made if teachers believe that students are likely to achieve near zero scores (Northern Territory Education 1999: 156). In accordance with Australian government benchmark reporting requirements, 8 year old and 10 year old students were tested equating to years 3 and 5. The results for reading and numeracy testing at OLSH are shown in Tables 5.3 and 5.4 respectively for 1999-2001. Clearly, according to these data, students at OLSH have consistently performed very poorly in both reading and numeracy, at both Year 3 and Year 5 levels, both in terms of participation in testing and in achievement.

Table 5.3. Year 3 and Year 5 MAP performance results for reading: OLSH 1999-2001

	1999	2000	2001
	Year 3 Test		
Number in cohort	19	22	28
No. participants	19	11	14
Participation rate (%)	100.0	50.0	50.0
Number achieving benchmark	0	0	0
Achievement rate (%)	0.0	0.0	0.0
	Year 5 Test		
Number in cohort	11	24	16
No. participants	11	13	5
Participation rate	100.0	54.2	31.3
Number achieving benchmark	0	0	0
Achievement rate (%)	0.0	0.0	0.0

Source: OLSH, Wadeye

Reasons for this are properly the concern of the school, including its Indigenous Leadership team, together with parents and the community as now represented by the Thamarrurr working groups on families and youth. However, the school advises that MAP results to date need to be interpreted with caution. This is because up until 2001 OLSH students were placed in a grade that fitted their development level. As a consequence, children were often 2 or 3 grades behind their urban school peers with whom they were compared in MAP testing with the result that Wadeye students were seen to be "failing", as indicated in the data above. At the end of 2001 a decision was made to align students at OLSH with their peer groups. This involved children skipping a grade or two (and in some cases more than two). Thus, 2003 is the first year that children have been in the age appropriate class, and for this reason MAP results may not show any indication of improvement for a few years. Children who are in year 4 now will be better off by the time they reach year 7 than the year 7 children in 2003. Thus, 2002 and 2003 have been transition years towards closer alignment between age and grade level, and the outcome should be more meaningful MAP test comparison in the future.

However, even if this leads to an a relative improvement in testing outcomes for OLSH students, current data suggest a need to consider the implications of literacy and numeracy levels for planning objectives to the extent that these require a future supply of skilled labour for work in mainstream occupations. One implication of poor school performance is evident in the lack of Aboriginal adults in the region with formal qualifications. The only comprehensive data available on this are from the 2001 Census and these can be used to estimate 2003 levels. On this basis, it is estimated that 16 Aboriginal adults have an advanced diploma, 12 have a certificate level qualification, and the vast majority (97%) have no formal qualification. Judging by the school attendance levels, and the literacy and numeracy levels indicated by the recent MAP performance results shown above, there is little indication that this low level of post-school qualification will substantially alter in the near future. At the same time, much depends on participation and outcomes in vocational education and training.

Table 5.4. Year 3 and Year 5 MAP performance results for numeracy: OLSH 1999-2001

	2000	2001
	Year 3 Test	
Number in cohort	22	28
Number of participants	11	12
Participation rate (%)	50.0	42.9
Number achieving benchmark	0	2
Achievement rate (%)	0.0	16.7
	Year 5 Test	
Number in cohort	24	16
Number of participants	12	3
Participation rate	50.0	18.8
Number achieving benchmark	0	0
Achievement rate (%)	0.0	0.0

Source: OLSH, Wadeye

Participation in vocational education and training (VET)

Post-secondary education and training leading to the acquisition of formal qualifications is available from the Northern Territory TAFE system and from private providers, and data on course and module enrolments are available from the Northern Territory Department of Employment, Education and Training (DEET) for individuals in their database where Wadeye is indicated as the training provider location. Table 5.5 shows the number and proportion of Aboriginal enrolments recorded at Wadeye in this way for successfully completed courses by course level in 2001.

Overall, 88 individuals successfully completed courses in 2001, most of whom (77%) were female. However, around three quarters of all successfully completed courses for both males and females were in short miscellaneous enabling courses with no formal certification attached. Only 20 successfully completed enrolments were in certified courses, with all of these (except 1 diploma) in certificate levels I-III. As for the field of study, this was not indicated for the majority of cases (67), while the remainder were in building, and in health and community services. In the same year, a total of 48 enrolments were not successfully completed. Most of these (32) were module-only courses, 5 were at certificate I level, 7 were certificate II, and 3 at certificate III.

While data on course and module completions were not available beyond 2001, data on course enrolments specified in national training packages were made available for 2002. Overall, in 2002, 44 individuals (19 males and 25 females) were enrolled in nationally accredited qualification courses designed to lead to a qualification specified in a national training package. Most of these (22) were at Certificate I level, 6 were Certificate II, and 14 at Certificate III. As for the age distribution, all of those in Certificate I courses were aged 15-19.

Table 5.5. Assessable Aboriginal enrolments successfully completed by course level: Wadeye, 2001

Course level	Males		Females		Total	
	No.	%	No.	%	No.	%
Module only	14	70.0	53	78.0	67	76.1
Certificate 1	3	15.0	3	4.4	6	6.8
Certificate 2	1	5.0	7	10.3	8	9.1
Certificate 3	1	5.0	5	7.3	6	6.8
Certificate 4	0	0.0	0	0.0	0	0.0
Diploma	1	5.0	0	0.0	1	1.1
Total	20	100.0	68	100.0	88	100.0

Excludes Aboriginal status not stated

Source: NT Department of Employment Education and Training, Darwin

Enrolments in other nationally accredited courses, not leading to a qualification specified in a national training package were more numerous (157). Most of these were female (96), and they were either at Certificate I level (82), or involved a basic statement of attainment not recognised by level (73).

As for outcomes, key performance measures in the VET sector tend to relate to efficiency, effectiveness and quality. In relation to the effectiveness of the training system, the key indicator is the rate of successful completion of modules—the components from which courses are constructed. In 2001, a total of 207 module enrolments were recorded. Of these, 124 (60%) were successfully completed (75 by females, and 49 by males), and 83 (40%) were not successfully completed (56 by females and 27 by males). In the successfully completed modules, the field of study was mostly not stated (62%), while most of the remainder were in building, health and community services, and TAFE multi-field education courses.

Chapter 6. Housing and infrastructure

One of the priority issues identified by the people of Thamarrurr under the regional ICCP agreement is housing and construction. Under the Agreement, the goal of raising housing standards in the region to acceptable levels is vested in the housing and construction working group which has a firm basis for its activities in the form of the *Thamarrurr Region Business Plan for Community Housing 2002-2006*. As a long term operational plan, this has as its goal the achievement of average occupancy rates of 7 persons per dwelling, although in the context of environmental health standards and the need for basic functional requirements in meeting housing standards, the actual targets are, of necessity, more complex than this simple formulation. Adjunct to this plan, is a spatial planning objective of intra-regional decentralisation enabling clan groups to reside more permanently on country.

Difficulty in establishing a precise measure of housing need arises from the stock and flow nature of housing assets. This is captured in the data shown in Table 6.1 which indicates that the Thamarrurr Regional Housing Authority manages 217 dwellings in the Thamarrurr region (this includes 8 houses at the new Manthatpe subdivision and 18 improvised dwellings) to provide for an Aboriginal service population of some 2,260. In addition, there are 39 government owned dwellings occupied by teachers, police, health staff and other government workers.

In terms of a simple occupancy rate calculated as the number of dwellings to service population, the Aboriginal housing stock accommodates 11.0 persons per dwelling. However, as also shown in Table 6.1, 17 of these dwellings require major repair, and 54 need to be demolished (33% of the stock) leaving only 146 habitable homes. If these sub-standard dwellings are excluded from the stock, the occupancy rate rises to 16. At the same time, a few of the structures referred to here as dwellings (especially at outstations), are more appropriately described as shelters and not houses, although precise determination of what constitutes a 'house' for the purposes of calculating occupancy is open to interpretation. This is an issue that will no doubt be addressed by the Thamarrurr Housing and Construction priority working group. Suffice to say, that by most standards, the actual stock of satisfactory housing might well be reduced further below 136, although the current working figure used by the Thamarrurr Regional Housing Authority is 157.

Also problematic is the impact of population mobility. Table 6.1 shows Aboriginal service population estimates for Wadeye and separate outstations. The term estimates is used here to reflect the inherent uncertainty of establishing a population figure for a given locality owing to the frequency of mobility between localities, especially between Wadeye and outstations. The figures shown indicate the numbers that were allocated to places from the community survey and in administrative records as at August 2003. However, it should be noted that the Wadeye figure is substantially inflated in the wet season owing to a shift of population from outstations to town. Likewise, the population at some outstations can rise substantially for short periods (even daily) owing to movements of people out of town as well as from outside of the region. Within Wadeye itself, and particularly within the 6 main camp areas, substantial inter-household mobility occurs with numbers resident at any given dwelling rising and falling according to circumstance. The data shown in Table 6.1 therefore represent an essentially static view of a highly dynamic situation. From a planning perspective, the best that can be said is that these data point to a minimum service population for the town of Wadeye of around 2,050, and a peak service population for outstations of around 200. At times, though, the numbers resident in Wadeye may approximate the regional total of over 2,200 due to periodic movements in to town. In terms of housing provision, these temporary relocations of people add substantially to pressures on accommodation, not least via increased wear and tear on housing stock and functionality, mostly by virtue of intense periods of overuse.

Table 6.1. Thamarrurr Regional Council housing stock and Aboriginal service population by location, 2003

Location	Population	Dwellings	In need of:		
			Minor repairs	Major repairs	Replacement ^b
Wadeye	2,045	154 ^a	106	15	33
Ditchi	5	2	0	0	2
Nadirri	25	6	1	0	5

Perrederr	20	8	8	0	0
Ngardinitchi	6	3	0	0	3
Wudapuli	30	6	4	0	2
Nemarluk	47	6	5	0	1
Merrepen	19	6	6	0	0
Kultchill	0	0	0	0	0
Kuduntiga	3	3	0	0	3
Kuy	15	5	4	0	1
Ngarinthe	0	1	1	0	0
Nama	11	1	1	0	0
Ngunithak	6	2	2	0	0
Tchindi	0	0	0	0	0
Nangu	0	1	1	0	0
Wumuiridin	0	1	1	0	0
Yederr	0	3	0	1	2
Fossil Head	12	4	4	0	0
Kubiyirr	5	2	0	0	2
Old Mission	9	4	3	1	0
Nama	2	1	1	0	0
Total region	2,260	217	148	17	54

- a. includes 8 new houses at the Manthatpe subdivision
- b. includes 18 improvised dwellings

Source: Thamarrurr Regional Housing Authority, and Wadeye community census

This intra-community mobility, combined with movements into Wadeye from outstations and from visitors from elsewhere such as Palumpa, makes it very difficult to assign many individuals to particular dwellings. Having said that, while the average number of persons per functional dwelling in the region amounted to 17, there are several dwellings that cater for more than this number. While the process of assigning individuals to particular dwellings remains a task of the housing and construction working group, at least 48 dwellings had more than the average number of occupants in 2003, with one having as many as 22. However, as noted above, this situation varies over time. According to the Thamarrurr Regional Housing Authority, a 2002 housing occupancy survey of Wadeye recorded 6 dwellings with more than 20 occupants and one with 26. Because of this fluidity, average occupancy provides the most useful underlying baseline measure.

The major response to such inadequacies was led by the Commonwealth and developed out of the National Aboriginal Health Strategy (NAHS) in 1990. This recognised an essential link between health outcomes and the provision of housing and infrastructure to acceptable minimum standards. Accordingly, funding allocations in the initial years of the NAHS primary health and environmental health programs included amounts directed at housing and infrastructure services within ATSIC's Community Housing and Infrastructure Program (CHIP). However, a review of CHIP in 1994 identified a range of problems, including a failure to address housing and infrastructure needs in a holistic way. Because of the short-term nature of the program-based approach to funding, communities were being required to structure housing needs to the CHIP program rather than the other way around (ATSIC 1994). A key response to these criticisms was the establishment in 1994 of the Health Infrastructure Priority Projects (HIPP) program to pilot new delivery arrangements for the construction of Aboriginal community housing and infrastructure.

A significant outcome from NAHS/HIPP (and IHANT) spending in Thamarrurr has been the establishment of the Manthatpe subdivision with the construction of 8 new houses in 2003 and planning space for a further 16. This housing is earmarked for members of the Yek Maninh and Wentak-Nganayi clans and as such represents a prototype development in the context of Thamarrurr regional planning as the first attempt to locate families on country away from Wadeye town.

While the high occupancy rate reflects larger Aboriginal household size and, in part, a cultural preference for extended family living arrangements, it is fundamentally a measure of the inadequacy of housing stock available to accommodate the regional population. To acquire a better sense of the adequacy of housing, occupancy rates must be set against dwelling size and one measure of this is

provided by the ratio of available bedrooms to the population in dwellings (Table 6.2). Overall, in the region, the CHINS recorded a total of 484 bedrooms in 2001. Since that time, construction of new housing at the Manthatpe subdivision has added further bedrooms. However, many rooms within the housing stock remain in sub-standard dwellings and include improvised bedrooms. By excluding these, the current working figure (2003) for the number of available bedrooms in Thamarurr is 451, which translates into an average of 5 persons per bedroom.

Future housing needs

Usually, in estimating housing needs, a model of future household formation by size of household would be required on the assumption that individual households of a occupy individual dwellings. This is not possible in the Thamarurr region given the highly fluid nature of household composition and its typical distribution across more than one dwelling. Thus, to estimate future housing needs a simple equation of projected persons per dwelling is employed using the population projections data shown in Table 2.4.

To begin with, there is already a substantial need for additional housing. In the current *Thamarurr Business Plan for Community Housing*, it is estimated that an extra 206 dwellings would be required to 'normalise' the situation at 7 persons per three bedroom dwelling. However, with rapid population growth this estimate is not static and needs will grow in line with resident numbers.

Table 6.2. Dwellings by bedroom size: Wadeye and outstations, 2003

	Pop	2 bedroom	3 bedroom	4 bedroom	5 bedroom	Total bedrooms	Persons per bedroom
Wadeye	2,101	33	71	22	2	377	5.6
Ditchi	8	2	0	0	0	4	2
Nadirri	6	4	0	0	0	8	0.75
Perrederr	20	7	1	0	0	18	1.1
Ngardinitc hi	0	3	0	0	0	6	0
Wudapuli	30	2	2	0	0	10	3
Nemarluk	35	3	2	0	0	12	2.9
Merrepen	25	2	3	0	0	13	1.9
Kuy	15	4	0	0	0	8	1.8
Yederr	0	3	0	0	0	6	0
Fossil Head	12	3	0	0	0	6	2
Kubuyirr	0	2	0	0	0	4	0
Old Mission	6	3	1	0	0	9	0.7
Nama	2	0	1	0	0	3	0.7
Total region	2,260	71	81	22	2	484	

Source: Thamarurr Regional Housing Authority, and Wadeye community census

Because the service population is used in estimating housing needs, one difficulty in calculating future needs lies in establishing service population numbers as the projections provided in Table 2.4 refer to usual resident numbers only. There are no clear methods available here, and so the service population is simply assumed to grow in tandem with the usual resident population. On this basis, the Thamarurr service population is estimated to reach 4,260 by 2023.

Using this figure, and the current occupancy rate of 16 persons per functional dwelling, it can be estimated that extra 122 dwellings would be required by 2023 simply to maintain the current occupancy at this very high level. In this case, the stock of functional dwellings would need to total 266 (as opposed to 144) within the next 20 years.

However, as set out in the *Thamarrurr Business Plan for Community Housing* the intention is to 'normalise' the situation and achieve a ratio of at least 7 persons per dwelling. If this were to be achieved, a total of 465 extra dwellings would be required by 2023, producing a total stock of 609 functional dwellings. The reference here to 'functional' dwellings is important, as this indicates that housing needs include more than just the provision of shelter. They also include aspects of functional utility for healthy living.

Environmental health infrastructure

As with the measurement of housing need, the status of environmental health infrastructure requires a detailed assessment of functionality and adequacy set against agreed normative criteria. However, at the time of writing no data were readily available with which to adequately establish a baseline. Collection of such information is a priority of the Housing and Construction working group.

The most recent source of data is from the 2001 CHINS, and while this includes information on such issues as water supply, sewerage, drainage and solid waste disposal, this is more in the form of simply noting the existence or otherwise of infrastructure rather than assessing its functionality and adequacy. Likewise, CHINS data do not allow for the proper assessment of activities related to such issues as dust control, animal health and quality of waterways. For example, with regard to dust control, all that is available from the CHINS is the fact that a certain number of permanent dwellings in mine hinterland communities were on sealed roads. Thus, while this provides some indication of the likely extent of dust mitigation as an issue, it is far from adequate as a baseline indicator.

The idea that Aboriginal community housing and infrastructure should be designed, constructed and maintained to support healthy living practices is now firmly embedded in policy following the pioneering work of Pholeros, Rainow and Torzillo (1993) in the Pitjantjatjara Lands. A total of nine such practices are identified, in descending order of priority in terms of impact on health outcomes: capacity to wash people, wash clothes and bedding, remove waste safely, improve nutrition, reduce crowding, separate people from animals, reduce dust, control temperature, and reduce trauma. Each of these refer to different aspects of the functionality of dwellings and their related infrastructure. For example, if the focus is on improving nutritional standards and practices, then 'healthy home hardware' refers to the provision of adequate facilities to store, prepare, and cook food. It also extends to water quality and quantity as a lack of these may lead individuals to purchase bottled water or other beverages, thereby adding to expenditure and increasing reliance on soft drinks and cordials.

The National Aboriginal Housing Guide (Commonwealth of Australia 1999) includes a range of detailed design and functionality guidelines to address each of these nine healthy living practices. The key functional area with most guidelines is that involving the supply, usage and removal of water: six of the nine healthy living practices are dependent on these. However, even seemingly obscure health-related housing functions include a wide range of design, maintenance and infrastructural features that require attention (Commonwealth of Australia 1999: 49-57). For example, guidelines for improved nutrition include consideration of the following factors:

- Different ways of cooking: Given often-crowded dwellings and failure of cooking equipment, it is common for many different age groups to share the cooking facilities of a house. At the same time, each group may have a different preference for cooking. For example, younger people may use a microwave oven; middle-aged people may use a stove or drum oven and barbecue, older people may prefer the ground and a fire for cooking. To this extent, there is a need to consider how many 'kitchens' each house may need.
- Electric cooking: stoves and hotplates. Electric hotplate cooking is one of the major sources of energy use in a house. To control costs, stove timer switches can be installed to cut off power after a set period. It has also been found that solid hotplates are more robust than coil elements.
- Operational fridges: Poorly performing fridges can lead to food spoiling and food poisoning as well as to high energy costs. A number of simple directives can be applied to assist in overcoming these problems, for example ensuring that the fridge is located in a thermally efficient area and that door seals are regularly maintained. However, one problem with fridges

in overcrowded households is frequent use, and the only solution here is provide either more fridges or lower density housing.

- Kitchen cleaning and maintenance: The design and detailed specification of the kitchen area, joinery, and appliances can make cleaning easier by reducing cleaning effort and access for insects and vermin.
- Food storage: Low shelves and cupboards are easily accessed by dogs and children, or are unused or used to store non-food items. Consideration should be given to providing high shelves and cupboards and lock-up pantries that are insect-proof and well ventilated.

However, aside from the constant need to ensure that maintenance funds are available and sufficient to ensure minimum environmental health standards, the main challenge for the future management of housing stock now seems to be to ensure that adequate and planned expansion occurs to accommodate new household formation for a rapidly growing population.

Chapter 7. Health status

Information on the health status of Aboriginal people is gathered as a matter of course in the day-to-day operation of the health care system in the Northern Territory. Information at the sub-regional level, as in the case of Thamarrurr, is not routinely available in the public domain. Consequently, data on the current health status of the Thamarrurr population was compiled, summarised, and made available by the Northern Territory Department of Health and Community Services (DHCS) in their role as a partner to the ICCP trial, and in response to a special request on behalf of the Thamarrurr Council.

As is the case with many social indicators, there is some need for regional aggregation of health statistics to the SLA-level (roughly equivalent to the Top End West PHCAP zone) in order to produce statistically reliable health indicators. This is because of the relatively small size of the Thamarrurr population in a statistical sense. While this inevitably involves some loss of geographic detail, it nonetheless enables the estimation of some key indicators (notably here, the mortality rate), that otherwise would be unavailable. Morbidity rates, based on hospitalisation data, are calculated for Thamarrurr itself, although with a fairly brave proviso that estimated resident population figures and hospital admissions data are assumed to be sufficiently compatible for the former to be employed as a meaningful denominator for the latter.

Estimation of mortality

The mortality rate can be used as a proxy measure of health status. While the usual residence of Aboriginal people is recorded in death statistics held by the ABS these are coded only to the SLA level. In the case of Thamarrurr, this refers to the Daly SLA. Between 1997 and 2001, a total of 88 Indigenous deaths were officially recorded for this area—59 male, and 29 female. With these data, it is possible to calculate a standardised Aboriginal mortality ratio for the Daly SLA to account for the quite different age structure of the Aboriginal population compared to the standard. The assumption here is that the resulting rate would be very similar to that calculated for Thamarrurr, if such were possible.

Given the relatively small size of the Aboriginal population in the Daly SLA, and the consequent unreliability of age-specific death rates, it is appropriate to apply indirect standardisation as is the practise by the ABS (ABS 2002: 107). This is calculated by applying published age- and sex-specific death rates for the total Australian population (ABS 2002: 50) to the 2001 Daly SLA Indigenous ERP age/sex distribution. An annual figure for deaths in the Daly SLA is then estimated by averaging recorded deaths over the period 1997-2001 to account for annual variation. This observed figure of 18 Aboriginal deaths for the region is then compared to the expected number (5) derived from the application of the standard age-specific death rates. This produces a standardised mortality ratio for the Aboriginal population of 3.6 indicating in excess of three times more Aboriginal deaths in the region than would be expected if the mortality profile observed for the total Australian population applied.

In terms of an indirectly standardised Aboriginal death rate for the Daly SLA, this translates into 24 deaths per thousand which is 18% higher than the equivalent indirect rate of 20 deaths per thousand calculated for Aboriginal people in the Northern Territory as a whole (Table 7.1), with higher male mortality accounting for all of this difference. Compared to the total non-Aboriginal population of the Northern Territory, overall Aboriginal death rates in the Daly SLA are 4 times higher. The comparable figure for all Aboriginal people in the Territory is 3.4 times higher. It is not surprising, then, to discover that the median age at death for Aboriginal people in the Daly SLA was 46 years compared to the 78 years recorded generally for non-Aboriginal people in Australia (ABS 2002: 81).

Table 7.1. Aboriginal and non-Aboriginal indirect standardised death rates¹ for the Daly SLA and Northern Territory, 2001

	Male	Female	Total
Aboriginal Daly SLA	38.2	12.2	23.8
Aboriginal Northern Territory	27.2	14.5	20.2
Non-Aboriginal Northern Territory	N/a	N/a	6.0

1. Per 1,000

Calculated from ABS Deaths registration data, and information in ABS (2002: 35, 87).

Cause of death

Cause of death data are coded using the World Health Organisation (WHO) method of disease classification that follows the 9th Revision, International Classification of Diseases (ICD9) up to July 1999, and the ICD10 classification thereafter. Briefly, the ICD consists of 17 primary disease chapters plus two supplementary classifications dealing with external causes of injury and poisoning, and contact with health services. The ICD10 comprises 21 chapters, incorporating the two previous supplementaries.

Ideally, cause of death for the Aboriginal population of Thamarrurr region would be identified using these classifications. However, the ABS do not provide deaths data below SLA-level and direct information on the Thamarrurr population is therefore not available. One option, then, would be to use data for the larger Daly SLA on the assumption that this would be representative of the situation at Thamarrurr. However, only 88 Indigenous deaths were officially recorded for this larger area in the 5 years between 1997 and 2001 resulting in too few deaths to provide a meaningful distribution across categories.

Of course, evidence from the Northern Territory as whole points to the fact that excess deaths among Aboriginal people are mostly attributed to diseases of the circulatory system, respiratory diseases, endocrine disorders (especially diabetes), neoplasms, and external causes. These five disease categories alone accounted for 75% of Aboriginal deaths in the Northern Territory between 1999 and 2001 (ABS/AIHW 2003: 193-98), and there is no reason to doubt that a similar profile exists for Thamarrurr. Such a profile of mortality typifies the trend towards 'lifestyle' diseases as the primary cause of Aboriginal death, and this underlines the importance of collaborative links between the new Thamarrurr regional governance structures and the Wadeye clinic, especially with the recent appointment to the latter of a chronic disease coordinator (with a focus on diabetes management), a drug and alcohol nurse, and a child health nurse (NT DHCS The Chronicle Aug/Sept 2003). One option here for baseline profiling, would be to apply an aetiological fraction methodology to estimate the proportion of illness or injury that can be attributed to a particular risk factor. The two risk factors commonly measured in this way are nutrition or alcohol consumption (Holman et al 1990; Lester 1994: 223; Unwin et al. 1997). However, this requires that alcohol and diet-related diseases (including injuries in the former case) are separately identified using appropriate ICD codes, and the level of detail required precludes this possibility for the Thamarrurr population.

Hospital separations

Hospital separations data for patients from Thamarrurr (defined as those who indicated in the hospital admissions process that a locality within Thamarrurr was their usual place of residence) were provided by DHCS for unique patients cumulated over the period 1998-2002, and for admitted patient separations reported in each financial year and aggregated over 1998/99-2001/02. These numbers were provided according to Major Diagnostic Category (MDC) as used in the Australian Refined Diagnosis Related Group (AR-DRG) classification. These data form the basis for compiling a profile of major morbidity for the regional population. However, because the focus is on conditions serious enough to warrant hospitalisation, they do not provide a full measure of the burden of ill health in the region. An indication of this is provided by data from the Chronic Disease Register as recorded by District Medical Officers on visits to Wadeye.

Before considering the hospitalisation data in detail, it is important to note that the number of admissions far exceeds the number of individuals admitted. This is obviously because many people are admitted more than once. Among Aboriginal residents of the Thamarrurr region, a total of 2,929 hospital separations were recorded between 1998 and 2002. However, these separations were generated cumulatively by just 1,460 individuals producing an average of 2.01 separations per patient. Table 7.2 shows the numbers of patients and separations by broad age groups (at least for those whose age was available). By far the largest number of both patients and separations occur among infants and young children. Of course, this is to be expected given the age distribution of the population, and so it is more meaningful to employ rates of morbidity, particularly in the context of baseline profiling.

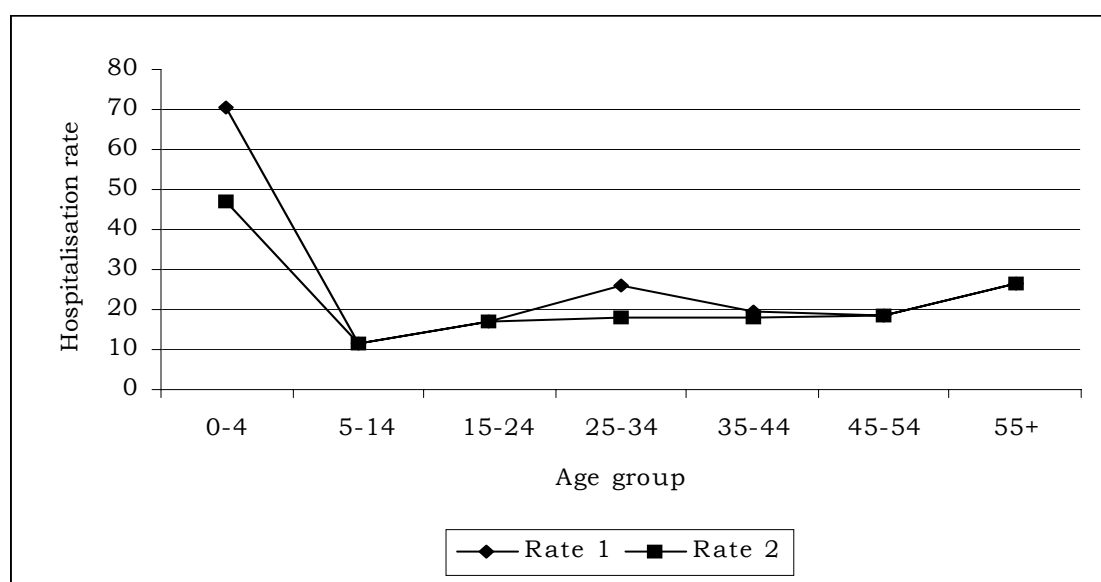
Table 7.2. Number of Aboriginal hospital patients and separations: Thamarrurr Region residents, 1998-2002

Age group	Patients			Separations		
	Male	Female	Total	Male	Female	Total
0-4	296	256	552	380	335	715
5-14	85	70	155	110	81	191
15-24	41	211	252	42	374	416
25-34	53	163	216	61	313	374
35-44	26	94	120	34	314	348
45-54	17	48	65	18	377	395
55+	29	71	100	35	485	500
Total	547	913	1,460	680	2,279	2,939

Source: NT DHCS, Darwin

Calculation of such rates is not straightforward owing to data quality issues. However, using the four year cumulated data provided for unique patients by broad age group, it is possible to approximate age-specific hospitalization rates by taking an average of the four year numbers and using the ABS ERP as the denominator as stipulated by the DHCS for the calculation of rates. The result is shown in Figure 7.1. Given the uncertainties inherent in this approach, the rates shown here are indicative only, although they reveal an expected pattern of age-specific morbidity.

Figure 7.1. Apparent age-specific hospitalisation rates: Aboriginal population of Thamarrurr Region, 1998-2002



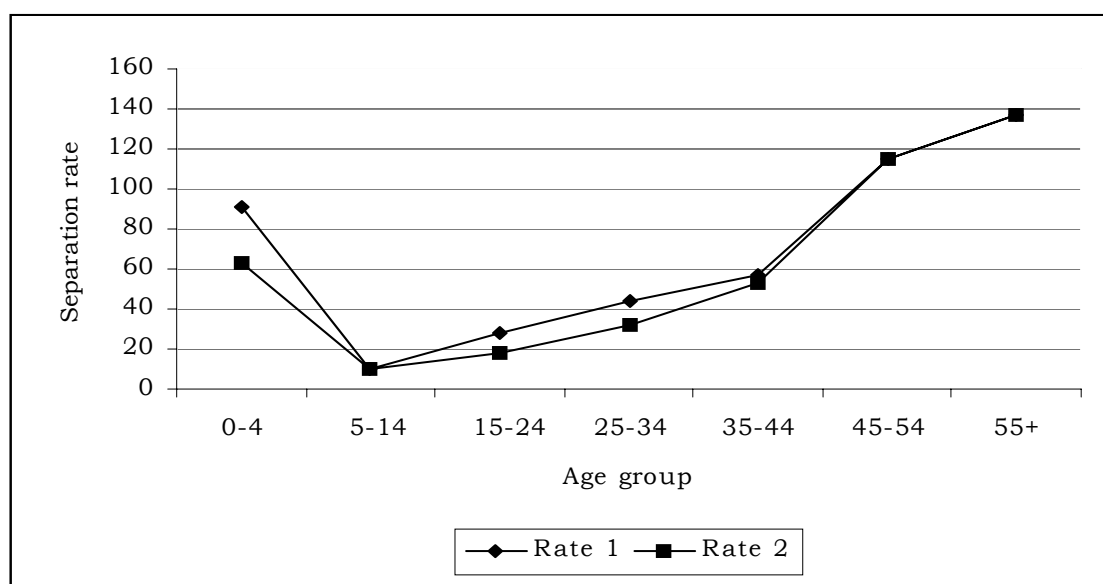
Note: based on unique patient numbers

Two rates are shown. Rate 1 includes all unique patients and thus incorporates those hospitalized as newborns and neonates (MDC 15), as well as women for childbirth (MDC 14). Not surprisingly this raises the rate at ages 0-4 (from 47% to 70%) and between 25-34 (from 18% to 26%) above the calculation where MDC 14 and 15 are omitted (Rate 2). Either way, the pattern is the same with very high rates of hospitalization among infants, followed by a sharp decline among school age children, a

shallow but steady rise thereafter to age 54, beyond which the rate of hospitalisation rises to almost 30% among the aged.

As mentioned, individual patients may be hospitalised more than once, either for the same cause or for several separate causes. This results in separation rates that are much higher than unique patient-based hospitalisation rates. Using the same formula for calculating age-specific rates as outlined above, Figure 7.2 shows overall separation rates by broad age group. While the same pattern emerges, the distinguishing features are the noticeable effect of repeat hospital admissions among women of child bearing age, and, more strikingly, the very frequent hospital admissions among those aged over 45 years. Among these older people, the average patient is admitted to hospital 5.5 times.

Figure 7.2. Apparent age-specific separation rates: Aboriginal population of Thamarrurr Region, 1998-2002



Note: Based on all recorded separations

Because of their somewhat distinct morbidity profiles, it is useful to consider the differences between males and females in terms of age-specific rates. However, the relatively small numbers in certain categories prevents the calculation of meaningful statistics. One alternative, then, is to observe the sex ratio (males as a proportion of females) among patients and separations at each age group. This is done in Table 7.3.

Table 7.3. Sex ratios of Aboriginal hospital patients and separations: Thamarrurr Region residents, 1998-2002

Age group	Patients	Separations
0-4	1.16	1.13
5-14	1.21	1.36
15-24	0.19	0.11
25-34	0.33	0.19
35-44	0.28	0.11
45-54	0.35	0.05
55+	0.41	0.07
Total	0.60	0.30

Source: NT DHCS, Darwin

There are more male patients and separations in the 0-4 age group, partly reflecting the higher sex ratio at birth, although this is even more so among the relatively few patients and separations that occur among school age children. From mid-teens onwards, however, females predominate. While the very low sex ratios between ages 15 and 44 reflect partly reflect childbirth among women, there remain relatively very few male patients, and even fewer separations at older ages beyond 45 years. Overall, the number of male patients is only two-thirds that of females, and only one third that of female separations.

Hospitalisation diagnoses

In profiling the nature of morbidity as defined by principal disease diagnosis, data for all hospital separations (including repeat separations) are utilised. This is because individuals can, and often are, admitted to hospital more than once, but for quite different reasons. Accordingly, the distribution of cumulated Thamarrurr hospital patients and separations between 1998 and 2002 is shown by sex and Major Diagnostic Category in Table 7.4. These are also illustrated in Figures 7.3 and 7.4 to assist interpretation.

Table 7.4. Distribution of Thamarrurr Region hospital patients and separations by Major Diagnostic Category (MDC) and sex, 1998-2002

MDC	Patients			Separations		
	Males	Females	Total	Females	Males	Total
1	3.7	1.3	2.2	4.7	0.7	1.6
2	1.1	1.3	1.2	0.9	0.8	0.8
3	7.5	4.8	5.8	6.5	2.3	3.2
4	11.7	8.3	9.6	14.6	5.0	7.2
5	1.5	2.5	2.1	1.3	1.7	1.6
6	10.8	5.8	7.7	11.3	3.0	4.9
7	0.0	0.0	0.5	0.7	0.4	0.5
8	9.7	4.1	6.2	9.6	1.9	3.7
9	6.6	4.8	5.5	5.7	2.4	3.2
10	5.3	4.7	4.9	5.7	2.6	3.3
11	2.2	2.2	2.2	3.2	39.7	31.3
12	7.9	0.0	2.9	6.6	0.0	1.5
13	0.0	2.4	1.5	0.0	1.1	0.8
14	0.0	17.6	11.0	0.0	12.5	9.6
15	16.8	10.2	12.7	16.8	4.8	7.6
16	1.5	0.9	1.1	1.3	0.5	0.7
17	0.0	0.0	0.0	0.0	0.0	0.0
18	1.5	0.9	1.1	1.2	0.4	0.6
19	0.0	0.0	0.5	0.0	0.0	0.2
20	0.0	0.0	0.0	0.0	0.0	0.0
21	3.8	1.8	2.5	3.1	0.7	1.3
22	2.0	0.8	1.2	1.6	0.3	0.6
23	4.2	24.6	17.0	4.0	18.8	15.3
Total	100.0	100.0	100.0	100.0	100.0	100.0

Key to Major Diagnostic Categories—Diseases and disorders of the:

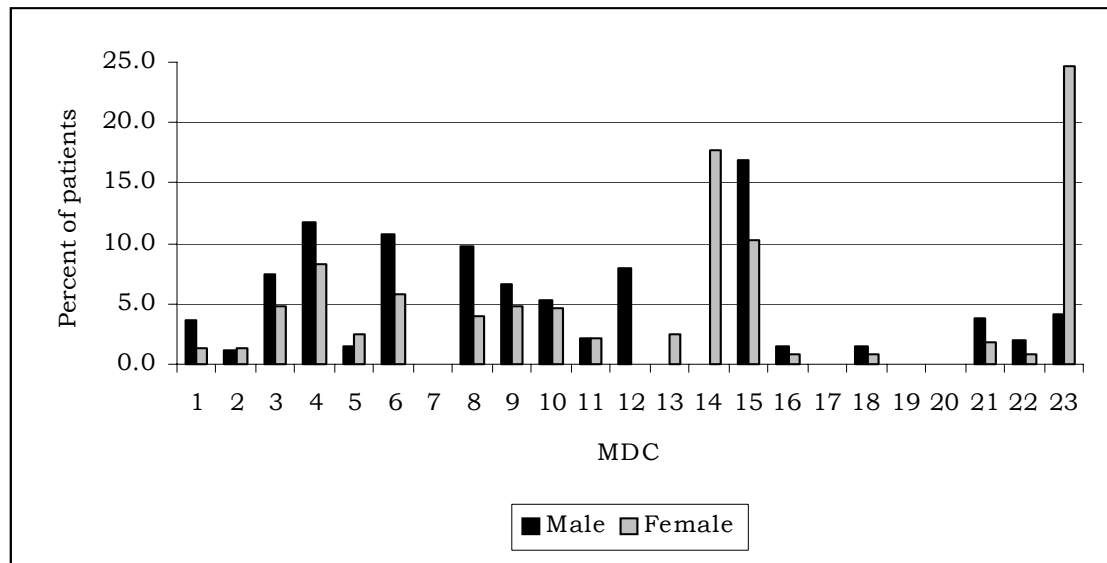
1. Nervous system; 2. Eye; 3. Ear, nose, mouth and throat; 4. Respiratory system; 5. Circulatory system; 6. Digestive system; 7. Hepatobiliary system and pancreas; 8. Musculoskeletal system and connective tissue; 9. Skin, subcutaneous tissue and breast; 10. Endocrine, nutritional & metabolic diseases and disorders; 11. Kidney and urinary tract; 12. Male reproductive system; 13. Female reproductive system; 14. Pregnancy, childbirth & the puerperium; 15. Newborns and other neonates; 16. Blood and blood forming organs and immunological; 17. Neoplastic disorders; 18. Infectious & parasitic diseases; 19. Mental diseases and disorders; 20. Alcohol/drug use & alcohol/drug induced organic mental disorders; 21. Injuries, poisonings & toxic effects of drugs; 22. Burns; 23. Factors influencing health status & other contacts with health services.

Source: NT DHCS, Darwin

The first point to note is the quite distinct difference between male and female causes of hospitalisation. Almost one-fifth of separations among females were related to pregnancy and

childbirth, while a similar proportion for males related to newborns and neonates. While concentration in these categories somewhat distorts comparison, it is still apparent that males and females have fairly different morbidity profiles. Thus, among males, diseases of the respiratory system, digestive system, and musculoskeletal system account for one third of all patients; among females, on the other hand, factors influencing health status & other contacts with health services (MDC 23) alone account for one quarter of all patients. In line with the pattern across the Northern Territory, much of this contact with health services is haemodialysis treatment related to end-stage renal disease (ABS/AIHW 2003: 136-39). Some clue to this variation by sex is provided in Figure 7.4 which shows that separations among females for MDC 23 are 4 times higher as a share of all separations.

Figure 7.3. Distribution of Thamarrurr Region hospital patients by Major Diagnostic Category and sex, 1998-2002

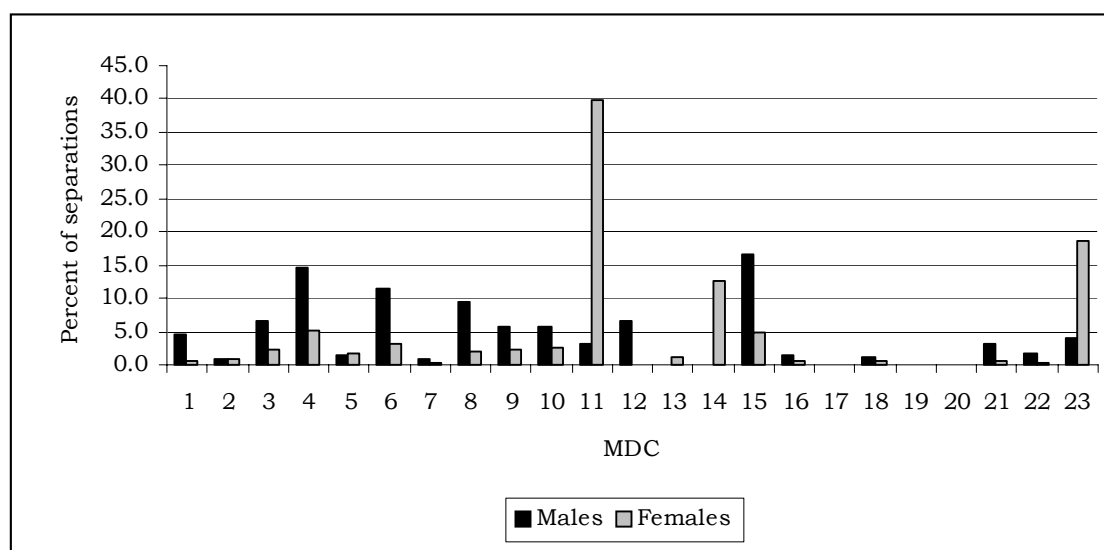


Key to Major Diagnostic Categories—Diseases and disorders of the:

1. Nervous system; 2. Eye; 3. Ear, nose, mouth and throat; 4. Respiratory system; 5. Circulatory system; 6. Digestive system; 7. Hepatobiliary system and pancreas; 8. Musculoskeletal system and connective tissue; 9. Skin, subcutaneous tissue and breast; 10. Endocrine, nutritional & metabolic diseases and disorders; 11. Kidney and urinary tract; 12. Male reproductive system; 13. Female reproductive system; 14. Pregnancy, childbirth & the puerperium; 15. Newborns and other neonates; 16. Blood and blood forming organs and immunological; 17. Neoplastic disorders; 18. Infectious & parasitic diseases; 19. Mental diseases and disorders; 20. Alcohol/drug use & alcohol/drug induced organic mental disorders; 21. Injuries, poisonings & toxic effects of drugs; 22. Burns; 23. Factors influencing health status & other contacts with health services.

Source: NT DHCS, Darwin

Figure 7.4. Distribution of Thamarrurr Region hospital separations by Major Diagnostic Category and sex, 1998-2002



Key to Major Diagnostic Categories—Diseases and disorders of the:

2. Nervous system; 2. Eye; 3. Ear, nose, mouth and throat; 4. Respiratory system; 5. Circulatory system; 6. Digestive system; 7. Hepatobiliary system and pancreas; 8. Musculoskeletal system and connective tissue; 9. Skin, subcutaneous tissue and breast; 10. Endocrine, nutritional & metabolic diseases and disorders; 11. Kidney and urinary tract; 12. Male reproductive system; 13. Female reproductive system; 14. Pregnancy, childbirth & the puerperium; 15. Newborns and other neonates; 16. Blood and blood forming organs and immunological; 17. Neoplastic disorders; 18. Infectious & parasitic diseases; 19. Mental diseases and disorders; 20. Alcohol/drug use & alcohol/drug induced organic mental disorders; 21. Injuries, poisonings & toxic effects of drugs; 22. Burns; 23. Factors influencing health status & other contacts with health services.

Source: NT DHCS, Darwin

Primary health status

Public domain data on the primary health status of Thamarrurr residents are limited. Obviously, each active client of the Wadeye clinic has a clinical and medical record that provides essential background for health care delivery at the individual level. In terms of population health indicators, however, such data are rarely aggregated for community-wide profiling. One notable exception is the reporting of chronic disease incidence via the Chronic Disease Register which is used by District Medical Officers on their visits to Wadeye. The purpose of the register is to provide a clinical summary of individual clients. Such data were provided by DHCS for June 2003 and the recorded instances of chronic disease are shown for males and females in Table 7.5.

This reveals many of the underlying chronic conditions that contribute to the morbidity statistics outlined above. Thus, diabetes and its associated conditions of renal disease, hypertension, hyperlipidemia, and coronary heart disease are most prevalent, along with rheumatic heart disease and chronic lung disease. In combination, these are indicative of past and current crowded living conditions, dietary patterns, and general lifestyle regimes. Of particular interest, though, is the degree to which chronic disease reporting is much higher for females as indicated by the very low sex ratios, especially for diabetes, early renal disease, asthma, and rheumatic heart disease. Reasons for this are unclear, especially given the context of higher adult male mortality, although this may indicate variable screening of the population.

Table 7.5. Notification of chronic diseases by sex: Wadeye clinic, June 2003

	Males (1)	Females (2)	Total	Sex ratio (1/2)

Angina	0	0	5	0
AMI (heart attack)	0	0	7	0
Diabetes	19	49	68	0.39
IGT	0	10	12	0
Hypertension	61	55	116	1.11
Renal Disease (early)	31	61	92	0.51
Renal Disease (late)	0	0	10	0
Hyperlipidemia	10	12	22	0.83
Chronic lung disease	29	24	53	1.21
Asthma	19	32	51	0.59
Rheumatic fever	6	8	14	0.75
Rheumatic heart disease	12	41	53	0.29
Chronic liver disease	11	12	23	0.92
Schizophrenia	0	0	7	0
Epilepsy	7	0	10	0
	205	304	543	0.67

Note: Cell counts with a value less than five have been suppressed

Source: NT DHCS, Darwin

Table 7.6 shows recorded instances of chronic diseases by broad age group and indicates the increase in reporting with age as well as the early onset of diabetes, renal, and rheumatic heart disease. On advice from DHCS, accurate calculation of the prevalence of chronic diseases is hampered by the uncertain extent and composition of population screening, by the lack of presentation of early symptoms (for example of angina), and by variable maintenance of the database. More fundamentally, many episodes of illness are either not recognised at the individual or household level and for that reason may not be presented for clinical assessment. With these limitations in mind, it nonetheless appears that chronic diseases are reported for somewhere in the region of one quarter of the Thamarrurr population, with universal prevalence among the aged and affecting around two-thirds of those aged 35-54.

Child health

Many of the conditions that contribute to the overall profile of Aboriginal adult morbidity and mortality in the Thamarrurr region are likely to have their antecedents in poor childhood and maternal nutrition. Measures of weight and height gain provide a standard public health measure of poor nutrition by yielding estimates of children aged less than 5 years who are below average height for age (stunted), underweight for height (wasted), and below average weight for age (underweight). Levels of anaemia among those aged 6-59 months are also employed. These data are gathered as part of the NT DHCS Growth Assessment and Action (GAA) program and Table 7.7 shows the numbers of children reported for each of these characteristics against the total numbers measured at Wadey clinic in 2002.

Table 7.6. Notification of chronic diseases by broad age group: Wadey clinic, June 2003

MDC	Age Group				Total
	<15	15-34	35-54	55+	
Angina	0	0	0	0	5
AMI (heart attack)	0	0	7	0	7
Diabetes	0	10	27	31	68
IGT	0	0	0	0	12
Hypertension	0	12	63	41	116
Renal Disease (early)	0	15	52	25	92
Renal Disease (late)	0	0	0	6	10
Hyperlipidemia	0	0	9	10	22
Chronic lung disease	0	0	11	35	53
Asthma	10	12	18	11	51
Rheumatic fever	0	9	0	0	14

Rheumatic heart disease	0	25	20	0	53
Chronic liver disease	0	12	0	0	23
Schizophrenia	0	0	0	0	7
Epilepsy	0	6	0	0	10
	10	101	207	159	543

Source: NT DHCS, Darwin

Table 7.7. Growth assessment of children aged less than 5 years: Wadeye clinic, 2002

Growth assessment	No. of children with the characteristic	Total measured	% of children measured	Coverage
Stunted	43	220	20.0	100.0
Underweight	47	220	21.0	100.0
Wasted	23	220	10.0	100.0
Anaemic*	8	184	4.0	98.0

*According to DHCS, an unknown proportion of the anaemia results in the GAA data set were post-treatment

Source: NT DHCS, Darwin

As shown, an estimated 20% of children were found to be stunted, 21% were underweight, and 10% wasted. By comparison, the proportion anaemic was relatively low at 4%, with population coverage of all relevant cohorts deemed to be comprehensive.

One further indicator of child health which is important as it reflects increased risk of neonatal and infant morbidity and mortality, is birthweight. This also reflects a number of preconditions including prematurity, poor maternal nutrition, high alcohol intake and smoking. Between 1997 and 2001, a total of 23 Aboriginal births to Thamarrurr mothers were recorded with a birth weight less than 2,500 grams out of a total of 200 live births. Thus, 11.5% of births over this period were classified as low weight, which is slightly less than the figure of 13.6% recorded for Aboriginal births the Northern Territory as a whole between 1998 and 2000 (ABS/AIHW 2003: 126). It should be noted, however, that meaningful inter-regional comparison is compromised by the fact that the Thamarrurr rate is based on relatively few births and, in any case, there is potential undercount of births for designated communities such as Wadeye due to limitations in data recording.

Nutrition

It has long been recognised that poor diet and nutritional status are strongly associated (along with other risk factors) with a variety of chronic, preventable, and non-communicable diseases that are highly prevalent in Aboriginal communities. Primary among these in later life are cardiovascular disease and diabetes, but malnutrition also forms part of the general complex of reduced resistance to infectious and other disease and may engender its own morbidity profile. Not surprisingly, public health programs, especially those targeted at improving health outcomes among Aboriginal people, increasingly identify improved nutrition as an essential intervention. A prerequisite to successful intervention, however, is the identification of structural impediments to improved nutrition, many of which are behavioural and economic in nature including patterns of household expenditure, store management, and food prices (Taylor and Westbury 2000).

As far as the last of these is concerned, the DCHS monitors supermarket, shop and community store food prices over time in order to establish price relativities in respect of a defined ‘healthy basket’ of goods. The monitoring device is the Community Market Basket Survey conducted annually. The survey was

developed to ensure that the price of healthy foods was monitored; hence the focus on a standard 'healthy food basket' of 28 items. In addition to the price of goods, the quality and variety of selected food items is also established. By benchmarking these variables the survey creates a capacity to assess changes in price, quality, and variety that may occur due to strategic interventions. It also allows for assessment of the capacity of community residents, given their incomes, to purchase a 'healthy basket' of food sufficient to feed a 'typical' family of 6 persons for 14 days. In the data provided by the DHCS, this assessment was based on an estimated fortnightly income from welfare payments of \$1,566 for this 'typical' family in 2002. This estimated income is set against the local cost of a healthy basket of food to establish the share of income required for its purchase.

The methodology employed in the surveys merits scrutiny because it affects the nature and scope of the data. The surveys are conducted annually and the data refer to a single day (usually in May of each year). Given the potential vagaries of store management and of food supply, the timing of each survey can thus be crucial in determining results. It should also be noted that if a price cannot be established for an item in the community store, then the town-based supermarket price is substituted: this may have the effect of deflating overall prices. No distinction is drawn between healthy and non-healthy take-away foods, and the focus on healthy foods means that frequently purchased non-healthy items, such as carbonated soft drinks and potato chips, are not recorded. Finally, the data refer to the store at Wadeye, and so do not take into account the additional costs involved in purchasing food that is incurred by outstation residents.

With these limitations and biases in mind, the cost of purchasing components of a 'healthy basket of goods' at Wadeye in May 1999 is shown in Table 7.8, together with the district average for similar communities and for Darwin supermarkets. Overall in 2002, a total basket of food in Wadeye cost 10% more than the District community average (as indicated by the ratio of the two prices at 109.7), and almost 40% more than in Darwin supermarkets (ratio of 137.9).

However, price relativities for different items in the healthy basket varied considerably with the highest price gaps in 2002 recorded for bread and cereals, dairy. No items were cheaper in Wadeye compared to Darwin supermarkets, although Wadeye prices for fruits and vegetables were lower than the average for similar communities in the District.

Table 7.8. Fresh food category by cost: Wadeye, Darwin and District stores, 2002

2002	Bread & cereals	Fruits	Vegetables	Meat, milk, eggs, cheese	Dairy foods	Other food	Total basket
Wadeye (1)	\$102	\$124	\$102	\$98	\$128	\$32	\$586
District Community average (2)	\$83	\$132	\$112	\$86	\$95	\$26	\$534
Darwin supermarket	\$63	\$121	\$80	\$68	\$78	\$14	\$425

(3)							
Wadeye comparison (ratio of 1/2)	122.9	0.94	0.91	114.0	134.7	123.0	109.7
Wadeye comparison (ratio of 1/3)	161.9	102.4	127.5	144.1	164.1	228.6	137.9

Source: NT DHCS, Darwin

Overall, the total cost of a healthy basket of goods at Wadeye per fortnight (\$586) represents 37% of the 'typical' family income, leaving just \$980 for all other family requirements. With a total 448 Centrepay deductions in Wadeye reported by Centrelink in April 2003, actual disposable income for most families in the region for remaining essentials such as clothing, transport, household and personal items, would be somewhat less than the \$980 calculated above.

A range of other data items are available from the Community Market Basket Survey including whether stores have a store management committee, or a food nutrition policy, the number of Aboriginal and non-Aboriginal workers employed at the store (6 and 12 respectively at the Murrinpatha Nimmipa store at Wadeye), the number of trainees and whether the store supports sporting and school activities as well as religious, cultural and funeral activities. Also indicated is the variety (different forms) and quality of individual fresh food groups – for example different types of vegetable, fruit and meats. Of the 15 food item categories surveyed, Wadeye store had a greater number of choices available than the District average in 7 categories, and had less choice in 4 categories (low sugar canned fruit, frozen vegetables, dried vegetables, canned fish), although some of this difference may reflect that fact that far greater choice of fresh fruit and vegetables was available at Wadeye. As for the quality of fresh food items, out of 39 fruit and vegetable items, only 3 were considered of 'poor' quality, 4 items were 'fair', and the vast majority (32) were classified as 'good'. As for the availability of healthy foods other than fresh foods (baby foods, oils, margarine, milk, legumes, and other foods), 80% of the 24 items listed for survey were available at Wadeye store.

Health-related quality of life assessment

The extent to which policy interventions are perceived by individuals to effect an improvement in their quality of life is an emergent concern of health policy in Australia, including in regard to Aboriginal people (Brady, Kunitz and Nash 1997). This concern with measures of health status that go beyond objective indicators such as morbidity and mortality is based on the recognition that a full assessment of health status should include physical, mental, social, and spiritual dimensions.

A more practical reason is the need for timely assessment of health interventions which may take a long time to translate into changes in conventional indicators of health status such as compiled using hospitals separations data, especially at the whole-of-population level. Furthermore, it appears that many health treatments, while effective from a biomedical point of view, may actually compromise quality of life. An example is the treatment of end-stage renal disease, which requires the relocation of rural-based patients into Darwin for dialysis with attendant difficulties in sustaining the comfort and care provided by family members. Individuals also have to adjust to living in an unfamiliar and institutional environment and financial hardships can be incurred, especially in terms of the wider caring responsibilities of family groups. All these factors can make treatment costly in terms of loss of quality of life, and may make non-compliance (and associated shortened life expectancy) preferable to adherence (Willis 1995).

In an attempt to discover individuals' perceptions of their own health-related quality of life (QOL) in a routine way which can be repeated over time to monitor changes in condition, and produce results that are comparable with other groups, a number of standard instruments have been developed. These attempt to cover a number of QOL-related aspects of health, such as physical functioning, emotional wellbeing and support from family. Some of these instruments, such as the question on self-assessed health status within the main sample of National Health Survey (NHS), are regularly used in Australia and are considered to be reliable, valid, and responsive to changes in clinical condition. While this conclusion has been drawn for Aboriginal people in urban settings, the same cannot be claimed for data from remote communities where mainstream conceptions of quality of life and links to health status are indeterminate and poorly understood (ABS/NCEPH 1997; Senior 2003).

As far as the Thamarrurr region is concerned such population-based assessments are non-existent, although to the extent that Thamarrurr residents participated in the 1994 National Aboriginal and Torres Strait Islander Survey (NATSIS), there responses to the standard global question, 'In general, would you say that your health is excellent, very good, good, fair or poor?' would be subsumed with the responses for the Jabiru ATSIC Region as a whole. In this much wider region, as with elsewhere in remote Australia, answers to this question appeared somewhat counter-intuitive. For example, although 33 per cent of respondents reported an illness in the two weeks prior to the survey, and 22% reported one or more long-term illnesses, 98% considered themselves to be in very good or excellent health, while just one per cent described their health as being poor (ABS 1996: 17-19). Although this raises an obvious question of why people rate their health as good or excellent when the statistics show it to be otherwise, no research is available to provide an answer.

Primary health care services

One factor that has been identified as influential in determining health outcomes is the degree of access to primary health care services. Planning for such access in the Thamarrurr region falls within another new but wider regional structure in the form of the Top End West Primary Health Care Access Planning (PCHAP) zone. Within this framework, levels of primary health care service resources were estimated for the Top End Regional Indigenous Health Planning Committee of the Northern Territory Aboriginal Health Forum in 2000 (Bartlett and Duncan 2000). This exercise aimed to establish measures of access to health services based on the notion of an ideal staff:service population ratio for Aboriginal health workers (AHWs), nurses and doctors. The results for each community in the Northern Territory were then ranked to provide a relative measure of staffing needs. With some accommodation for economies of scale, the ideal staffing ratios adopted were one Aboriginal Health Worker for every 50 people, one nurse for every 200 people, and one doctor for every 400 people. On the authors' own admission, this formula provides a very basic assessment of staffing needs using quite limited parameters (Bartlett and Duncan 2000: 37). However, it did suggest that in 2000, Wadeye performed rather poorly relative to many other localities as it was ranked 33rd out of 49 communities in terms of the adequacy of its health staff resources (Bartlett and Duncan 2000: 204).

Table 7.9 shows the actual staffing situation at Wadeye clinic in June 2003. Overall, 11 personnel were employed, although this amounted to only 8 full-time equivalent positions, two of which were non-medical. The most striking feature for a population centre that is set to exceed the size of present day Nhulunbuy within a generation, is the continuing lack of a doctor.

Table 7.9. Staff by stream and Indigenous status: Wadeye clinic, June 2003

	Full-time equivalent			Head count		
	Indigenous	Non-Indigenous	Total	Indigenous	Non-Indigenous	Total
Administrative	1.0	0.0	1.0	1	0	1
AHW	1.9	0.0	1.9	5	0	5
Nursing	0.0	4.0	4.0	0	4	4
Physical	1.0	0.0	1.0	1	0	1
Total	3.9	4.0	7.9	7	4	11

Source: NT DHCS, Darwin

Chapter 8. Regional involvement in the criminal justice system

According to the 1994 National Aboriginal and Torres Strait Islander Survey (NATSIS), an estimated 19% of Aboriginal people aged 13 years and over in the Jabiru ATSIC Region had been arrested by police in the previous five years (ABS 1996: 56). This was very close to the average of 20% reported for the Northern Territory as a whole. At the same time, according to the Wadeye Community Youth Support Management Group, Wadeye has the highest per capita juvenile offending rate in the Northern Territory with young people from Wadeye constituting a significant proportion of all those in detention. Clearly, interaction with the police, and then subsequently with the courts, custodial institutions, and diversionary programs is commonplace in the lives of Aboriginal individuals and families in the region, as well as those associated with them. While recidivism in the Thamarrurr region is frequently portrayed as providing a measure of social dysfunction, precisely how dysfunction might be defined and explained in this particular cultural setting is only just beginning to be understood, although it is clear that the issues are more complex and culturally-bound than a simple model of social dysfunction would suggest (Ivory 2003). Whatever the underlying causes, for the purpose of profiling recidivism is viewed here in its literal sense as simply the extent to which individuals transgress the criminal code.

Having said that, one relationship between crime rates and the regional society and economy that is reasonably apparent concerns the degree to which past and present convictions and interaction with police, courts and prisons, influence individual chances of participating successfully in the regional society and economy. By presenting select summary statistics from police records, court records and correctional services records for residents of the Thamarrurr region (to the extent that this is possible) this chapter will attempt to derive estimates of the population for whom contact with the police and a criminal conviction might represent a barrier, or at least a brake, on social and economic participation (Hunter and Borland 1999). Along the way, some sense of the nature of criminal activity and its implied impact on the social fabric will also be provided.

Data sources

Crime statistics for the Thamarrurr region are available from a variety of sources reflecting different stages of interaction with the criminal justice system. The initiating factor, of course, is contact with the police either by way of reporting a crime or via an apprehension (arrest), or summons. Such actions yield a range of data concerning the nature of offences and offenders with separate reporting for juveniles and adults. Individuals who are charged with an offence are further processed by the courts (a charge being an allegation laid by the police before the court or other prosecuting agency that a person has committed a criminal offence). Statistics relating to the activities of the Supreme Court are captured by the Northern Territory Department of Justice Statistical Summary. As for those charged who are found guilty of an offence, data are provided by Correctional Services, while non-custodial community corrections data are available from the records of the Juvenile Diversion Division of the Northern Territory Police.

Reported offences

Contact between the police and the regional population is recorded as persons are apprehended by the police (either via arrest or summons), or are diverted (as juveniles) through the cautioning system and referred to the Juvenile Diversion Division. Data on offences reported in this way at Wadeye, including all reported offences for which no offenders were apprehended, are shown in Table 8.1 for 2002. A total of 329 offences were reported, one third of which involved property damage, 29% involved assault, 18% were for unlawful entry into dwellings and businesses, with a similar proportion for motor vehicle and other theft. It should be noted, of course, that these are reported offences—not reported offenders; with the latter almost certainly far fewer in number.

Table 8.1. Reported offences by category: Wadeye, 2002

Offence category	Number reported	% of all offences
Assault	89	27.5
Sexual assault	4	1.2
Other against the person	2	0.6
Unlawful entry – dwelling	23	7.1
Unlawful entry – business	33	10.2
Motor vehicle theft	13	4.0
Other theft	46	14.2
Property damage	111	34.3
Other property offences	3	0.9
Total	324	100.0

Source: Northern Territory Office of Crime Prevention, Darwin

Correctional services

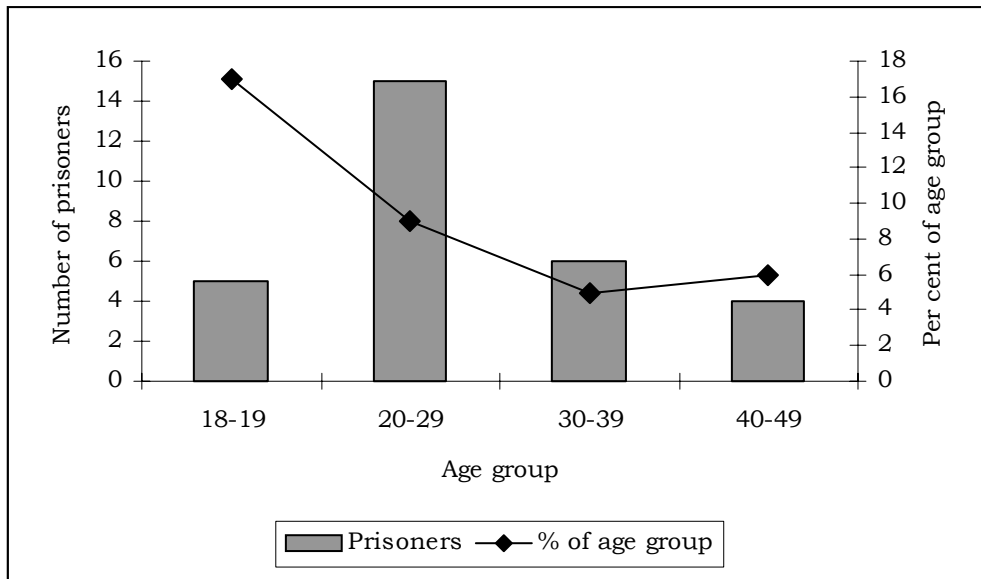
The findings of court proceedings in the form of penalties (sentences) can be grouped into four broad categories: custodial, non-custodial, fines and dismissals. According to the ABS sentence type classification (ABS 2003: 71), custodial orders involve custody in a correctional institution as life imprisonment, imprisonment with a determined term, or periodic detention, with the latter applying only to juveniles. Non-custodial orders include a variety of community supervision or work orders and community service orders, as well as probation and treatment orders. Other non-custodial orders include good behaviour bonds and recognisance orders, while monetary orders basically refer to fines or recompense to victims as well as licence disqualification/suspension/amendment and forfeiture of property.

In 2001/02, a total of 193 matters were lodged at the court of summary jurisdiction at Wadeye, with 133 finalised in the same year. In the juvenile court, 27 matters were lodged in 2001/02, and 35 were finalised. An indication of the outcomes of these hearings is provided by data from correctional services on prisoners, juvenile detention and conditional liberty orders.

Custodial sentences

In the Northern Territory census of prisoners in June 2002, a total of 32 Indigenous prisoners indicated Wadeye as their last known address. All of these were males. Because this number is relatively small, it is necessary to use data from several censuses in order to disaggregate select sentencing and social characteristics. Thus, between 2000 and 2002, a total of 79 prisoners indicated Wadeye as their usual address. Of these, 48% were imprisoned for assault, 18% for break and enter and property damage, and 10% for motor vehicle offences. The length of sentence varied considerably with 15% of sentences for less than 6 months, 19% between 6 months and one year, 29% between 1 and 5 years, and 15% over 5 years. One fifth of Wadeye prisoners were on remand. As for the age of prisoners, 15% were aged 18 and 19 years, 57% were between 20 and 29 years, 20% were between 30 and 39 years, and 8% were aged between 40 and 49 years. Using Table 2.3 and prison census data for 2002, some idea of the imprisonment rate among Wadeye males in different age groups can be established. This is shown in Figure 8.1.

Figure 8.1. Imprisonment rate by age: Wadeye males, 30 June, 2002



Source: Northern Territory Office of Crime Prevention, Darwin

Thus, a total of 5 Wadeye males aged 18 and 19 were imprisoned, and while this seems a relatively small number it nonetheless represents 17% of that age group. The largest number of prisoners were aged between 20 and 29 years, although as Figure 8.1 shows the rate of imprisonment declines with age. Partly because of this, almost two-thirds of those imprisoned (62%) were single men.

Using the three years of data for 2000-2002, it is significant to note that the vast majority (91%) of Wadeye prisoners had previous experience in correctional centres suggesting that the data reflect a core group of repeat offenders. As to clues regarding their socioeconomic status, the educational background is consistent with that profiled for Wadeye males as a whole in Chapter 5. Thus, the majority (46%) had primary level schooling only, 37% had some secondary level schooling, 4% had completed secondary level, and 11% had post secondary education which probably reflects their participation in TAFE training courses. In a few cases, no formal schooling was indicated. In turn, these education levels are manifest in labour force status with two-thirds (67%) of prisoners previously unemployed, and only 23% employed.

Juvenile Diversion

In 2001/02, a total of 10 juveniles from Wadeye aged between 13 and 17 commenced a detention episode in a correctional centre. Since 2000, however, the aim of policy has been to divert juveniles (under 18s), away from the formal justice and courts system except in cases where serious offences are committed or where options to prevent re-offending have proven unsuccessful. The guiding principles are to support and involve victims, and to encourage parental responsibility and community involvement in reducing youth crime. Diversionary conferencing is the key management tool for this purpose, and this involves police, families, and the community jointly determining the nature of amends to be made for harm done with rehabilitation as the prime aim.

In 2002/03, a total of 123 juvenile apprehensions were recorded in Wadeye District. Most of these apprehensions (70%) were for unlawful entry, primarily into buildings, although a few (8) involved entry into dwellings. The next largest offence type was unlawful use of motor vehicles (15%). For the most part, it was male youths who were apprehended with only three females recorded, and the majority of these (81%) were aged between 15 and 17 years, although this means that 19% were aged 14 years and under. In processing these apprehensions, a total of 37 individuals (31%) were offered diversion from the courts system, which meant that by far the majority (69%) were dealt with by the courts.

Family conferencing was the most common method of handling diversion referrals with this strategy applied in 67% of cases. Victim/offender conferencing was applied in 24% of cases. In three instances a written warning was issued. At this stage, diversion case management and program support is embryonic—in 2002/03, 27 case management events were recorded, but only 6 individuals were engaged in formal diversionary programs. With regard to the latter, the aim of the Wadeye Youth Development Working Group is to develop personal and family action plans that would include such requirements as: attendance at Kardu Kigay, work experience in CDEP, attendance at drug and alcohol sessions, cultural activities, practical life skills, arts, and team sports. Ironically, one measure of success in regard to juvenile crime at Wadeye would be a rise over time in the numbers recorded in diversionary programs.

Chapter 9. Implications for regional planning

The purpose of this analysis has been to portray the social and economic status of the population resident within the Thamarrurr Regional Council area at the commencement of initiatives resulting from new arrangements for regional governance. The value of such a profile is two-fold. First, it assists in providing a quantum to discussions of need, aspirations, and regional development capacities. Second, it creates a benchmark against which the impact of any developmental decisions and future actions associated with them may be measured. Thus, the content of this report provides the basis for a dialog in regional planning, as well as the means to measure aspects of its impact. With this in mind, the key implications of findings in regard to each of the baseline indicators presented are summarised below.

Demography

In effect there are two, even three, demographic profiles required on the basis of different population histories, composition and dynamics—one for the Aboriginal population, one for the usually resident non-Aboriginal population, and one for a transitory population whose usual residence is elsewhere.

Of course, it is the Aboriginal population that has by far the longest and most enduring association with the region. From the time of their first contact with non-Aboriginal people in the mid-nineteenth century, but especially since Catholic missionaries arrived to settle in the 1930s, Aboriginal peoples of the region have experienced demographic upheaval involving the relocation of clans into the town of Wadeye, some dispersal of population out of the region, and now an expansion in numbers with high rates of growth. This recent phase of high population growth coincides with the integration of Aboriginal people into the provisions of the welfare state, and a related expansion of service provision in the region, notably in areas of health and social security.

As for the non-Aboriginal population, usual resident numbers have increased since the days of mission control, although these are fairly steady in number at around 5% of the regional population given the direct link between non-Aboriginal residence and skilled employment mostly in administration and the provision of essential services. If one of the development impacts in coming years is an expansion of economic activity and service provision requiring further skilled labour, one effect that the Thamarrurr Region Council will need to consider is the possibility that this will lead to an increase in the non-Aboriginal population of the region.

While the Thamarrurr population can be geographically defined, it is in no way socially-bound, with family, social and economic links to all surrounding regions. Already, a floating population from this extended pool adds to the numbers resident in the region at any one time and results in additional loads placed on services, notably housing. To the extent that this short-term movement into and out of the Thamarrurr region is a response to a perceived balance of opportunities/constraints (pushes and pulls) between different localities across a much wider Top End social and economic network, the potential for developments at Thamarrurr to alter the balance of regional place utility in its own favour, may serve to increase service population loads. Examples here might include an upgrading of the school to secondary status, improved housing availability, or successful economic development leading to job creation.

The overriding demographic characteristic is high Aboriginal fertility leading to sustained rapid population growth and a burgeoning youthful age profile. This will lead to an almost doubling of the Aboriginal population within a generation with high potential for continued growth beyond that. However, the big unknown in this demographic equation remains net migration, although it does appear that individuals born within the region conduct their affairs and pass through life mostly in situ. This demographic stability reflects, in part, the strength of cultural continuity and a desire and growing capacity to sustain chosen lifestyles on country. But an untested and important question is the extent to which it also reflects an incapacity to engage wider social and economic structures, for want of adequate human capital.

Because of concerns regarding the accuracy of official population figures, a highly significant step in developing baseline demographic data was the decision by the Thamarrurr Region council to organize to count its own people. As a consequence, it now has a baseline demographic database of the usual residents of the region, plus an estimate of the regional service population, with which to consider the size of current and future needs. This process was an important exercise in capacity building for governance as it involved key local people in collecting and verifying their own population data to be used for their own purposes. No longer do Canberra or Darwin tell Thamarrurr who they are, Thamarrurr tells them!

Jobs and economic status

Against the stated aims of key Commonwealth and Territory policy initiatives, it is clear that economic outcomes for Aboriginal people in the Thamarrurr region are way below optimal. Less than one-fifth of all adults are currently employed, and the vast majority of these are tied to CDEP. Aboriginal people occupy less than half of the 130 or so jobs outside of CDEP. The result is that 82% of Aboriginal income is sourced from welfare payments. Of the estimated \$4 million in personal income from mainstream employment, only 16% of this goes to Aboriginal employees. Viewed historically, it is likely that Aboriginal people are less likely now to be participating in the workforce than in previous generations. Of particular concern is the fact that 45% of those who are not in the workforce, and 35% of the unemployed, are in the 15-24 age group.

The scale of job creation required to make an impact on labour force status is very substantial as the working age population is set to expand rapidly. Just to maintain the current very low employment rate will require a doubling of those in work over the next 20 years. Even if Aboriginal people were to occupy every job in Thamarrurr, at current levels this would be far too few to make inroads. While efforts to improve the situation this no doubt will cost, it is clear that the policy options are not cost neutral - expenditure for training and job creation will be necessary to enhance economic status, or expenditure for welfare and to manage associated social pathologies will be necessary if it is not enhanced. Whatever the case, a fiscal response is unavoidable.

The other clear message is that the majority of adults are likely to be unemployed or outside the official workforce into the foreseeable future. This is especially so if the whole adult population is seen as eligible. However, given the focus in the Thamarrurr Agreement on youth and children, improvement in measurable employment outcomes would be made more achievable by targeting particular cohorts for attention. In this regard, the present low participation rate in the school to work transition years is striking, and any attempt to enhance future employment outcomes would need to address the general level of readiness for work.

In the meantime, employment generation is most likely to occur via an import substitution model embracing activities such as the construction and maintenance of physical infrastructure, education, health services, retailing, public administration and planning, transport, media, land restoration, land management, and tourism. Some of the diversity in economic activity encompassed here is already in place via CDEP schemes, although it is rarely recognised as such, often being seen amorously as 'just' CDEP work. The degree to which this represents cost-shifting and substitution for proper Commonwealth, Territory and local government funding of essential services needs to be examined and addressed.

Presently, many of the above jobs tend to be occupied by imported non-Aboriginal workers, as they tend to be managerial, professional and trade positions requiring particular skills and job-readiness. While there is unlikely to be rapid 'Indigenisation' of such jobs, the system of mentoring middle managers in many such positions is an important start. Alongside this, there is a parallel need to tackle deeper structural hurdles if local people are to successfully compete for skilled mainstream jobs with potential in-migrants, both Aboriginal and non-Aboriginal. These include poor literacy and numeracy levels, which in part reflect low school participation and attendance levels, as well as relatively low participation and successful completion in certificate level training courses.

However, even if all such positions were occupied by local people, there would remain a large deficit in numbers employed according to projections of working-age population. Thus, the real planning need is to explore ways of generating labour-intensive economic activity which, in the particular cultural setting of Thamarrurr, places an emphasis on strengthening elements of customary economic activity as epitomised, for example, by the Thamarrurr Rangers program, and as manifest in the widespread production of arts and crafts. Since 1997, as many as 126 local artists have sold works via the Dirmu Ngakumarl gallery, and while only a handful remain associated, and fewer still have received significant economic return, the potential for enhancing economic activity in the industry is nonetheless clear, as recognised by the Northern Territory government's Indigenous Arts Strategy (Altman 2003; Northern Territory Government 2003b).

Education and training

Poor employment outcomes for Aboriginal people in the region are to a large degree tied to poor educational status. It remains the case that not all of those in the current school age group are enrolled. Only half of the region's school age population is enrolled at school, and only half of those enrolled attend classes, albeit irregularly. The low level of commitment to school attendance in the region is reflected in minimal retention to post-primary years with less than one fifth of teenagers of compulsory school age estimated to be attending classes. In effect, only a handful of school leavers enter working age with high school level achievement and skills.

Likewise, the very low participation in Certificate level VET courses means that the vast majority of Aboriginal adults in the region are likely to be left uneducated, unqualified, unemployed, or underemployed on CDEP, and effectively marginalised in the face of any competition for jobs from more qualified countrymen or outsiders. Thus, a key regional development challenge is going to be in ensuring equitable, not just partial participation. Having said that, even qualified local people are underemployed with many holding Certificate level qualifications that have never been practically applied. One glaring example concerns the 27 Wadeye residents who achieved level II certification from the Northern Territory University in Tourism (site guides) in 1999. The aim was to prepare a workforce for a tourism venture that never materialised. This underlines the case that skills development needs to be closely tied to the creation of employment opportunities.

Housing and infrastructure

By Territory standards, Wadeye is a settlement of significant size. Within a generation it will be larger than present-day Nhulunbuy. Despite this, it fails to match the levels of infrastructural development and housing adequacy that are normally associated with Australian settlements of equivalent size. With housing for Aboriginal residents provided initially by the mission, and now by the council, supply is entirely program-driven and far exceeds demand. As with employment, the backlog is such that a substantial increase in stock will be required simply to prevent the current high levels of overcrowding from being exacerbated.

While the available data provide some basis for estimating housing needs, more information is required on the functionality of dwellings in terms of environmental health infrastructure, and there is a need to better understand the load on housing stock created by short-term mobility into and within the region. At a more general level, it would be useful to draw comparison between Wadeye and other Australian towns of comparable size and growth rate to establish the degree of difference in infrastructure and approaches to planning for growth.

Health status

With reference to just one statistic—mean age at death (which currently stands at 47 years for Aboriginal people in the Northern Territory)—the physical limitations on prolonged and full participation in the workforce become all too apparent. If we add to this the fact of relatively high morbidity rates commencing in the mid-30s and rising throughout the prime working ages, then a pattern emerges of severe physical constraints on the ability of many in the community to engage in meaningful and sustained economic activity. From a labour market perspective, the extent to which these negative effects of poor health status commence long before individuals are eligible to join the workforce would be better informed if data were available on any links between health status and below average school performance. There is also the likelihood that less direct impacts on workforce

participation might exist, such as the prospect that many individuals do not seek work due to responsibilities in caring for sick relatives.

Among the issues underlying health status, the profile emphasises the significance of on-going backlogs in achieving adequate environmental health infrastructure (including a reduction in overcrowded dwellings), a continuing gap between ideal and actual staffing levels in health personnel, and difficulties in achieving better nutritional status in the population given the high cost of food and low incomes. One of the key health issues for the future is the distinct prospect that overall morbidity and chronic disease levels will rise in line with growing numbers in older age groups. While health status generally reflects prevailing social and economic conditions in the region, there is an inevitable lag between any improvement in the latter and its possible effect on the former. This lag will be further prolonged by the expansion of older age groups.

Information systems for regional planning

In order to maximise the positives from regional governance, it is central that any consequences of development should be managed rather than arbitrary. A fundamental step in establishing mechanisms for the management of development processes is the construction of a baseline profile of social and economic conditions at the outset. Without this, it is difficult to determine the subsequent effects of one course of action over any other. Accordingly, this need to measure outcomes from a baseline is fundamental to development plans negotiated between government and regional governing bodies.

As an example of this, the Shared Responsibility Agreement signed earlier this year between the Thamarrurr Regional Council, the Northern Territory Government, and the Commonwealth, clearly identifies this need in setting out as its first objective “the establishment of partnerships for achieving measurable and sustainable improvements for people living in the region.” In deciding what measures were required to inform both Thamarrurr and government about progress, these were determined partly by the development priorities set out within the Thamarrurr Agreement, and partly by the availability of public information specific to the regional population.

While by their very nature, baseline data are cross-sectional, projections of the regional population to 2023 (a generation from now) are also provided so as to encourage forward thinking and to anticipate needs and hopefully respond to them before they are realized. This capacity to project future population levels is an essential adjunct to the preparation of baseline data. All too often in Indigenous Affairs, policy has been ‘reactive’ by responding to historic levels of need creating a constant sense of catch up. What is required for good governance is a ‘proactive’ methodology that seeks to anticipate and plan for expected requirements. In this way, the content and intent of regional agreements with government can be translated into a required quantum of program and partner commitments over a given timeframe. This issue of future needs leads naturally to a discussion of capacity building for regional governance

Partnerships/capacity building

The process of developing a baseline profile of the Thamarrurr regional population involved a large number of agencies and individuals from Wadeye itself, and from Territory and Commonwealth agencies. Regional data for a customised area such as Thamarrurr do not simply exist somewhere sitting on a shelf conveniently waiting to be picked up, they need to be requested, even cajoled, from a variety of sources and then locally interpreted. Actually some data are conveniently and publicly available for this region—ABS census data—however, in the Thamarrurr situation, these were deemed of limited use because of their aggregate nature and an apparent undercount.

An early test of the partnership arrangement in the context of developing the baseline profile was the extent to which Commonwealth, Territory, and local community agencies could, and did, deliver on access to relevant data to support the construction of social indicators. In the Thamarrurr exercise, an important first step in accessing these data was the bringing together of all relevant

Commonwealth and Territory agencies to a common meeting to discuss and negotiate the means by which this would occur. Although much can be promised at such gatherings, the speed of response can be variable and considerable follow up is necessary. As seen from the data list, administrative and public domain information is largely restricted to aggregate region-level data.

The emphasis in the Thamarrurr Agreement on evidence-based outcomes underlines the need for accurate demographic data. Whatever the detail of regional plans, it is crucial that these are based on reliable estimates of the population they are intended for. Globally, this requires reliable totals. Program-wise, it requires reliable breakdown into infants, mothers, school-age children, youth, young adults, middle-aged, and older people.

In Thamarrurr, the basis for an accurate count of the population was established by the Regional Council itself working with the various groups established within the Thamarrurr governance structure to address priority issues. Of particular note here were the Thamarrurr Regional Housing Authority, and the Palngun Wurnangat Womens Association. This process alone was an exercise in capacity building for governance as it involved key local people in collecting and verifying their own population data to be used for their own purposes.

The outcome is a database that enables the Regional council to consider options and needs for the future. With this information, the council now knows that just to achieve a very modest goal and keep the regional employment rate at its current very low level (14%) the number of adults in work will need to double over the next 20 years. Also, with the school age population rising to well over 1,000 within a generation, there is a strong case for up-grading the school to secondary status. As for health issues, the fact that it is older age groups that will increase fastest over the next 20 years has substantial implications for health spending and provision of facilities in the region, given the age profile and nature of morbidity. Finally, in planning to address housing needs, substantial additional resourcing is going to be needed just to sustain the current regional occupancy rate at 16 persons per functional dwelling, let alone reduce it.

For effective planning it is essential that the information system constructed to inform regional governance should be ongoing, constantly updated, and expanded where necessary. Aside from the ability to establish region-wide needs, the database developed for Thamarrurr can be further developed by configuring it into family/clan groups, while additional information such as housing, jobs, and education can also be grafted on to suit the needs of the various ICCP priority working groups. Accordingly, this task should be seen as a core function within the regional governance structure. Indeed, it could be argued that one measure of success in terms of establishing good governance, is that regional councils, such as Thamarrurr, begin to assume responsibility for the compilation of their own indicators (in partnership with government agencies who often hold the necessary data), and to progress in stages to their interpretation, presentation, replication, and dissemination with the ultimate goal of their application for planning.

As with many aspects of Indigenous life, all of these processes are presently done *for* communities by outsiders. With appropriate resourcing, training and skills development for local personnel, the ICCP represents a unique opportunity to build internal regional capacity for planning within the framework of associated emerging governance structures. This sense of ownership and participation in the planning process, and the information flow that informs it, is central to good governance and community development.

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**Thamarrurr Community Government Council
(Thamarrurr Regional Council)**

**Business Planning
2004 – 05**

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Introduction

Thamarrurr Regional Council sees 2004-05 as a year of change and growth.

The coming year will test Thamarrurr leadership, councillors and staff as they strive to improve the delivery of local government services to the region as well as continue to support the social & economic development needs of the people.

At its incorporation as a Community Government Council the Thamarrurr Regional Council took over responsibility of delivery of local government services and housing and infrastructure support to surrounding homelands, previously served by Murin Association.

This handover of responsibility was achieved without interruption to service delivery and the members and staff of local organisations involved, are to be commended for keeping the goal in sight, being:

- Service needs of the people
- Needs of the organisations.

In developing this business plan community members, councillors and staff are analysing the needs of the people and the organisation, taking into consideration the changing environment being impacted on by:

- Impending changes as local government in the NT normalises
- Changes in Commonwealth government service delivery following ATSIC decision
- Changes in peoples priorities as they develop in their understanding of contemporary issues

One of the outcomes of this analysis is the fact that people have gained a greater understanding of the respective roles of

- Local government structures
- Contemporary enterprise structures
- User pays societies.

In recognition of this, people have endeavoured to develop and implement strategies to address the needs of the organisation whilst also taking into account the social development needs of its members and changes required in other areas that will assist in reaching the objectives of the business plan.

The following are examples of some of the issues analysed to date:

Issue	Organisation Needs	Peoples / Other needs
Compliance with statutory obligations	Policy, procedures, training Internal auditing	Elected member training Outside public benevolent? support
Increased local revenue	Reassessment of charges Rating of land More aggressive debtor policies	User pays education Local Use Agreements
Implementation of by-laws	Draft by-laws developed (Cridlands) Enforcement officer	Elected member training Land use aspect
Mechanical Services. Repairs	Priority to Council Equipment Recruit additional qualified staff Local Apprentices	Establish private workshop Educate re regular servicing Buyer education
Quality in service delivery	Quality benchmarking Performance Indicators Qualified staff Internal Auditing Succession planning Careers for local people	Elected member training Education re constituents right to complain
Quality staff recruitment /	Corporate structure	Elected member training

employment	Adequate job descriptions Human Resources management, training OHS Policy Staff Housing	Employer responsibilities Private funding for staff housing
Infrastructure needs in homelands	Audit of needs Development plan in line with changed commonwealth servicing Decentralisation of Wadeye population Quality vs Quantity Normalisation of servicing	Lease of estate by owners Planning for infrastructure Private funding

The above exercises in analysing these and many other situations / issues has identified the needs for organisational reform to include:

- Restructure of Thamarrurr Regional Council
- Establishment of Thamarrurr Development Corporation
- Establishment of Community Education /Information Centre / Demystification, conceptual, formal education, elected members and others)
- Investigate establishment of South West Daly Regional Development Board to include estate owners/organisations in the region.

Whilst these issues may be viewed as other than core local government business, Thamarrurr members believe that addressing these issues in tandem will result in a more effective, transparent delivery of local government services to the region.

Of critical importance to Thamarrurr is the finalisation of negotiations with NLC/Land Trust and Land Owners re the Land Use Agreement and subsequent Lease arrangements allowing Thamarrurr to act with authority over the Thamarrurr region and secure additional local revenue activities.

The Land Use Agreement and Lease Arrangement will provide an interface between Northern Territory Aboriginal Land Rights Act and Northern Territory Local Government Act.

This process is essential to the normalising of local government authorities operating on Aboriginal land.

The process when complete will ensure financial compensation to land owners for the use of their land and ensure controls and protocols are in place that protect owner rights, both traditional and contemporary.

It will also allow Thamarrurr to operate with measured autonomy to act in the best interests of its constituents.

The proposed lease agreement will allow Thamarrurr to establish a rating process with subsequent additional local revenue opportunities.

Thamarrurr will enter into a joint venture with Land Owners to normalise property development opportunities with the involvement of privately sourced funding serviced by long lease arrangements with government agencies and others.

Thamarrurr has inherited from Kardu Numida an organisational culture which has been 'deteriorating' in recent times. This change has been due primarily to the lack of resources to ensure all bases are manned. Senior management has had to concentrate on issues concerning serious governance development whilst the day-to-day business of Kardu Numida was receiving a cursory glance. The deterioration has seen policies lose meaning and staff lose direction. Staff have been expected to move forward without being given the directions they required. Sometimes this has resulted in a backward movement and perhaps even, a negative outcome.

One example of the result of this trend over some three or four years, is a change from requiring all departments to be accountable for their time and costs, to a trend where senior management has assumed full responsibility for this. It is ironic that through a time when senior management has had so little time to devote to day to day management and required line management to take the business reins, line management responded by taking less responsibility for their actions to the point where in some cases, direction has been lost altogether.

The evidence of this can be seen through the Financial Services area. Financial services have been aware of work that has been performed within certain functions. The functions concerned have failed to raise charges for that work, for a number of reasons. Often, when the time came that the charges must be raised or they would not be included in that financial years accounts, staff may have left and those remaining had no idea of what work was actually performed. Financial services then took on the responsibility of determining and allocating those charges else the end of year financials would be grossly inaccurate.

As time passed, functions became less and less concerned with charging out work and Financial Services became more and more aware that it was not happening. Where possible, work was charged out by Financial Services however their knowledge of the actual work that did take place is restricted to information gleaned from purchases and assumptions made about time expenditure, machine usage etc.

Thamarrurr urgently senses the need to put accountability back into the hands of line management. Functions are meant to cover their own costs, with some few exceptions. The coming year will hopefully start to steer accountability back into the hands of line management and away from Financial Services and Senior Management.

Executive Summary

The Incorporation of Thamarrurr as a local government community council in March 2003 followed some eight years of intensive work by local community leaders, Kardu Numida / Thamarrurr staff, and NT Government staff.

During this period the priorities were community development in its broader terms and business management for survival. Much has been achieved. However whilst the quantity of output must increase, the quality of output must also show significant improvement. This is particularly so in the delivery of local government services and the implementation of sound business policy / procedures to ensure the sustainability of the organisation both in its growth and its integrity as a local government organisation.

Thamarrurr has addressed these issues under a policy of 'normalisation'. As the sixth or seventh largest town in the NT, there is an obvious need for the normalisation of conditions and services if the people are to participate in the social/economic growth of the region and the Northern Territory.

The scope of works in this normalisation process is too extensive to be achieved by a single structure.

In recognition of this, Thamarrurr Regional Council whilst restructuring to ensure it remains a respected creditable local government organisation, will assist its own constituents and others in the region to develop additional contemporary structures to meet the huge backlog of community development needs in the region.

In addition to this Thamarrurr will continue to remain a loyal partner in the COAG/ICCP initiative in a Shared Responsibility Agreement with Commonwealth and Northern Territory governments. In this agreement Thamarrurr effectively represents local government.

Whilst this partnership agreement has placed significant pressure on the finance and human resources of Thamarrurr, it is recognised that the long term gains to local government and therefore Thamarrurr will have been worth the effort.

In developing the following business plan Thamarrurr takes into consideration impending changes in the normalisation of local government in the Northern Territory and changes to service delivery by the Commonwealth following the ATSIC decision.

Thamarrurr recognises the support of both Northern Territory and Commonwealth governments in this ongoing development and relies heavily on the foundations established by its members through this federation of estate owners of the region.

In further recognises professional practical support given by the Local Government Association of the Northern Territory in its executive and staff. Thamarrurr encourages both Commonwealth and Northern territory governments and local government members to continue to support LGANT as its resources will be heavily taxed as it strives to meet the needs of its members in these times of change.

Thamarrurr Regional Council

Business Plan 2004 - 05

Preamble & Current Climate

The financial year commencing 1 July 2004, will be a time of change and refinement for Thamarrurr. As of that date, Kardu Numida ceases to trade and all business will be conducted through Thamarrurr Regional Council. This is the beginning of a new era.

During 2004-05, Thamarrurr will undergo a review of the structure and processes inherited from Kardu Numida Incorporated and Murin Association, in order to maximise service delivery outcomes to both the central township of Wadeye and the homelands within the Thamarrurr region. This review will achieve many additional outcomes as it progresses.

Amongst these are:

- Review all functions of council, including their relationships, roles , responsibilities and staffing, in light of the preamble of the Thamarrurr constitution and the current infrastructure limitations.
- Develop Policy belonging to Thamarrurr (as opposed to Kardu Numida or Murin).
- Align the physical characteristics of the organisation with the statutory reporting requirements of local government
- Set useful benchmarks and performance indicators in all areas of service delivery

Though the business foundations upon which the organisation is developing will be in place by June 2005, the process will be ongoing as Thamarrurr matures into a shape and form that works for the constituents, members and other stakeholders of the organisation. This first year may be considered as part of Stage 1 of what will be an ongoing development process.

This business plan begins the development of the business of Thamarrurr. It must be recognised that there is a strong desire shown by the constituents and members of Thamarrurr to set in place the solid and appropriate foundations, which will enable them to manage their business in the years to come. This Business plan therefore, leans heavily towards planning and implementing business management tools that enable the development of the elected members at the same time as providing a work programme which ensures satisfactory delivery of core local government services.

The Thamarrurr Constitution Preamble states "Thamarrurr is responsible for the way of life of our people". This first Business Plan, and all subsequent plans, will keep the people at its focus. It is for the people that Thamarrurr exists. Thamarrurr will be the vehicle through which the social and economic development aspirations of the region will be expressed and facilitated.

The people of Thamarrurr have stated their need to focus on a number of areas to improve their quality of life. These include Families and youth, Employment – Local Jobs for Local People and Natural Resource Management. These issues currently form the keystones of Thamarrurr.

The concept of Thamarrurr encompasses all people within the region, or of the region. The Thamarrurr Regional Council is aimed at providing services and support that is otherwise not available locally.

There are many organisations based within the region, of which Thamarrurr is only one. The efforts of other organisations do not go unnoticed. These organisations provide valuable service delivery outcomes and the members of Thamarrurr thank them sincerely for their contribution.

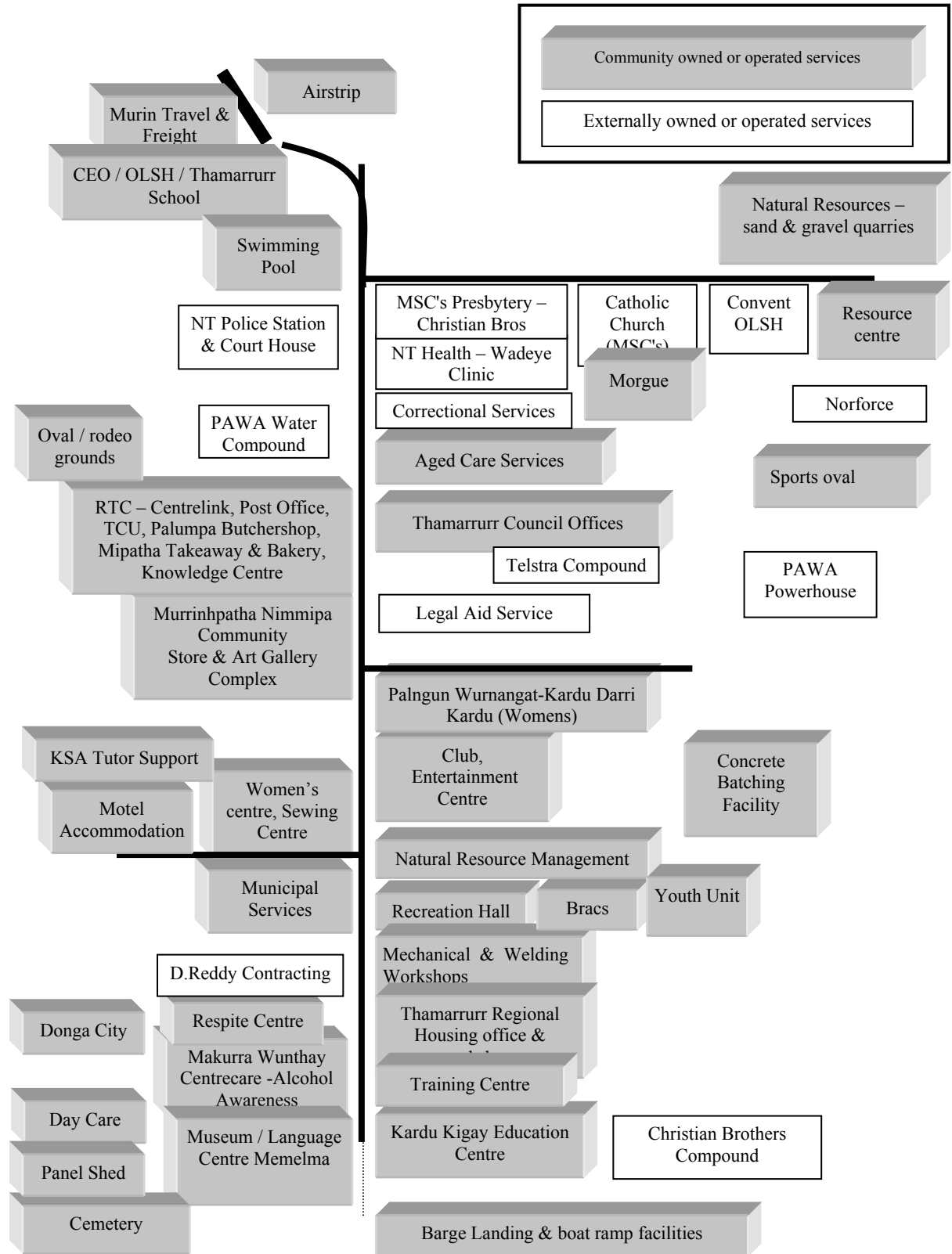
Each of these organisations continues to offer support to the people and it is hoped that future outcomes may be enhanced by all organisations working together, keeping the development and education, leading to empowerment of the Thamarrurr people as their focus.

Credit is given to the staff (both indigenous and non-indigenous) of these organisations for their dedication and service contributed over the 70 years of Wadeye's development.

Thamarrurr understands the effort, finances and logistics that are contributed by each, and seeks their continued support.

Organisations that currently are based in Wadeye can be seen in the following illustration.

Service Providers – Wadeye Community



As this is the first Business Plan of Thamarrurr Regional Council, the opportunity will be taken to discuss in some detail, all of the activities of council and the programs and sub programmes contained within each activity.

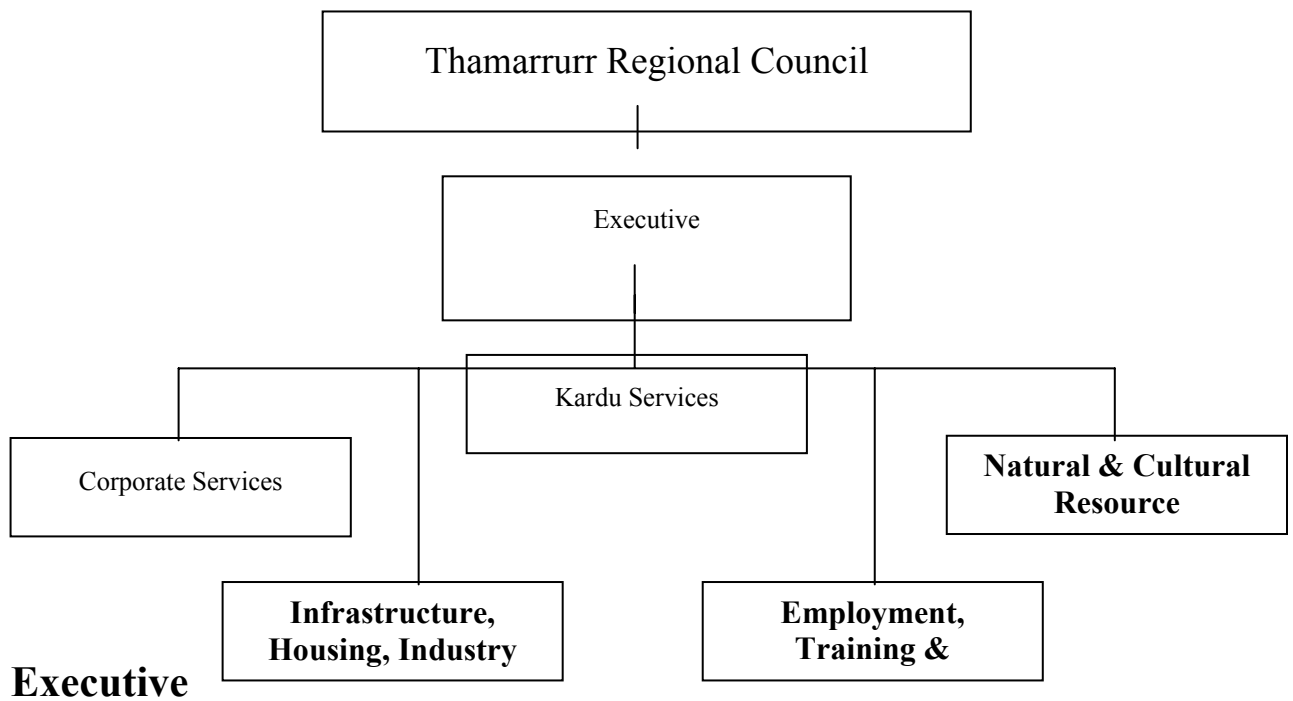
For Local Government requirements, areas considered to be "Principal Activities" are activities for which there will occur:

- Major capital works
- Major service provision
- Programmes of replacement of Councils major assets
- Programmes that comprise more than 10% of Council expenditure.

The word major is meant to determine those activities that generate the most revenue, incur the greatest expenditure, or have outcomes that are of significance to the community.

For Thamarrurr purposes, for this initial business plan, all activities are considered 'Principal Activities'.

Currently, the Thamarrurr organisational operation (in principle) can be illustrated very simply by the following:



Governance of Thamarrurr occurs through the Executive. The Executive includes all elected members of Thamarrurr Regional Council and the CEO, who combined, devise and manage the mechanisms that enable the smooth and effective corporate operation and performance of Thamarrurr.

The Executive ensure the organisation meets its obligations in relation to:

- The constitution of the organisation
- Statutory obligations in its relationships with Commonwealth & Territory governments
- Elected member training
- Implementation and enforcement of by-laws
- Community development initiatives relative to people and infrastructure needs within the region
- Relationship of operations with other community organisations
- Sustainable social & economic growth for the organisation and the region via its interaction with COAG/ICCP and other government and local initiatives and partnerships

The Executive includes also:

- Provision of secretariat support to Council
- Responsibility for the development and implementation of succession plans as part of the corporate structure to provide a career development path within the organisation to local employees.
- Development of Thamarrurr policy and protocols
- Interpretation of new legislation, policies or service delivery mechanisms including those introduced by the Northern Territory or Commonwealth Governments.
- Development of quality management and service improvement systems across all of the council's activities and functions
- Management and delivery of the Council's corporate communications, including public relations and links with press and media, publications and advertising.
- Arranging civic and ceremonial functions of Council
- Direct oversight of human Resource management and staff housing allocations.
- Provision of administration support to the organisation
- Provision of reception services and interface with the public
- Undertaking of internal audit responsibility including:
 - Workplace safety
 - Industrial Relations
 - Equal employment opportunities / training
 - Others

Goals and Objectives 2004-05

- Finalise negotiations for Land Use Agreement with Land Owners
- By-laws to be passed by NT Legislative Assembly
- Review all internal systems and procedures to ensure current compliance with all legislation
- Commence organisation wide review of functions, systems and staffing with the aim of improving service delivery outcomes
- Develop and/or facilitate, and conduct Elected Member training workshops
- Develop policy (and where appropriate, procedures) for:
 - Human Resource Management
 - Workplace Health and Safety
 - CDEP Activities
 - Financial Management
 - Administration & Protocols

ICCP/COAG

In addition, the Executive will continue to manage the ICCP/COAG activities that are ongoing from the prior year.

For financial reporting purposes, the Executive is included as a function within Corporate Services.

Goals and Objectives 2004-05

- Continue to explore ways and means to enhance service delivery outcomes within the Thamarrurr region
- Encourage the involvement of LGANT within the partnership, to represent Local Government

Fiscal Policy and Control

The Executive also undertakes the function of Fiscal Policy and Control – matters directly related to the management of public funds.

Through this function, the Executive will:

- Undertake departmental monitoring and control of monetary and fiscal policy
- Liaise with Department heads to ensure that departmental budgets and plans are reviewed regularly and remain in line with Thamarrurr estimates and goals
- Ensure compliance to council policy and management practices by Departmental Directors
- Submit and monitor grants - all grant applications, draft submissions, agreements and acquittals.
- Manage and deliver all external reporting - includes all periodic returns, annual financial statements, returns, audit reports, performance reports, misc. reports.

Goals and Objectives 2004-05

In conjunction with the Financial Services Function and Departmental Directors:

- Develop 2004 –05 and 2005 –06 annual estimates and business plans
- Develop suitable format for periodic reporting to Council
- Establish and promote an active Finance Committee to manage routine financial affairs of Council
- Develop formats, templates and systems to enable effective, two way communication of estimates and actuals between departments and the Executive
- Develop benchmarks and baseline performance indicators across all functions which enable appropriate measurement of service delivery outcomes

Table 1 Budgets 2004 – 05 Executive Functions

	Executive	ICCP/COAG	Total
External Revenue			
Collections – Service Fees	400,000		400,000
Interest Received	15,400		15,400
Cwlth Operating Grants	355,200	163,000	518,200
NT Capital Grants	63,508		63,508
NT Operational Grants	745,649		745,649
Sub Total External Revenue	1,579,757	163,000	1,742,757
Internal Revenue			
Administration Fees	56,037		56,037
Insurance Reimbursements	115,025		115,025
Rent – Buildings/Offices	27,600		27,600

Workers Comp Reimb	115,753		115,753
Unclassified/Misc Int. I Income	1,000	159,136	160,136
Sub Total Internal Revenue	315,415	159,136	474,551
Total Revenue	1,895,172	322,136	2,217,308
External Expense			
Asset Purchases	46,000		46,000
Employment/Labour Expenses	465,029	44,783	509,812
Interest Paid	6,310		6,310
Materials & Contracts	3,000		3,000
Meeting Expenses	38,280		38,280
Travel & Accomodation	28,100		28,100
Electricity	21,600		21,600
Insurance	165,500		165,500
General Operating Expenses	71,540		71,540
SubTotal External Expense	845,359	44,783	890,142
Internal Expense			
Accounting Fees	10,000		10,000
Contracts	75,600		75,600
Fuel	15,300		15,300
Employment /Labour Costs	13,000		13,000
Repairs & maintenance	5,000		5,000
Workers Compensation	7,336	1,022	8,358
Unclassified Internal Expense	926,818	335,386	1,262,204
Sub Total Internal Expense	1,053,054	336,408	1,389,462
Total Expense	1,898,413	381,191	2,279,604
Surplus/(Deficit)	(3,241)	(59,055)	(62,296)

CORPORATE SERVICES

Financial Services

- Payrolls
- Financial accounting
- Tax Management
- Administration of financial matters of the public (debtors & related)
- Financial records library & archive
- Storage & maintenance of personnel files

General Commercial Services & Agencies

- RTC Body Corporate
- Centrelink Agency
- Australia Post Agency
- Motel & Donga City Management
- Cleaning Services

Community Development

- Thamarrurr / Memelma Development
- Capacity Building
- Economic education

Industry Development

- Construction Industry Research & Development Project

Council provides these services together with the general public services of Thamarrurr and those services not belonging to any other department of Council. (The Executive & legislative arm of the council are included in this area for financial reporting purposes only).

Financial Services

Financial Services will provide corporate financial services to all departments of Thamarrurr. Financial services do, for all departments and functions:

- Provide payroll services
- Purchasing and sales/invoicing services
- Current and historic financial reporting
- Special purpose reports including future projections as required
- Ensure compliance with Financial policy and procedure
- Ensure compliance with all tax and related legislation
- Maintain Council's debtor system in accordance with policy
- Maintain financial archives
- Secure and maintain all personnel files
- Maintain computerised 'Compaq' fuel systems
- Maintain computerised 'Avdata' collection systems
- Maintain the 'CDEP Manager' system
- Ensure all staff throughout the organisation, understand and are able to implement procedures which impact on the financial management of council
- Provide opportunities and training to local employees in financial work activity areas

All services provided, are charged out (internally and externally where required), according to a methodology approved by Council.

Goals and Objectives 2004-05

- Implement new payroll software compliant with CDEP requirements
- Develop Chart of accounts suited to Thamarrurr.
- In conjunction with Executive address issues noted in fiscal Policy and Control
- Develop suitable systems to ensure timely reporting
- Establish financial records management practices which adequately ensure all documents, files, reports are suitably archived to guarantee Councils integrity is maintained at all times
- Develop procedural manuals for all financial activities, including those which occur outside of the Finance Office
- Explore potential means to deliver training for all finance staff, and commence to implement where possible
- Explore opportunities to reduce workloads by using alternate technologies, systems and procedures
- Assess current workloads of positions to determine acceptable staffing levels

- Work with Finance Committee to improve the level of understanding of matters concerning financial control and compliance
- Establish permanent positions designated for indigenous employees within Financial Services
- Develop plans to remodel the Financial Services Office, to cater for additional employees
- Reassess methodology of Financial Services fee for service. Make recommendations to council.

Community Development

The function of Community Development coordinates matters relating to the development of community members, opportunities and resources in the region, ultimately 'building and shaping' the community to achieve a better quality of life and improved living standards.

Thamarrurr/Memelma Leadership

- Encompasses the ongoing development of governance, exploring traditional and contemporary issues. The development of strong, respected leaders at the community and organisational level is considered crucial to Thamarrurr.

Capacity building

-Relates to the development and implementation of strategies to empower people and to change current practices by strengthening the community through a human resource development perspective. Currently, **Economic Education** is a focus area within this function.

Goals and Objectives 2004-05

- Continue to foster the development of the Memelma/Thamarrurr leadership
- Continue to seek means to develop capacity of community members
- Deliver the programme goals for funding received 2003/04
- Deliver the economic Education programme, funding received 2003/04

Table 2 Budgets 2004 – 05 Financial Services & Com. D'ment

	Financial Services	Community Development	Total
External Revenue			
Sales- Power Tickets	21,130		21,130
Sub Total External Revenue	21,130	0	21,130
Internal Revenue			
Accounting Fees	282,802		282,802
Sales - Labour	8,000		8,000
Unclassified/Misc Internal Income	271,677	203,757	475,434
Sub Total Internal Revenue	562,479	203,757	766,236
Total Revenue	583,609	203,757	787,366
External Expense			
Asset Purchases	18,000	3,500	21,500
Employment/Labour Expense	421,812	171,497	593,309
Materials & Contracts	3,000		3,000
Audit Fees	21,000		22,000
Travel & Accomodation	17,300	34,770	52,070
Electricity	7,200		7,200
Consultant Fees		50,000	50,000
General Operating Expenses	64,279	4,000	68,279
Sub Total External Expense	552,591	263,767	816,358
Internal Expense			
Accounting Fees		6,750	6,750
Contracts	65,200		65,200
Fuel	1,200	2,000	1,200
Employment /Labour Costs	18,200	3,900	22,100
Rent- Office		8,120	8,120
Workers Compensation	7,927	3,516	11,443
Unclassified Internal Expense	2,000	2,966	6,966
Sub Total Internal Expense	94,527	27,252	121,779
Total Expense	647,117	291,019	938,136
Surplus/(Deficit)	(63,508)	(87,262)	(150,770)

Agency & Commercial Services

Thamarrurr delivers a number of Agency and commercial services to the community.

RTC Body Corporate

RTC Body Corporate function manages the Thamarrurr share of the Rural Transaction Centre and supervises the Body Corporate responsibilities therein. Palngun Wurnangat supervise the activities within their share.

Goals and Objectives 2004-05

- Determine & document areas of Public Liability Risk and ensure measures in place to reduce/eliminate risk
- Assess costs of resurfacing arcade floor
- Investigate further means of minimising wind driven rain at arcade entrance
- Assess feasibility of relocating TCU & Centrelink to allow safer environment for arcade users
- Reassess Common Area Costs & Rentals in readiness for 2005-06 estimate

Centrelink Agency

Centrelink Agency is partly funded by Centrelink. Thamarrurr contributes to the running costs of this agency, manages staffing & staff housing, office rental, electricity, cleaning etc.

Goals and Objectives 2004-05

- Continue to deliver Centrelink Services as per funding agreement

Australia Post Agency

Australia Post Agency receives commission based on the number of transactions/value of Australia Post sales. Thamarrurr manages staffing & staff housing, office rental, electricity, cleaning, purchasing & sales etc. The Agency functions as a retail outlet and is hoped will enable all community members to shop via mail order and provide bill pay facilities.

Goals and Objectives 2004-05

- Determine appropriate ways to expand retail services
- Determine feasibility of additional Billpay facilities
- Assess cleanliness & hygiene problem and implement the means to ensure cleanliness maintained at acceptable standards
- Determine and set in place measures that allow the Post Office to remain open for the larger part of the working day, including relief staff to cover for staff absences
- Recruit and train additional indigenous staff, in Post Office services

Motel & Donga City

Motel & Donga City provides the only commercial short-term accommodation facility available to the general public, in Wadeye. These resources are heavily taxed, often at times being required for long-term staff accommodation. Of the ten units available in Donga City, three are already used for permanent accommodation. Of the three units and demountable located at the motel, one unit and has been earmarked for permanent staff accommodation and the demountable as the KSA Classroom.

Goals and Objectives 2004-05

- Determine and implement appropriate procedures that ensure all accommodation used, is paid for
- Determine means by which a bond may be applied, and test run for fixed period & evaluate effectiveness
- Reassess charge out rates for all short term accommodation
- Connect telephone to Motel Units
- Set in place procedures which protect Council from incurring undue liability with regard to telephone connections
- Modify Unit 1 for long-term use of School Tutor
- Modify demountable within Motel grounds for long-term use by KSA Class
- Modify entrances to Motel units to give increased privacy to occupants
- Encourage other organisations to investigate feasibility of additional short-term accommodation enterprise.

Cleaning Services

Cleaning Services provide commercial cleaning to commercial & public buildings along with the Motel & Donga City facilities and on occasion, other external organisations, on a fee for service basis. This function also provides an internal freight service distributing freight arriving via plane, once a day.

Goals and Objectives 2004-05

- Document all work performed to enable accurate charge out of services
- Document all consumables used to accurately assess on-costs
- Charge out at least 80% of time employed
- Maintain cleaning contracts within Thamarrurr to standards required
- Continue to offer freight service to/from airstrip once per day
- Ensure 100% collection of mailbags as per agreement

Table 3 Budgets 2004 - 05 Agencies & Commercial Services

	RTC Body Corp.	C'link	Aust Post	Motels Donga City	Cleaning	Total
External Revenue						
Accommodation Sales				30,560		30,560
P. Office Commission			35,000			35,000
Agency Income		53,570				53,570
Retail Sales	3,500		86,050			89,550
Rent - Offices	12,000					12,000
Common Costs	58,346					58,346
Sub Total External Revenue	73,846	53,570	121,050	30,560	0	279,026
Internal Revenue						
Contracts					60,800	60,800
Common Costs	16,578					16,578
Rent – Commercial	48,398			3,220		51,618
Sales - Labour					27,900	27,900
Unclassified Int Income		10,594	35,140	8,070		53,804
Sub Total Internal Revenue	64,976	10,594	35,140	11,290	88,700	210,700
Total Revenue	138,822	64,164	156,190	41,850	88,700	489,726
External Expense						
Asset Purchases			5,000			5,000
Emp/Labour Expense		42,040	47,961		46,873	136,874
Materials & Contracts					15,000	15,000
Travel & Accomodation					2,864	2,864
Electricity	2,700	440				3,140
Products for Resale			30,000			30,000
Gen Operating Exp		1,650	1,150	7,350		10,150
Sub Total External Expense	2,700	44,130	84,111	7,350	64,737	203,028
Internal Expense						
Accounting Fees	7,500	2,700	6,050	1,600	4,450	22,300
Administration fees				10,400	5,200	15,600
Common Area costs		3,096	5,508			8,604
Goods for Resale			38,336			38,336
Fuel					1,600	1,600
Insurance	8,000	950	1,000			9,950
Emp /Labour Costs		2,600	4,550		5,200	12,350
Rent- Office		9,900	15,630		1,620	27,150
Workers Compensation		788	1,004		1,057	2,850
Repair & maintenance	5,000			22,500		27,500
Cleaning & Grounds Mtce	40,000					40,000
Sub Total Internal	60,500	20,034	72,078	34,500	19,127	206,240

Expense						
Total Expense	63,200	64,164	156,190	41,850	83,865	409,268
Surplus/(Deficit)	75,622	0	0	0	4,835	80,458

Industry Development

Presently the Executive are researching the feasibility of, and developing construction industry requirements within the region. It is hoped that adequate infrastructure, resources and systems can be put in place to allow greater participation in construction by community members and to provide more affordable housing within the region by developing a precast concrete panel factory supplying precast concrete housing. Presently two specific activities are running within this function, both grant funded programmes carrying over from 2003-04.

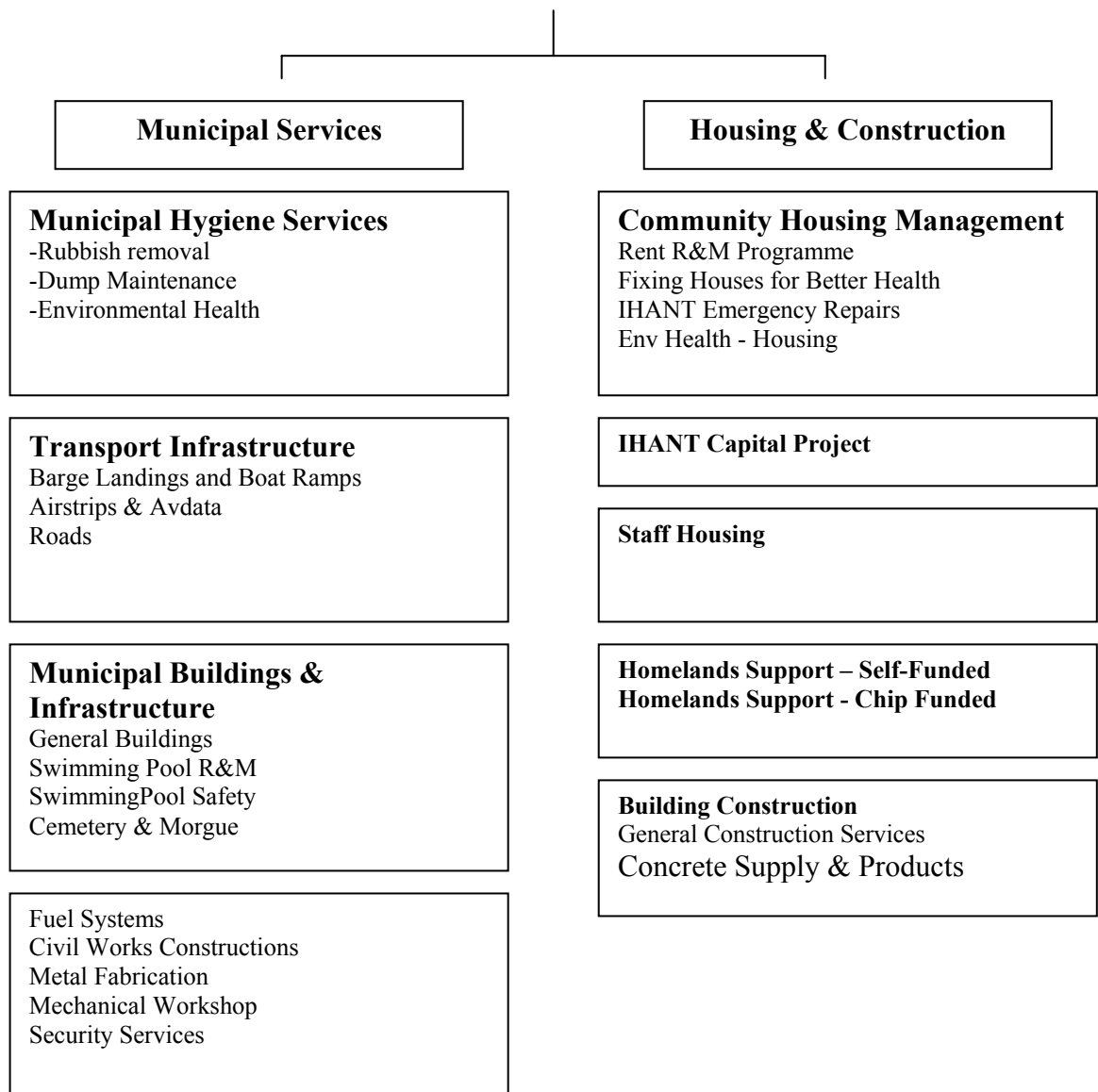
Goals and Objectives 2004-05

- Undertake activity required to fully expend Construction Industry Grant
- Complete construction of Precast Concrete Panel Factory

Table 4 Budgets 2004 - 05 Industry Development

	Construction Industry Development Grant	Project Mgmt Grant – Panel Factory	Total
External Revenue			
Training Subsidy Income		81,818	81,818
C'wth Capital Grant	12,500		12,500
Sub Total External Revenue	12,500	81,818	94,318
Internal Revenue			
Unclassified/Misc Internal Income		9,573	9,573
Sub Total Internal Revenue	0	9,573	9,573
Total Revenue	12,500	91,391	103,891
External Expense			
Asset Purchases	2,500		2,500
General Operating Expenses	2,500		2,500
Sub Total External Expense	5,000	0	5,000
Internal Expense			
Administration fees	30,000		30,000
Contract Expense	234,134		234,134
Employment /Labour Costs		91,391	91,391
Sub Total Internal Expense	264,134	91,391	355,525
Total Expense	269,134	91,391	360,525
Surplus/(Deficit)	(256,634)	0	(256,634)

INFRASTRUCTURE, HOUSING, INDUSTRY



Thamarrurr is now responsible for the provision of local government services and infrastructure support for the Wadeye Township & Manthatpe Sub-division as well as servicing large homeland centres and smaller living areas.

The Infrastructure, Housing & Industry Department is responsible to the residents of Thamarrurr for the maintenance management of a growing infrastructure that has been constructed over the 70 years of the region's 'settled' history (In 1935 Fr Docherty began the mission at Werntek Nganayi (Old Mission)). This infrastructure consists of houses and residential units, commercial premises, public buildings, parks, ovals, open spaces, public shade trees, industrial allotments and buildings, road network, culverts, sidewalks & walkways, curbs, traffic signs, car parks, guardrail fencing, surface and sub-surface storm water systems, refuse dump, barge landings & boat ramps, airstrips, pool, water bores & pumping facilities and sites of significance (both cultural & historic).

This infrastructure is the backbone of the community and it contains many of the resources that all together can well define the over all quality of life in a community.

The roads network servicing this area is the life line to sustainable occupation of homeland centres and requires expenditure of some \$4.5m to bring it up to standard of all weather, formed gravel road with associated culverts, flood ways etc.

In addition to this the cost of maintenance and ongoing repair & replacement of standard homeland infrastructure including electricity, water supplies and hygiene/ environmental health is not within current budget capacities.

Public transport does not exist within Wadeye. To address public transport needs, Thamarrurr is in negotiation with community organisations to establish public transport facilities (minibus) to provide affordable transportation throughout Wadeye and Manthatpe subdivisions and homelands.

Public spaces within Wadeye township are less than adequate for the population in excess of 2500 and the volume of pedestrian traffic.

In addressing these needs, Thamarrurr has been assisted by the Department of Community Development, Sport & Cultural Affairs, Town Planning division to undertake a revised the 'Land Use Structure Plan and Infrastructure Development Strategy'. This review, now completed, will provide a strategically staged plan to improve public facilities in the town area. Sinclair Knight Mertz Darwin undertook this review and involved traditional landowners, Council and community members.

The Parks and Gardens section of Municipal Hygiene is responsible for improvement of facilities including footpaths, parks and gardens and pedestrian walkways.

With increased expectations in the level of delivery of such services by both NT Government and Thamarrurr constituents, this division is receiving considerable attention in the current restructure exercise.

A further consideration is to improve quality controls throughout the division to lessen the need for 're-work' where projects are not fully completed or below standard.

This department provides considerable opportunity for the career development of local employees and this will be a priority in employee management and recruitment.

Historically, indigenous residents and non-indigenous Kardu Numida employees contributed a fee, paid weekly as a poll tax, locally referred to as a 'Service Fee'. This service fee contributes to the general fund in the absence of rates, to help maintain many of the municipal services including rubbish collection, use of refuse dump, airstrip and airstrip emergency lighting, barge/boat ramp and road maintenance, parks and gardens. It also helps to cover costs associated with the provision of post office facilities; security services, TV and radio broadcast facilities, library and museum and recreation facilities amongst other things.

There has always been opposition from non-council non-indigenous residents to contribute to these collections. Currently no non-indigenous resident other than Thamarrurr staff contribute to these fees. This needs to change. The Local Government Act permits the levying of fees for services supplied. Assistance will be sought from employers to encourage staff to willingly make weekly contributions in line with the rest of the region's population.

Municipal Hygiene Services

– (Rubbish Removal & Parks and Gardens, Dump Maintenance, Environmental Health)

Municipal Hygiene Services combines a number of activities, all aimed at maintaining and improving the standard of tidiness, cleanliness, safety and appearance of living areas and open or public spaces within the community.

Correctional Services have an agreement with Thamarrurr whereby offenders receiving Community Service Orders are given meaningful tasks which contribute to the wellbeing of the community. Predominately, these service orders are completed by undertaking tasks within the Parks and Gardens work areas.

The level of involvement of Thamarrurr staff in supervising these situations needs to be assessed and appropriately included in work programmes.

Rubbish Removal & Parks and Gardens

These two activities combine, to take responsibility for the management of the Town's residential and municipal solid waste removal programs and the maintenance of public spaces.

The Sanitation/Rubbish Removal component of this function aims to provide:

- Regular and efficient collection and disposal of domestic refuse from within the urban areas of Wadeye (approx 200 collection points, approx 20km per round, twice per week)
- Regular and efficient collection and disposal of commercial refuse from specific non-residential collection points, by arrangement.
- Rubbish bins and bin holders for each domestic collection point

The Parks and Gardens component of this function is required to:

- Develop and maintain public spaces, ovals, footpaths, streets, verges, median strips
- Maintain Oval lighting, irrigation system and viewing hills
- Maintain community perimeter – slashing of firebreaks
- Remove large/bulky objects (car bodies, tyres, empty drums, appliances etc) lying as rubbish within Wadeye township
- Maintain road signage and traffic controls (speed bumps, bollards)

Goals and Objectives 2004-05

Rubbish Removal

- Achieve 100% collection twice weekly of domestic refuse
- Supply rubbish bins as required (possibly 3 per house per year)
- Achieve 100% collection of service fees from non-council non-indigenous residents
- Put in place contracts with 100% of non-residential users of waste removal services
- Commence charge out to 100% Council business/industrial for waste removal
- Upgrade skills level of all indigenous employees including licensing for relevant machinery
- Conduct Workplace Health and Safety training sessions at least once per quarter

Parks and Gardens

- Provide additional refuse bins in high use public spaces
- Implement by-laws relative to litter control
- Install 'trash traps' within storm water drainage system

- Repair Oval lights and timers
- Provide additional viewing mounds around oval
- Overhaul controls on oval irrigation system
- Assess costs of additional irrigation soaker lines on eastern side of oval
- Repair median strip irrigation
- Perform an additional collection service for large/bulky items to allow for a 'pre-cyclone season' clean up (mostly collections) and a 'pre-dry season' cleanup (mostly broad scale slashing).
- Commence the development of structured pathways and erosion control measures
- Determine what would be appropriate as an encouragement/incentive to residents to maintain footpaths, and implement where possible
- Upgrade skills levels of all indigenous employees to ensure competency in use of all relevant plant and machinery
- Conduct Workplace Health and Safety training sessions at least once per quarter

Dump Maintenance

The dump maintenance function receives a specific purpose grant from the NT Government to help cover maintenance costs. Typical maintenance activities are:

- Regular pushing of the dump (twice weekly)
- Landfill over pushed areas quarterly
- Traffic control and regulation of dump face
- Maintenance of temporary, moveable fencing to catch windblown drift

Waste management will be receiving additional attention in the next 2 years as Wadeye moves towards best practice outcomes. This will involve much community education and participation. Thamarrurr has moved Natural Resource Management into the category of high priority, and the waste management practices of the community will form part of the future agenda.

The Mechanical Workshop will commence charging a small environmental levy on the sale of oils, tyres and batteries. It is hoped this will start to raise awareness of why these items are not good for the environment. All funds raised will be put towards the costs of appropriate disposal of these items.

Dump Maintenance this financial year includes the dumps located at Namarluk, Merrepan, Perrederr and other outstations.

Goals and Objectives 2004-05

- Raise the status of dump maintenance to a key role managed by a specific position, with measurable performance indicators
- Provide & utilise additional temporary fencing
- Install additional traffic control measures to ensure dumping occurs in correct area
- Continue to encourage the involvement of Natural Resource Management staff in waste management issues
- Commence development of 'Thamarrurr Waste Management Programme'
- Conduct self-audit of current refuse management practices, and evaluate against regulations applicable to Thamarrurr
- Continue to investigate alternative disposal options for materials not permitted in domestic landfill, and make recommendations to Council

- Investigate feasibility of charging industrial & commercial users of refuse facility a fee for permit to dump
- Push Namarluk dump
- Bury old Namarluk dump
- Bury old Merrepan dump
- Push Perrederr dump

Environmental Health

Thamarrurr environmental health is about creating and maintaining environments that promote good public health. Environmental health focuses on human health risks and hazards associated with natural and built environments. Identifying, anticipating and responding to these risks and hazards ensure public health and safety.

Included in Thamarrurr By-laws, are a number of regulations which may be used as tools to manage environmental health. Thamarrurr aims at becoming proactive in environmental health.

There are many environmental health issues. Anything in the environment that may pose a risk to public health and safety is potentially an environmental health issue.

Thamarrurr environmental health considers and responds to:

Pests, parasites and diseases transmitted by living creatures including:

- Scabbies
- Mosquitoes – Dengue Fever
- Vermin –Rats, cockroaches

Water management

- Waste water
- Ponding water

Safe/Healthy Housing/living environments

- Refuse
- Clothes lines and washing facilities
- Personal Hygiene
- Dust control
- Animals (dogs,cats)
- Weed management

Goals and Objectives 2004-05

- Re-establish a dedicated work team to undertake Environmental Health programmes
- Continue to implement the dog health programme
- Complete Dung beetle colonisation programme & report to Council on performance

- Develop and document a management plan for treatment & control of vermin including rats, cockroaches and white ants. Present this plan to Council.
- In conjunction with Financial Services, develop a schedule of charges for services performed for non-residential infrastructure and commence charge out of all such services
- Upgrade skills levels of all indigenous & non-indigenous employees to ensure current competency in use of all relevant plant and equipment, poisons & chemicals
- Conduct Workplace Health and Safety training sessions at least once per quarter
- Encourage indigenous employees to undergo accredited training in this field of work

Table 5 Budgets 2004 - 05 Municipal Hygiene functions

	Rubbish, Parks	Dump	Env. Health	Total
External Revenue				
Sales Protective Clothing	6,000			6,000
NT Capital Grants				0
NT Operational Grants		34,812	44,390	79,202
Sub Total External Revenue	6,000	34,812	44,390	85,202
Internal Revenue				
Contracts			5,000	5,000
Labour Sales	35,000			35,000
Unclassified/Misc Internal Income	105,583	7,188	51,110	163,881
Sub Total Internal Revenue	140,583	7,188	56,110	203,881
Total Revenue	146,583	42,000	100,500	289,083
External Expense				
Asset Purchases				
Employment/Labour Expenses	104,421		64,415	168,836
Materials & Contracts	5,450		8,400	13,850
Travel & Accomodation			2,873	2,873
Electricity			2,300	2,300
Training			4,000	4,000
General Operating Expenses			4,340	4,340
SubTotal External Expense	109,871	0	86328	196199
Internal Expense				
Accounting Fees	1,000	1,000	2,200	4,200
Contracts	15,000	3,000		18,000
Fuel	7,800		2,700	10,500
Employment /Labour Costs	5,200		5,200	10,400
Insurance			925	925
Repairs & maintenance			2,000	2,000
Workers Compensation	1,471		1,147	2,618
Materials & Parts	6,240	12,000		18,240
Plant & Equip Hire		26,000		26,000
Sub Total Internal Expense	36,711	42,000	14,172	92,883
Total Expense	146,582	42,000	100,500	289,082
Surplus/(Deficit)	0	0	0	0

Transport Infrastructure

The Transport Infrastructure section of Council brings together the functions of Roads, Barge Landings and Boat Ramps, and Airstrips. The roads are considered an asset of Thamarrurr however the Barge landing and airstrip are owned by Transport & Works. Homeland airstrips are considered the property of the homeland where the strip is located.

Roads

As with most local government organisations, Thamarrurr performance will be judged by the condition of the local roads network. Thamarrurr region includes over 300km of roads.

In consideration of this, Thamarrurr commissioned Darwin based engineering firm Matchplay to undertake an audit of local roads network and a scope of works and costings to bring the whole network to the classification of formed gravel, drained roads with 6 metre pavement.

This project was used as the basis for a submission to gain establishment funding of \$4.5m over 4 years which when combined with normal roads funding would allow this achievement over a four to five year period. These works would have also attracted additional roads funding as a result of roads funding methodology.

However it appears that funding required will not be forthcoming.

Road maintenance is contracted out to Thamarrurr's Civil Works crew.

Goals and Objectives 2004-05

- Maintenance grade/ clear drains throughout roads network
- Undertake Floodways / crossings maintenance & repair on:
 - Kuy access road
 - Namarluk / Merrepan roads
 - Nadirri access road
 - Nganditchi /Old Mission road
- Reformation re-sheeting sections of:
 - Kuy road
 - Wudapulli road
 - Kuybuyurr road
 - Fossil Head Road
 - Kudantiga road
 - Nadirri / Perrederr Road
 - Old Mission
- Additional works may result due to the proposed Woodside/Trans Territory Pipeline project.

Barge Landings & Boat Ramps

Perkins barge services Wadeye once a fortnight. Barge access is only available near full tide. The ramp accumulates mud and debris as a result of the movement of the barge onto the ramp. The barge landing in Wadeye is used also by many private boats and Police/Emergency services from within Wadeye and occasionally is used by other visiting tourist boats. The hardstand area was resheeted and stabilised, and lighting repaired during 2003-04.

The landing itself is subsidised by Transport and Works, who fund the major repair and maintenance works on the facility. Thamarrurr undertakes self funded periodic minor maintenance of both the ramp and hardstand area. A rising main is located beside the hardstand area and is an integral part of the fuel delivery system. This rising main is a Thamarrurr Fuel Services asset.

Thamarrurr Council will include the Wadeye barge landing area within the designated area of the proposed Land Use Agreement with Karlu Diminin Land Owners.

In addition, the region has a number of 'informal' barge landings, which, through necessity, have been established near outlying homeland centres and have been used on occasion to allow the inwards movement of quantities of building materials.

Access to the saltwater of Sandfly Creek has been given to Manthatpe Subdivision by way of clearing a swath through an area of mangrove in proximity to the subdivision. This facility is at times used for boats used by residents, in addition to recreational land based fishing activities of the subdivision residents.

Coastal homelands boat ramp facilities will be surveyed through the course of the internal audit of existing infrastructure needs as discussed in Homelands Support function.

Goals and Objectives 2004-05

- Continually monitor mud accumulation on Wadeye barge facility and when necessary (up to 6 times per year), dredge on available low tide.
- Maintain electricity supply to hardstand lighting and conduct minor maintenance to lighting if required.
- Monitor hardstand area for major potholes and damage and repair as required.

Airstrip

Wadeye airstrip is essential to the transport infrastructure of the community. Thamarrurr hold a maintenance contract with Transport & Works that covers the costs associated with daily checks, and periodic slashing of the perimeter. All other maintenance is at Thamarrurr expense.

Landing fees are levied on the registered owners of aircraft landing on the airstrip and these are collected through the Avdata system managed through Financial Services.

Murin Travel and Freight take responsibility for the terminal building and a demountable used by Hardy Aviation pilots on the ground in Wadeye. Hardy Aviation makes arrangements for fuel supplies to be delivered (in drums) periodically to Wadeye.

Located within the airstrip boundary is an automatic weather station, property of the Bureau of Meteorology. Adjacent to the airstrip (on the off-road side) is a cleared area which historically was used as a temporary strip during the construction of the existing sealed strip.

All larger homelands have unsealed airstrips. These strips require periodic slashing and grading. These strips also have perimeter fencing and gable markers. No lighting is provided for these strips and landing fees are not collected.

Lighting of the Wadeye strip is provided by Thamarrurr. Lights (mains powered) are turned on late afternoon and off in the morning. This removes the need to 'call out' staff for night evacuations. This lighting also enables the larger of the regular passenger planes to land on the strip after dark however this rarely occurs.

Additional emergency lighting (kerosene lamps) are still maintained in the event of need during times of power outage. These are located in a garden shed at the airstrip.

Responsibilities of the Airstrip function include:

For Wadeye Airstrip:

- Maintenance of gable markers and windsock
- Maintenance of airstrip lighting – electric
- Maintenance of backup airstrip lighting – kerosene lamps
- Maintenance of lights shed & trailer
- Provision of signage (Welcome, Restricted area etc)
- Maintenance of perimeter fencing
- Erosion control measures
- Parking areas
- Maintaining public liability insurance for airstrip
- Maintaining the Avdata landing fee collection system

For homeland airstrips

- Periodic grading and resheeting
- Periodic slashing
- Maintenance of gable markers
- Maintenance of perimeter fencing

Goals and Objectives 2004-05

- Investigate the feasibility of providing refuelling facilities
- Determine the scope of public liability insurance cover over additional homeland airstrips
- Investigate, document and respond to Public Liability risks, eliminating where possible, all such risks, as airport operators both for Wadeye and homeland strips
- Stabilise gravel car park adjacent to Wadeye terminal
- Provide additional signage for directions to users
- Grade Fossil Head airstrip
- Grade Merrepan airstrip
- Clear Nadirri airstrip surrounds of regrowth
- Undertake routine maintenance of kerosene lamps, ensuring all wicks are serviceable, and lights operational.
- Undertake training of staff that monitors the airstrip in the use and layout of kerosene lighting.
- Ensure copies of manuals covering the use of kerosene lighting are located in the light shed and in other strategic places, and that staff are aware of their location.

Table 6 Budgets 2004 – 05 Transport Infrastructure

	Barge Landings & Boat Ramps	Airstrips	Roads	Total
External Revenue				
Landing Fees		30,000		30,000
Contracts		16,000		16,000
Cwlth Roads Funding			185,367	185,367
Sub Total External Revenue	0	46,000	185,367	231,367
Internal Revenue				
Unclassified/Misc Int Income	1,000			1,000
Sub Total Internal Revenue	1,000	0	0	1,000
Total Revenue	1,000	46,000	185,367	232,367
External Expense				
Repair & Maintenance		11,300		11,300
Avdata accounting fees		3,150		3,150
Materials & Contracts		15,000		15,000
SubTotal External Expense	0	29,450	0	29,450
Internal Expense				
Accounting Fees		1,000		1,000
Contracts		4,000	185,637	189,637
Labour		10,000		10,000
Repairs & maintenance	1,000			1,000
Sub Total Internal Expense	1,000	15,000	185,637	201,367
Total Expense	1,000	44,450	185,367	230,817
Surplus/(Deficit)	0	1,550	0	1,550

Municipal Buildings & Facilities

The Municipal Buildings and Facilities section of Council has been newly formed in this financial year. It draws together the buildings owned by Thamarrurr in addition to the Swimming Pool, Cemetery and Morgue.

General Buildings

It is planned that by the commencement of the 2006 financial year, all services using Thamarrurr buildings would be paying a commercial rental to a General Buildings function, which in turn, would take responsibility for all maintenance performed. This scheme would have a number of benefits:

- It is believed this would result in improved cyclical maintenance programmes, keeping buildings in a better state of repair.
- Work programmes of building trades could be better planned if all buildings repair and maintenance were being scheduled and directed in an organised, predictable manner.
- More realistic operating costs would be seen in financial statements where presently not all buildings used by a function are considered an asset of that function thus no depreciation is shown
- Even though it may be considered to be the same bucket of money being shuffled around, it is believed it will force efficiencies and economies within functions to include building costs as operational costs
- Funds raised through this scheme may enable a programme of major renovation as required.

Some buildings already operate as part of this scheme, however others do not.

On occasion work is performed at Thamarrurr expense on buildings not the property of Thamarrurr. Examples include wheelchair access to Court House, minor renovations to Church property, or minor works at OLSH School. This type of expense will also be included in this function.

Compounds surrounding buildings or used by specific functions may also be included in this scheme. For example, the area designated as the Batching Plant may incur an annual rental to the Concrete supply function.

As there are insufficient funds to allow for the budgeting of depreciation of assets, Thamarrurr has not been in the practice (through KNI) of setting aside funds for asset replacement cost.

If current cost accounting principles cannot be applied by funding depreciation charges in annual budgets, Thamarrurr will inevitably find itself with rampant infrastructure decay. Already, some council buildings show considerable decay and disrepair. Examples can be seen throughout the older staff housing units.

It is highly unlikely that a bottomless bucket will be available from the governments of Australia to fund the rebuilding of assets in a town like Wadeye. As it is today, there are insufficient funds available to put the assets on the ground in the first place as is evidenced by the serious housing shortages experienced currently.

Ways have to be explored to provide for the future replacement of major infrastructure assets.

A number of council buildings/sheds and pipe racks located in the older 'industrial area' of town, in the vicinity of the power house, are now disused and considered not suitable for any current purpose. Building Constructions have materials in one shed however are looking for alternate storage space elsewhere. Power is not connected to this building. One shed was burnt down four years ago. A second fire occurred in another shed in early 2004. This infrastructure needs to be considered in light of insurance costs, public risk, general aesthetic quality and historic relevance.

Goals and Objectives 2004-05

- Develop rental schedule for all types of buildings and compounds, in readiness for 2005-06 estimates
- Document how proposed system will operate and conduct information workshops with Managers
- Develop maintenance schedule for all buildings
- Consider options for relocating the parking space available at the main Council office, in order to reduce wilful damage to vehicles
- Determine public risk of disused council property

Swimming Pool

The construction of a pool had been on the agenda for at least 20 years (as indicated by letters from school children held in council archives). After many years, the pool finally opened earlier in 2004, and has been used consistently since that time. Water activities form part of the school programme and also part of the Aged Care programme. The pool is open to the general public outside school hours for general recreational use. The pool operates under a 'No School, No Pool' policy.

Usage from April to June saw approx 70 to 100 children per day using the facility.

The issues surrounding the pool include supervision, maintenance and security.

Six Lifeguards were trained in readiness for the pool opening, however by August, all of these people had ceased work. At least two people need to be available for this work if the pool is to remain open 7 days a week. The position of Pool Supervisor is held by an appropriately qualified person, who is present at all times people are within the pool grounds.

Regular, satisfactory maintenance is essential to maintain both the safety of the pool users and the continued opening of the pool.

Security of the pool, both during opening hours and when closed has so far been satisfactory.

Swimming Pool R&M

The Swimming Pool R&M function is responsible for:

- Water testing & quality, & maintaining daily log books of all test results and treatments
- Plant & Equipment maintenance, log books, scheduling of 'shut down' periodic maintenance
- Grounds maintenance and landscaping
- Public Amenities within pool complex

Goals and Objectives 2004-05

- Maintain quality controls ensuring continued safe environment for users
- Develop & implement a mechanism, in conjunction with the Executive, to report periodically to Council on pool usage and other related issues
- Investigate waste water runoff / erosion control measures and make recommendations to council

Swimming Pool Safety

The Pool Safety function includes all areas related to the safety of the public.

The most pressing issue concerning pool safety is the difficulty of maintaining a lifeguard presence at the pool. Decisions need to be made by Council concerning what will happen when this situation arises. Responsibility for this situation lies with the Council and not the Pool Caretaker.

Significant areas of responsibility are:

- Water quality
- Supervision of swimmers and pool users
- Safe pool environment minimising accidental injury risk

Goals and Objectives 2004-05

- Continue Recruitment and training of indigenous lifeguards
- Develop a plan/procedure which deals with times of no life guards for Council to consider
- Explore and document all areas of risk to the public, minimise and eliminate risks where feasible.
- Document ongoing risk management processes

Cemetery and Morgue

The public cemetery and morgue facilities are provided free of charge to residents of Thamarrurr region. Costs of coffins, grave digging and some related funeral expenses are covered by Thamarrurr from the General fund. Thamarrurr obligations concerning the Cemetery Act (NT) need to be investigated to disclose whether the conditions under which the cemetery and morgue operate need to change given the upgraded status to Community Government Council.

Present responsibilities of this function include:

- Make available plots within the cemetery, for use of residents
- Make available machinery to dig and backfill graves
- Make available locally built coffins when required
- Keep the morgue in good working order to be available to general public, Health Department and NT Police as required

Goals and Objectives 2004-05

- Undertake renovations necessary to more adequately ventilate and provide privacy screening to the morgue
- Fence morgue
- Paint Morgue
- Consider legal obligations of Cemeteries Act (NT)

Table 7 Budgets 2004 – 05 Municipal Buildings and Facilities

	General Buildings	Swim R&M	Swim Safety	Cemetery & Morgue	Total
External Revenue					
Contracts	120,000				120,000
Sub Total External Revenue	120,000	0	0	0	120,000
Internal Revenue					
Unclassified/Misc Internal Income		90,000	21,821	13,920	125,741
Sub Total Internal Revenue	0	90,000	21,821	13,920	125,741
Total Revenue	120,000	90,000	21,821	13,920	245,741
External Expense					
Repair & Maintenance					
Employment & Labour			12,644		12,644
Consultants	10,000				10,000
Electricity		12,000		600	12,600
Training			6,000		
Materials & Contracts		30,000	2,873		32,873
SubTotal External Expense	10,000	42,000	21,517	600	74,117
Internal Expense					
Accounting Fees		2,000			
Contracts	110,000			13,320	123,320
Insurance		7,000			7,000
Labour		24,000			24,000
Workers comp			304		
Repairs & maintenance		15,000			15,000
Sub Total Internal Expense	110,000	48,000	304	13,320	171,624
Total Expense	120,000	90,000	21,821	13,920	245,741
Surplus/(Deficit)	0	0	0	0	0

Fuel Systems

Fuel systems include the supply and delivery of Comgas, diesel and unleaded fuels.

Comgas and diesel are available through the computerised bowser/card system that operates on credit or prepaid cards enabling an unmanned operation. During the last twelve months, the system has undergone some minor inconveniences with equipment failure and/or telephone connection failures.

The bowsers are connected to a control in the Mechanical Workshop, which in turn is connected through the telephone lines to a computer located in the Financial Services Department. Contingency plans need to be documented to cover situations where the computerised system does fail. The system may be reverted to a manual delivery system, however no clear decision has been made which indicates when this should occur and the procedures under which the manual system will operate.

Prepaid fuel cards can be purchased from the store or post office. If either of these two outlets is not available, the finance office may sell cards in one off situations.

Most fuel arrives in Wadeye via Perkins barge. A rising main is located on the hardstand area of the barge landing, which is used to pump fuel from the barge to the bulk tanks. In times of emergency, small stocks of fuel may be purchased from Palumpa Station. (Likewise, Palumpa Station may purchase from Thamarrurr in times of urgent need).

In February, a bulk delivery of diesel fuel from Perkins barge was contaminated with seawater. A number of vehicle engines were damaged and a large quantity of fuel became unsaleable as a result. At present, Perkins is accepting no liability and the matter has not been resolved.

During the dry, some bulk fuels come by bulk tanker using road transport. These tankers may also make deliveries to Peppimenarti and Palumpa en route. At times, QAL transport may bring fuels on the weekly freight run.

Unleaded fuel still remains a controversial subject. Two areas are of concern. Firstly, whether petrol sniffing exists within the community and whether the community should consider ceasing the sale of unleaded fuel. Secondly, the inability of Thamarrurr to monitor the distribution of this fuel allows room for misuse of unleaded stocks. In the short term, Thamarrurr needs to find ways to manage unleaded fuel stocks and usage.

Current responsibilities include:

- Maintaining satisfactory levels of diesel and Comgas in the bulk storage tanks to meet customer demand
- Selling prepaid fuel cards to store and post office, for resale
- Maintain computer equipment to enable ongoing sale of fuel through computerised system.
- Monitor and charge out fuels used by Thamarrurr, and those fuels sold on credit
- Provide unleaded in drums, with restrictions on security and distribution of this fuel

Goals and Objectives 2004-05

- Document and assess actual cost and logistics of transferring system to alternate card supplier and forecast savings if proceeded with, and submit to council for consideration
- Seek opinion from community on unleaded issues and discuss in formal council meeting
- Develop a Disaster Recovery Plan for computerised fuel systems and present to council
- Develop and implement systems of higher accountability for unleaded fuel distribution and security

Civil Constructions/BSST

This function is a combination of what were previously two distinct work areas.

Civil Works handled all matters relating to the use of heavy earthmoving machinery and civil construction in general, particularly roads maintenance, airstrip grading, dump pushing, quarrying and gravel pit preparation and site preparations and build up for construction activity. One off civil construction projects may be handled through this function also. All work performed by Civil Works is on a fee for service basis.

BSST (which stood for Building Support Services and Transport) was the work area primarily responsible for the fleet of vehicles, trucks and machinery used for transporting building materials within the region and also carting, unloading & delivery of other materials and freight.

This work area was historically also responsible for batching and supply of bulk concrete throughout the region. All work performed by BSST was on a fee for service basis.

Due to changes in work programmes resulting in reductions in staffing, the two areas were combined into one however the concrete batching component moved across to Building Construction, leaving the freight / fleet with Civil Works.

Thamarrurr feels the need to separate the two as the level of service available from the BSST component has declined, as has the standard of fleet maintenance of BSST assets. This will require a commitment to provide accommodation, if non-local people fill specific positions within BSST.

This function is an area where local people can gain proficiencies and contribute in an ongoing, meaningful way, to the Thamarrurr organisation and community.

Civil Works also maintain the bore and pumping equipment located beside to Lot 493 (Opposite Women's Centre). This facility is the only alternate of the council, to reticulated water within the community and is used for filling water trucks etc with untreated water.

Responsibilities of this function currently are:

- Undertake contract works where available, in all forms of civil construction
- Maintain machinery & fleet in satisfactory condition
- Unloading of Barge, QAL and special purpose (building) freight
- Maintain licensed operators for all machinery and equipment

Goals and Objectives 2004-05

- Undertake all roadwork in the region made available to Thamarrurr
- Perform maintenance grades under contract to Roads Infrastructure function
- Perform airstrip grading and dump pushing on homelands whilst undertaking roadwork on homeland access roads under contract to Homeland support function
- Charge out 100% of works undertaken
- Provide training opportunities in:
 - Certificate IV Workplace Trainer/Assessor
 - Plant Operator training
 - Heavy vehicle training
 - Construction/Roads strategic signage
 - Workplace safety
- Purchase equipment including:
 - Prime mover
 - Two side tipper trailers

- Water tanker
- Undertake major maintenance on Cat 950 Loader – Clutch/transmission \$15,000
- Survey and document maintenance needs of all vehicles and machinery within the function, including registration renewals, and develop a maintenance schedule
- Implement maintenance schedule determined from above.
- Prepare for a split in 2005 –06 of Civil Works / BSST functions
- Assess the condition of equipment on council bore. Report to council, including replacement costs if necessary.

Metal Fabrication

The Metal Fabrication Workshop provides the services of boilermaker/engineering shop for the region. This facility is essential in many respects and if not a specific function, would still exist within another such as the Mechanical Workshop.

Some concern exists about the feasibility of this function, as the number of hours charged out is insufficient to cover costs. Other means of ensuring the viability of this function need to be investigated.

Currently the Metal Fabrication Workshop is responsible for:

- Providing welding services for all Thamarrurr departments, particularly the Mechanical Workshop and Civil Works areas
- Fabrication of all steel security gates and fabrication of other security measures where necessary
- Fabrication of shelving for Housing
- Providing metal fabrication services to other individuals and organisations within the region
- Providing training for apprentice

Goals and Objectives 2004-05

- Seek alternate means to ensure viability of this function
- Charge out 80% of all labour
- Charge out 100% of all materials
- Conduct Workplace Health and Safety training sessions at least once per quarter
- Encourage indigenous employees to undergo accredited training in this field of work

Mechanical Workshop

For some years now the Mechanical Workshop has struggled to remain viable. History tells us it is possible to make a profit through this function. More direct expense is being incurred than charged out. These issues are being addressed and it is hoped that by June 2005, the Workshop will be back on its feet.

Changes occurring in the workshop include measures to keep the public away from the workshop floor by installing fencing, lockable gates, counters and admin staff. This has become necessary due to public liability issues faced by the workshop. Ongoing public and staff education is required to ensure non-workshop staff do not gain access.

Recruiting has become an issue. Qualified senior staff has not yet been recruited to manage the workshop. Contractors are still being imported at great expense to cover emergency needs.

The Workshop has faced continual break-ins and vandalism for the past 12 months. Security measures are still being upgraded as new means are found to break in. Current workshop policy requires that no vehicles are left on the hoist or in the workshop overnight. This requires careful planning of the work programme.

Environmental issues facing the workshop have been put on the agenda. Issues include the wash down area wastewater management, disposal of used oils and oil filters and old battery & tyre disposal.

Current responsibilities include:

- Service and repair Thamarrurr vehicles and machinery to standards required
- Where possible offer repair and maintenance services to other organisations and the general public
- Offer training to indigenous employees to Certificate levels
- Make available for resale various vehicle related consumables such as oils and tyres

Goals and Objectives 2004-05

- Deliver quality service to 100% of customers
- Charge out 90% of Mechanics labour
- Charge out 100% materials, freight and goods for resale
- Minimise inventory to non-specific items only
- Provide a written quote prior to any work being commenced, for all jobs
- Reinststate Goods In / Goods Out registers or similar
- Restrict access to workshop floor to Workshop staff only
- Fence perimeter of workshop grounds
- Periodically survey security needs and implement corrective procedures/works
- Determine a course of action for all materials deemed to be 'written off' at 30 June, document disposal treatment and report to Council on outcomes
- Conduct Workplace Health and Safety training sessions at least once per quarter
- Encourage indigenous employees to undergo accredited training in this field of work

Security Services

The Security Service function of council incorporates both Women's and Men's Night Patrol activities in addition to security services contracted from other professional providers.

There have been obvious beneficial outcomes shown, when these services are running under the dedicated attention of a specific co-ordinator, and when appropriate training is provided. Unfortunately, due to limited resources available in the past 12 months, the Men's Night Patrol suffered many set backs to the point where it was disbanded.

The night patrols target youth and children who may be roaming the streets through the night, generally addressing vandalism and noise issues. The night patrols will alert Police if issues are beyond their responsibilities. Night Patrols are not meant to put themselves in danger.

Women's Night patrol has not run for some years.

The function, although not currently active is likely to be required at some point in the coming 12 months.

Responsibilities of these functions have historically included:

- Street patrols, sending or driving young children home
- Security checks on non-residential premises
- Security patrols through staff residential areas, paying attention to vacant units and units with absent tenants, and to vehicle security for all vehicles in Wadeye
- Alerting Council management to perceived security issues
- Alerting Police to confrontational issues
- Assisting Health Centre staff maintain order in times of crisis

Goals and Objectives 2004-05

- As needs require (no budget provisions)

Table 8 Budgets 2004 - 05 Fuel, Civil Works Metal Fab, Mech Wshop

	Fuel	Civil/BSST	Met Fab	Mech Wshop	Total
External Revenue					
Sales Diesel / Comgas	272,000				272,000
Sales Unleaded	37,440				37,440
Fuel Card Deposits	4,000				4,000
Sales Labour			9,000	170,000	260,000
Sales Materials			9,000	90,900	99,900
Sales Freight				14,800	14,800
Plant & Equip Hire		25,000			25,000
Contracts		23,400			23,400
Sub Total External Revenue	313,440	48,400	18,000	275,700	736,540
Internal Revenue					
Sales Diesel / Comgas	228,737				228,737
Fuel Cards	4,400				4,400
Sales Labour			25,000	102,342	12,342
Sales Materials	6,240		15,000	102,341	123,581
Sales Freight				7,194	7,194
Plant & Equip Hire		34,000			34,000
Contracts		233,687	80,000		313,687
Sub Total Internal Revenue	239,377	26,787	120,000	211,877	838,941
Total Revenue	552,817	316087	138,000	487,577	1,575,481
External Expense					
Assets	2,500				2,500
Employment & Labour		99,247	89,422	196,737	385,406
Bulk Fuel Purchases	367,880				367,880
Freight	35,000				35,000
Interest		1,450			1,450
Materials & Contracts	13,000	40,000	47,293	215,727	316,020
Training			2,000		2,000
Electricity			2,200	3,200	5,400
Plant & Equip Hire		50,000			50,000
Freight			3,940	16,923	20,863
Gas Cylinder Hire			12,000		12,000
General Operating Expenses				3,150	3,150
Royalties		5,000			5,000
Registrations		1,500			1,500
SubTotal External Expense	418,380	197,197	156,855	435,737	1,208,169
Internal Expense					
Accounting Fees	31,200	15,000	6,900	20,000	73,100
Fuel		50,000	250	200	50,450
Insurance	2,000	2,500	1,030	2,140	7,670
Labour		35,000	0	0	35,000
Employment/Labour costs		5,200	10,400	15,600	31,200
Workers comp		2,362	1,659	4,450	8,471
Repairs & maintenance		50,000	0	3,000	53,000
Sub Total Internal Expense	33,200	160,062	20,239	45,390	258,891

Total Expense	451,580	357,259	177,094	481,127	1,467,060
Surplus/(Deficit)	101,237	(41,172)	(39,094)	6,450	108,421

Housing

With housing occupancy rates approaching 17 per three bedroom house on average in Wadeye, coupled with population increases in the vicinity of 80 – 90 per year, the management of community housing stock has been given the highest priority.

In developing a comprehensive business plan for the construction and management of regional housing stock, Thamarrurr has adhered to the following principles:

- **In regard to housing construction:** That given the current housing needs of approximately 250x 3 and 4 bedroom houses, and the limited funding sources equating in dollar value to 5 new houses per year, that all efforts are taken to ensure the reduction and stabilising of construction costs via:
 - Adopting construction methods that will maximise use of local resources being local employees, local extractive industry
 - Standardisation of the design of houses, thereby reducing recurrent expenditure on consultants costs (engineers / architects etc)
 - Ensuring design and construction components are user friendly to local employees and where possible are completed in single 'fix'
 - That all aspects of construction utilise local employees & apprentices in both civil and structural disciplines
- **In regard to housing management:** Thamarrurr councillors and staff recognise their responsibilities as landlords for all community housing stock and will implement strategies that:
 - Recognise public liability obligations
 - Ensure safety and environmental health issues are given priority in repair and maintenance schedules
 - Ensure houses are regularly inspected and issued with compliance approval in regard to electrical/plumbing installations
 - Ensure benchmarks and performance indicators and quality assurance procedures are transparent and equitable to all tenants
 - Provide information sessions that allows tenants to be familiar with rights and responsibilities of being a tenant
 - Produce maximum efficiency in the co-ordination of repair and maintenance programmes from services of
 - Fixing Houses for Better Health
 - IHANT Emergency Repair Programme
 - Rental collection allocations
 - Minor renovations
 - Ensure record management and administration procedures to comply with relevant statutory obligations including Information Act and Work Health and Safety legislation
 - Ensure housing allocation policies are adhered to and that applicants are advised of likely waiting periods in relation to construction programmes

Housing Management

To enable clearer financial reporting of overhead costs in the housing division, Housing Management has been given an identity separate to the works being undertaken within the financial reporting framework.

With approval from Council, Housing Management has taken on the responsibility of maintaining the population database for the region. This database is being used to monitor population growth, movement trends, rental collections, housing occupancy rates etc. This information is vital for planning purposes.

The value of rent in 2004 was \$10 per adult head per week. Total collections for the year were \$388,390. This can be converted to 747 people paying rent for the entire year – approx 75% of collections due. As yet people defaulting on rent payments are not being invoiced for back rent. Most people who default are generally those who are more transient. The option of allotting these people a 'debtor' status has been considered however it is felt that being proactive in having forms signed is achieving satisfactory results for now.

Housing staff has raised the level of collections over prior years by ensuring that Centrelink deduction forms and payroll deduction authorities remain current. Local Centrelink staff are assisting in these efforts by reminding all people when they apply for benefits, to sign deduction authority forms.

The value of Housing debtors was historically an issue. At the close of 2004, the total value of housing debtors was less than \$5000. Housing debtors generally came about as a result of malicious damage. The malicious damage is not occurring to the extent that it was even three years ago.

It is believed that increased efforts by Council & governments to maintain a quality within the homes is being repaid by the occupiers, who are making significant attempts to prevent malicious damage occurring. Maybe also, because the standard of housing condition is rising, the 'frustration' factor is not so significant.

Goals and Objectives 2004-05

- Increase rental collections to above 80%
- Ongoing delivery and development of housing management initiatives as per current Community Housing Business Plan (separate document)
- Composite repair and maintenance programmes simultaneously utilising funding from:
 - Commonwealth Department of FaCS, Fixing Houses for Better Health (FHBH)
 - IHANT Emergency Repairs
 - Rental Collection allocations

These works will progress throughout this financial year and include houses within Wadeye, Mantharpe and all homeland centres.

This co-ordinated approach and the utilisation of composite funding are providing economic efficiencies in R&M delivery.

Staff Housing

The provision and maintenance of staff housing remains a serious constraint on development.

Much of staff housing stock is a legacy of mission era and is generally high maintenance.

In this financial year, Housing Management will undertake to manage staff housing repair and maintenance utilising funds collected from staff rental contributions and departmental levy collections. Previous years saw the Administration arm of Council managing staff housing. The Executive will continue to make staff housing allocations.

Of significant expense in this area, is the refurbishing and renovating of homes and units as staff changes. The issues of applying bonds to staff are being considered, as are the economies/efficiencies of permanent staff bringing their own furnishings. Also being considered in light of bonds etc, are means to ensure that staff also take care of the grounds of the accommodation in which they live.

Not all staff accommodation power supplies are metered in a way that allows for a user pays system of power costs. Thamarrurr therefore is required to wear high electricity costs that are not being adequately covered by staff contributions. This issue will be addressed in this financial year.

Some staff units are used for short and medium-term 'contractor' accommodation. High expenses are incurred in these units in power usage, and in some instances telephone usage. Further planning is required to ensure these costs are being adequately covered in job costings.

No new staff housing is planned for 2004 –05 however Thamarrurr is continuing to facilitate negotiations between:

- Local land owners
- Northern Land council
- Commonwealth and NT governments
- Private Lending Institutions
- Thamarrurr council

aimed at creating an environment which will allow staff housing for each community organisation and government employees to be funded via private funding sources and loan repayments, security to be serviced through long term lease/rental agreements.

Goals and Objectives 2004-05

- Develop a management plan for staff housing which includes a 'rolling renovation' program through the older staff accommodation units.
- In the course of the management plan development; assess current staff accommodation costs in light of rents received, outlays made and maintenance required for the next 3 to 5 years, and report findings and recommendations to Council.

IHANT Capital (prev Year)

Thamarrurr has carry over IHANT funds to be directed to the construction of new housing.

In addition, indications are that Thamarrurr will be offered future funding from IHANT sources over a three-year period.

Subject to negotiation in regard to

- Local employment and training outcomes
- Construction management proposal
- Construction costs /Quality Assurance

it is possible that this carry over funding will be utilised in a proposed three year construction plan.

Goals and Objectives 2004-05

- Expend and acquit carry over funds during 2004-05 financial year.

Table 9 Budgets 2004 – 05 Housing Mgmt, Staff Hsg, Prev Yr Capital

	Housing Mgmt	Staff Hsg	Prev Year IHANT	Total
External Revenue				
Community Housing Rent	400,000			400,000
Staff Rents		36,000		36,000
Bank Interest	4,150			4,150
NTG SPG Housing Mgmt	108,500			108,500
Sub Total External Revenue	512,650	36,000	0	548,650
Internal Revenue				
Rent Bldgs/Offices	12,000			12,000
Rent Staff Hsg		160,550		160,550
IHANT Bldg Mtc Charges	271,700			271,700
Sales Labour	244,337			244,337
Sales Materials	170,905			170,905
Sales Freight	3,150			3,150
Plant & Equip Hire	15,720			15,720
Misc Internal Income	1,000			1,000
Contracts	23,000			23,000
Sub Total Internal Revenue	741,812	160,550	0	902,362
Total Revenue	1,254,462	196,550	0	1,451,012
External Expense				
Assets	35,600		198,933	234,533
Employment & Labour	282,314			
Travel & Accommodation	21,130			
Cpay fees	7,500			
Materials & Contracts	412,846			
Repair & Mtce		20,000		
Electricity	6,000			
Plant & Equip Hire	3,000			
Freight	21,265			
Consultant fees	6,890			
General Operating Exp	9,000	70,000		
Telephone	3,510			
Registrations	2,500			
SubTotal External Expense	811,555	90,000	198,933	1,100,488
Internal Expense				
Accounting Fees	39,675	9,830		
Administration Fees		5,200		
Contracts			646,339	
Fuel	10,000			
Insurance	2,500			
Labour		10,400		
Employment/Labour costs	28,600			
Workers comp	5,532			
Unclassified Int Expenses	300,500			
Repairs & maintenance	17,000	60,000		
Sub Total Internal Expense	403,807	85,430	646,339	1,135,576

Total Expense	1,215,363	175,430	845,272	2,236,065
Surplus/(Deficit)	39,099	21,120	(845,272)	(785,053)

FHBH

The Fixing Houses for Better Health programme commenced in March 2004. This programme aims to " Stop people getting sick" by making basic, low-cost improvements to existing housing and immediate surrounding living areas. The total programme budget for Wadeye was \$1,057,310. Approximately half of these funds had been expended by 30 June 2004.

The programme typically addresses the 'Health Hardware' and by doing so aims to correct and improve:

- Safety issues
- Ability to wash
- The washing of clothing and bedding
- Removal of waste water safely
- Nutrition
- Crowding
- Negative contact between animals, insects, vermin and people
- Dust
- Temperature control of the living environment
- Minor injuries

Goals and Objectives 2004-05

- Complete the remainder of the FHBH programme

IHANT Emergency Repairs

The IHANT Emergency Repair programme is an NT Government initiative, which allocates up to \$1700 per house. This programme will continue in 2004 – 05

Goals and Objectives 2004-05

- Undertake IHANT Emergency repairs as per funding guidelines

Rent Maintenance programme

The rent maintenance programme is the function created to help delineate housing management overheads from actual work undertaken. All work in this area is funded from Housing Rent Collections or other general funds of Council.

This programme aims to undertake the balance of work required to maintain houses that is not covered by other funding arrangements such as FHBH or IHANT Emergency Repairs. Typically this will include painting, tiling, minor and major renovations.

Goals and Objectives 2004-05

- Establish systems & procedures which record expenditure on housing maintenance
- Implement these systems and train housing and finance staff in their application
- Utilise at least 75% of rent collections on repairs and upgrades of community housing.

NT Government Special Project

As part of the COAG/ICCP initiatives, the NT Government allocated an additional \$605,000 towards housing and employment / training projects in 2003-04.

These funds are being well utilised in:

- Undertaking major housing renovations at Perrederr to support Thamarrurr expansion and establishment of Council Works depot and staff at Perrederr
- Pre-cast concrete panel factory and steel fabrication facility (roof trusses)
- Construction of Training Room complex with ablutions adjacent to Housing Workshop/administration centre

Goals and Objectives 2004-05

- Complete all works as per funding agreement

Homeland Support

Thamarrurr has identified Homeland Support as the function to service both major and minor homeland centres previously serviced by Murin Association through the Murin Resource Centre at Wadeye.

The business conducted through the Resource Centre is still taking place, however Thamarrurr now employs and manages the staff and Thamarrurr receives funding.

It is the intent of Thamarrurr to conduct an audit of infrastructure needs, commencing November 2004, for the homeland centres particularly taking into consideration:

- Land use planning
- Electricity supplies
- Water supplies/storage
- Sewerage / septic installations
- Other existing infrastructure
- Future development needs

It is intended to use information collected to assist in the formulation of a 5-year development plan.

It is proposed that this exercise will involve a number of stakeholders including:

- Commonwealth Government
- Northern Territory Government
- Local Government Association
- Thamarrurr
- Land Owner Groups

Due to the changes in delivery of Commonwealth Government funding as a result of the ATSIC decision it is proposed that this development will adhere to Thamarrurr policy of normalisation. In that those homeland centres with the potential to grow into sizeable townships (300 – 400) will be considered as needing infrastructure suitable to such a population.

The purpose of involving Commonwealth and Northern Territory agencies is to ensure that planning precedes development.

Also to provide opportunities to develop and fine-tune service delivery / funding arrangements in the environment of new Commonwealth government 'Mainstreaming'.

Electricity Supply

Thamarrurr members have agreed to a proposal that will see Thamarrurr normalise electricity supplies to "24 hours, 240 volt supply" to major centres of Kuy, Wudapulli, Merrepan, Namarluk and Perrederr. This will be in consideration of an increased Rent/Service fee collection and that householders pay for electricity via 'pre-paid' metres to be installed in each home.

Thamarrurr intends that in a staged process to upgrade electrical reticulation infrastructure to PAWA standards, electrical wiring into houses/metre boxes will also be upgraded and pre-paid metres installed.

Kuy and Namarluk will be operational under this agreement before the wet season.

Selected persons will undergo 'Essential Service Officer' (ESO) training and will be employed by Thamarrurr to monitor and service installations.

Electricity upgrades Kuy, Merrepan, Namarluk \$65,000

Water Supply

Several homeland water supplies are already inadequate to meet current demands.

On establishment, installations were often

- Located for convenience, not for supply
- Inadequately cased and screened

Solar panels for pumps were often subject to shade early morning and late afternoon.

Where possible in major homelands, Thamarrurr will move away from solar power in electrical and water supply.

The proposed audit/development plan should prioritise programming for the upgrade to water supplies, particularly new bores.

Existing bores were serviced in 2003 and many were found to be caving in due to lack of screening and did not respond to bore rehabilitation attempts.

In anticipation of securing funding to upgrade selected water supplies in line with development plan, Thamarrurr will carry out minor installation and repairs to Kuy, Merrepan, Namarluk, Nadirri, Fossil Head, Kudantiga, Old Mission. Est cost \$35,000

Ongoing responsibilities of this function include:

- Provision of administration support to homeland residents incl cheque cashing & chuck-in accounts
- Provision, repair and maintenance of homeland housing
- Provision of ESO & maintenance to power, water and sewerage services in homelands
- Maintain homeland roads
- Provide workshop facilities for homeland vehicles and equipment

Goals and Objectives 2004-05

- Undertake infrastructure audit all homelands
- Prepare 5 year Development Plan all homelands
- Kuy, Merrepan & Namarluk – upgrade electricity supply, rewire where required, and install metre boxes
- Train homeland ESO's
- Upgrade water supply all major homelands

Table 10 Budgets 2004 – 05 Housing Specific Projects

	FHBH	IHANT Emerg Rep	Rent Mtce	Capital Spec. Project	Homelands	TOTAL
External Revenue						
ATSI Capital					104,412	108,412
ATSI Operating					317,363	317,363
NTG SPG IHANT Emerg Rep.		339,700				339,700
Sub Total External Revenue	0	339,700	0	0	425,775	765,475
Internal Revenue						
Unclassified Internal Income			300,000			300,000
Sub Total Internal Revenue	0	0	300,000	0	0	300,000
Total Revenue	0	339,700	300,000	0	425,775	1,065,475
External Expense						
Assets					108,412	
Empl'ment & Labour	50,929				176,800	
Travel & Accom	2,873					
Catering	8,000					
Materials, Contracts	364,044			248,000		612,044
Audit Fees					5,000	
Minor Plant & Tools	6,000					
Protective Clothing	2,000					
Freight	12,000			15,500		27,500
Consultant fees				41,530		
General Op'ting Exp	850					
SubTotal External Expense	446,696	0	0	305,030	290,212	1,041,938
Internal Expense						
Accounting Fees				3,260	7,500	10,760
Plant & Equip Hire	15,720				20,000	35,720
IHANT Bldg Mtce	0	271,700				271,700
Contracts			50,000	234,689	55,000	339,689
Fuel	7,500				19,137	26,637
Insurance	500	68,000				68,500
Materials	10,480		125,000			135,480
Labour	28,912		125,000	46,500		200,412
Rent Bldgs/Offices	12,000					12,000
Workers comp	1,224				3,925	5,150
Misc Intl Expenses	1,000					1,000
Repairs & mtce					30,000	30,000
Sub Total Internal Expense	77,336	339,700	300,000	284,449	135,562	1,137,048
Total Expense	524,032	339,700	300,000	589,479	425,775	2,178,986
Surplus/(Deficit)	(524,032)	0	0	(589,479)	0	(1,113,511)

Building Construction

The Building Construction function came into existence in an attempt to keep major contract funds within the community. This has generated enormous amounts of work for Kardu Numida, assisting to keep the business and community viable, busy and productive resulting in more than \$16 million staying within the community to everyone's benefit. This does not include major contract funds processed through the Civil Works function.

Since its inception in 96/97, this function has undertaken construction including:

- More than 35 new community & staff houses in Wadeye and homelands
- Major renovations in Wadeye and homelands
- 8 staff duplexes (government employees & council)
- Major extensions and renovations to many Council & Murin buildings
- New school administration building
- Palumpa Abattoir
- Old Church Restoration
- CDEP Office
- Rural Transaction Centre – Bakery/Takeaway
- Sandfly Creek and Moyle River culverts
- Removal and relocation of existing staff housing
- Regional Housing shed
- And currently, construction of the Concrete Panel Factory

This function has historically been "Project Orientated" whereby tradesmen and labourers were not retained permanently. The only permanent arrangement was with the construction Manager. Contractors were employed for specific projects, offered only temporary accommodation, and generally were only present in the community during the dry season.

The expectation exists for all work undertaken by Building Constructions, to be charged out accordingly. Some work performed has been funded by this function and subsequently 'donated' to the service or function for which the work was performed.

In attempts to gain best value for money from construction dollars in housing, all houses built in Wadeye and homelands by this function, have been on built up pads and of concrete block construction. Often homes were historically built by outside contractors offering "best value for money" from wood/steel frames on low stumps, with external cladding. This style of housing has a short life span compared to blocks. The disadvantage of blocks has been reduced opportunities for local involvement in construction processes.

The last three years have seen large amounts of research and development directed into the feasibility of concrete pre-cast panel construction methods. These tilt-up panels, modular in nature, will allow house construction to tend towards the 'kit home' concept, where people with lesser skills, can be involved in the production of the panels and assembly on site. A number of buildings have been constructed using this method in the last two years.

The construction method of pre-cast concrete panels on slab, with roof structure & ceilings designed for being user friendly for local employees, is achieving real potential for successful outcomes in both productivity and training.

Supporting Thamarrurr's "Local Jobs for Local People" programme, Building Construction will this year focus on the construction of community houses and in doing so utilise a construction crew of twelve construction apprentices and three tradesmen trainees.

A three year funding training agreement has been negotiated that will maximise the use of local people and assist in the development of the local construction industry.

In tandem with construction, a second function operates – Concrete Supply and Products. This function focuses on the production of concrete products. This function will produce the panels required in the building programme. This function also manages the bulk batching and supply of concrete for house slabs and other works within the community.

Of relevance to the Building Construction function, is the timing of work programmes in relation to seasons. Due to both wet season conditions and Christmas holidays, work programmes slow considerably from mid December to February/March. Most construction work is undertaken between March and November. This often means projects extend across financial years as June falls in the middle of the work year. Seasonal issues mean projects which have not commenced before end November, will more than likely have no work on the ground before February/ March. This will partly change with the new Panel Shed being an all weather shed. Panels can be poured throughout the wet season.

Building Constructions take responsibility for the batching plant and materials bulk storage facility located in the older industrial area.

In addition to the works on this year's agenda, the following projects are under consideration:

- Multi purpose educational centre
- Commercial complex including Centrelink RASC will be undertaken via joint venture between Thamarrurr and a territory construction company

Goals and Objectives 2004-05

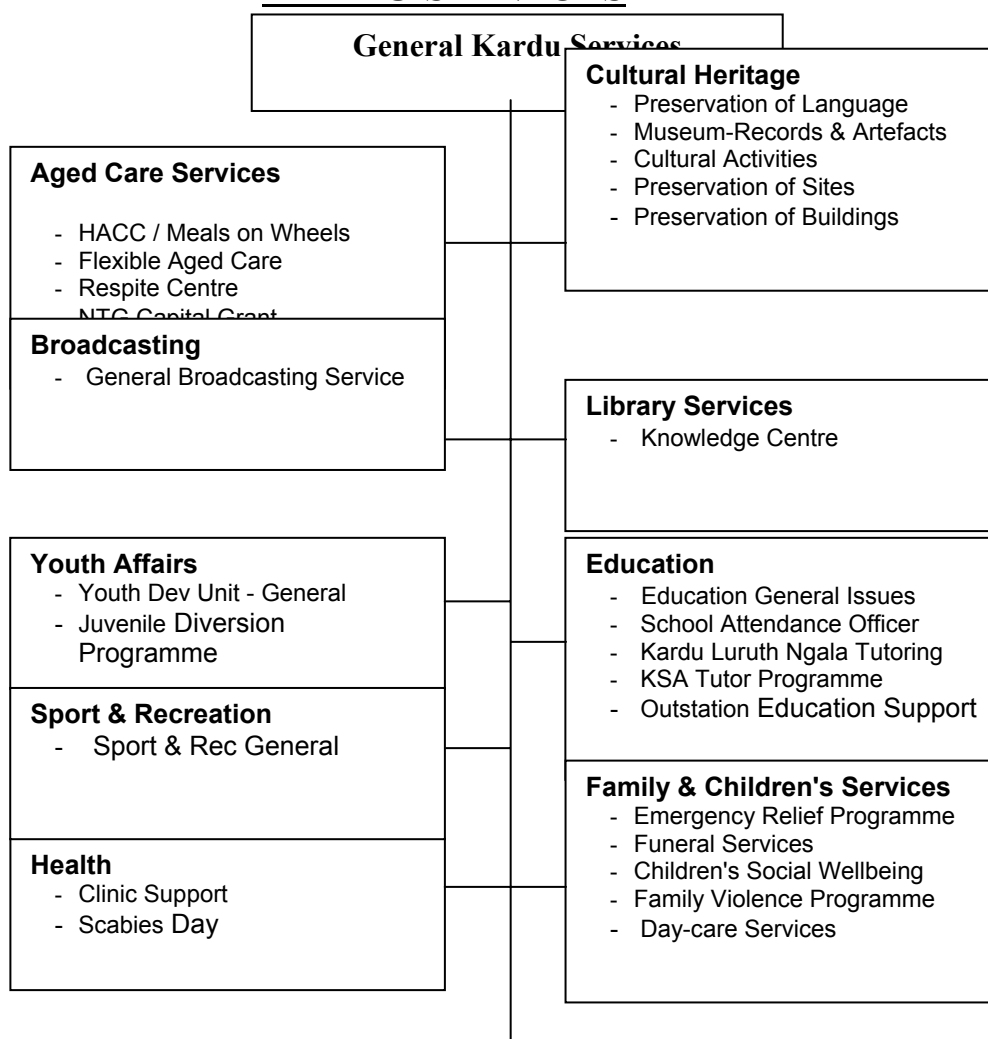
- Complete construction of precaste panel factory and steel truss /steel fabrication workshops
- Finalise drawings/plans for preferred housing designs
- Formalise and catalogue shop drawings for all panels
- Finalise local quantities/materials master sheets for house designs
- Commence construction 4 x 4 bedroom houses
- Construct all steel fabrication of shelves, kitchen, out door cooking areas on site
- Commence 4 major upgrades
- Commence 4 minor upgrades
- Commence construction of Housing Training room
- Commence construction of Natural Resource Management shed
- Undertake major renovations of Respite Centre and associated Aged Care facility.
- Undertake renovations & fencing of morgue and surrounds
- Complete Mechanical Workshop extensions
- Undertake Council office renovations
- Find further means to value add to concrete supply (additional, simple products for which 'surplus' batched concrete can be utilised – pit covers etc
- Consider relocation of batching & shed facilities presently located in old industrial area / Creek Camp & develop a 5 year expansion plan for current panel shed site
- Implement systems which facilitate 100% charge out of materials and labour of Concrete Supply
- Revise and improve systems to ensure 100% charge out of work performed under Building Construction
- Conduct Workplace Health and Safety training sessions at least once per quarter
- Conduct Crane Driver ticketing courses and other relevant licensing
- Ensure more than one licensed operator for all relevant machinery and equipment

Table 11 Budgets 2004 – 05 Building Cons, Concrete Supply and Projects

	Bldg Con	Concrete Supply	Projects	TOTAL
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External Revenue				
Sub Total External Revenue	0	0	0	0
Internal Revenue				
Contracts	125,000		1,680,778	1,805,778
Labour	241,476		91,391	332,867
Materials		57,600		57,600
Sub Total Internal Revenue	369,476	57,600	1,772,169	2,199,245
Total Revenue	369,476	57,600	1,772,169	2,199,245
External Expense				
Employment & Labour	41,395		88,060	129,456
Travel & Accomodation			6,889	6,889
Materials & Contracts	49,500	26,980	635,489	711,969
Sub Contract Expenses	197,100		524,931	722,031
Freight	5,500		75,709	81,209
Consultant fees			49,210	49,210
SubTotal External Expense	293,495	26,980	1,380,288	1,700,764
Internal Expense				
Accounting Fees			46,237	46,237
Admin Fees			5,237	5,237
Contracts			45,000	45,000
Fuel	18,000		5,000	23,000
Materials			60,600	60,600
Labour	16,500	23,000	221,476	260,976
Employment/Labour Costs	20,800		1,300	22,100
Workers comp	1,003		2,031	3,033
Repairs & maintenance			5,000	5,000
Sub Total Internal Expense	56,303	23,000	391,881	471,183
Total Expense	349,798	49,980	1,772,169	2,171,947
Surplus/(Deficit)	19,678	7,620	0	27,298

KARDU SERVICES



Kardu Services brings together the functions of Council that have as their focus, the delivery of services to people, those services being either social, cultural or recreational.

Aged Care Services

Not all that many years ago, no funding was received into the community for the support of services to the aged or disabled within Wadeye. The OLSH sisters however, saw the need to care for community members in this group and developed a service which had as its only income, funds contributed by each client, and funds raised by the nuns from local commercial ventures (eg collecting aluminium cans for recycling, selling ice creams in cones). This was the Knu Knu account, administered by the OLSH sisters. The service grew and council became involved in the delivery of services, still run by the OLSH sisters in the late 80's. As the service was self-funded, it eventually became known locally as 'Self Help'.

In time (1988?) NT Government administered funds (HACC) were received to assist with the operating costs of service delivery. For a number of years, these were the only government funds received, and the service provided here with those funds was primarily 'Meals on Wheels'. Thus, the other name by which the local service is commonly referred to.

During the mid 90's, federal funding commenced via the Community Aged Care Packages (CACP). In the 2004 financial year, the switch was made away from CACP to Flexible Funding. This year, more than \$850,000 is anticipated (both operating and capital funds) from all sources for this facility. There has been a more recent shift in name to Thamarrurr Aged Care Services, as today the services offered are quite diverse. Much more than the Meals on Wheels programme alone.

It is believed that although the funding has changed over the years, the level of love, care and service extended to the frail, aged and disabled, by the carers and staff of the service, is still as the OLSH sisters would have it.

Thamarrurr Aged Care Services (TACS) mission statement currently encompasses the following goals:

- Support and maintain aged and disabled people in the community by improving their quality of life
- Support the frail, aged and disabled people in their own homes in the community
- Provide respite and emergency respite accommodation for the aged and disabled people in the community
- Provide a day care centre in the community for the aged with all HACC services.

By providing coordinated and cost-effective delivery of services in the community environment, these goals are being achieved.

Of significance in the development of these services in the last twelve months is a move into 'Flexible Aged Care'. Historically, the community received a fixed number of CACP or 'packages' from the commonwealth government, each package intended for one person, specifically named. There were 10 packages being received in Wadeye. Annual income was approximately \$100000 from CACPs. In the Thamarrurr environment, these packages were being shared across all the aged care clients in the community. For each package, the rate payable at July 2004 was approximately \$32 per day. Currently numbers move between 60 to 70 clients.

New financing arrangements mean that a greater sum of money is being received which is intended to service the 'total pool' of clients. Grant conditions for flexible funds allow for the delivery of a flexible range of services, determined by the community, to meet the community needs. HACC funds are extended by the NT Government and not included in the flexible funding arrangements.

Thamarrurr presently supplies a range of aged and community care services. These include respite care, pensioner house, restricted home-based palliative care, day care and HACC services.

TACS works closely and collaboratively with the clinic and all staff are encouraged to listen to and take advice from all clinic medical staff relating to client care issues. Staff are encouraged to discuss ways to best meet the needs of the client, and where possible the client is also encouraged to participate in care planning relating to themselves.

Recipients of Thamarrurr aged care are asked to make a financial contribution to the cost of their care. Those in respite care pay an accommodation charge, in addition to the fees to cover meals, for the duration of their stay. The Pensioner house occupants are required to pay rent, service fees, electricity, meals and an additional fee to cover extra meals and services received on weekends. Day clients of the service are asked to pay a fee to cover meals. From 1st July, all clients are asked to pay an Aged Services levy.

TACS also offers the choice of assistance with money management for clients who state to TACS that they want to be part of the scheme. This scheme enables the pensioners to have some money each day and removes the problems associated with family. This scheme is completely voluntary and participants have control over their own finances.

TACS has been negotiating with Group Training NT in relation to the development of accredited 'in this community' staff training and also in relation to non-indigenous staff undertaking Cert IV Workplace Training and Assessment.

Juninga (in Darwin) are supporting TACS by enabling indigenous staff from Wadeye to work a 5 day training placement in the Juninga Centre, enabling staff to observe how aged care is undertaken in town, and the reasons why things are done the way they are. This placement will also highlight the difference between the Juninga 'nursing' model and the TACS 'community based' model.

A significant change that has taken place in the programme is the fact that now only 1 co-ordinator is employed by TACS. This replaces the previous model where 3 core services had a dedicated co-ordinator each. This is enabling the manager to have a firm understanding of all programmes to ensure appropriate service delivery and to maximise the resources available. The service can also be viewed in a more holistic and non-segmented way and helps greatly in problem solving and conflict resolution. This change, in addition to the "Buddy Manager" programme gives the service a simplified, uncluttered management structure.

Current Aged Care Management has a keen interest in being involved with the budgeting and financial management of the service. Initiatives occurring within Financial Services will enable the TACS management to take greater responsibility for financial performance.

Goals and Objectives 2004-05

- Develop and implement, in conjunction with GTNT and the Employment and Training Board, training plans and programmes for all staff employed by TACS
- Continue to foster relationships with Wadeye Health Clinic and Juninga
- Participate in regular finance related activity with Council Executive and Financial Services Management
- Prepare annual estimates for all TACS activity in readiness for 2005 – 06 financial year

HACC / Meals on Wheels

The Home and Community Care Programme aims to fund a range of basic support services to frail older people and younger people who have functional disabilities and live in the community. HACC also provide services that support carers.

The services provided through HACC programmes are designed to enable people to stay in their own homes and maintain their independence for as long as possible.

The HACC programme provides the following services:

- Domestic assistance (Includes jobs such as house cleaning, clothes washing)
- Social support (Includes taking clients to store, helping with banking etc)
- Allied health care (Provides services such as Physiotherapy, Continence advice)
- Personal care (Includes things like helping with showering, toileting, dressing)
- Centre based activities (The day care service, bush trips)
- Food services (Daily meals prepared and served)
- Short term Respite (for both carer and client)
- Assessment (of whether in need of or able to receive HACC services)
- Case Management and Planning (Co-ordinate and plan delivery of services from multiple agencies and review what is currently occurring)
- Home maintenance & Modification (Keeping home safe and clean)
- Provision of goods and equipment (Includes making available aids and other goods that assist with mobility, commodes, dressing aids etc)
- Transport Services (Bus service bringing clients into the centre, to the clinic or store, or to their home)
- Counselling, support, information and advocacy (dementia support, carer support, information services)

Goals and Objectives 2004-05

- Continue to provide the HACC programme as per funding guidelines
- Integrate the HACC programme with the Flexible Aged Care service to ensure a co-ordinated approach to service delivery

Flexible Aged Care Services

In addition to the services offered at the day centre, TACS manages a 'Pensioner house' where a small group of single pensioner women, are able to stay permanently. Meals are delivered on weekends however these women are considered independent enough not to require 24hr monitoring.

Thamarrurr also offer a respite facility, with maximum stay intended to be 6 weeks or less. This facility gives those in need a break away from home, and also gives the carers the opportunity to have some 'space'.

Flexible aged care allows for a community to combine and co-ordinate services which when run independently, are not viable or are inefficient. For Thamarrurr it means separate funding does not have to be sought for basic aged care services, respite centre costs etc. All aged care services (with the exception of HACC services) are being provided from the one pool of funds.

TACS respects the people it serves. Each client of TACS is an individual, with individual needs. Each client has a care plan, which details both the needs of the client, and how they will be met. The TACS day is not about doing things in 'bulk' but more about ensuring each person's care is attended to.

Goals and Objectives 2004-05

- Implement changes as deemed necessary, to take full advantage of new funding arrangements
- Continue to offer innovative service delivery, designed to meet the needs of Thamarrurr clientele.
- Renovate pensioner house

Respite Centre

The Respite Centre has been operational for some years now.

Internal changes have been made in 2004 affecting the management and service delivery within this area.

Thamarrurr maintains Respite as a separate function for financial purposes only. Respite funds are drawn from the flexible aged care funding received by the council.

The respite centre offers stays of up to 6 weeks for those in need. It gives the client a vacation away from home and the families some 'time out'. Although the respite centre is not a 24hr care facility, the staff of TACS work shifts in the respite centre through nights and weekends. Staff are always present overnight. Clients using Respite, attend the day care facility during week days.

Evening and weekend meals are cooked on the premises. Weekday lunches are provided through the Meals programme of the day centre.

Goals and Objectives 2004-05

- Renovate Respite Centre
- Continue to offer limited respite services to the Thamarrurr region

NTG Capital Grant

This function holds funds received in 2003, for the purpose of constructing a new residential facility. It is anticipated that work will commence in 2004 –05 on this building.

Goals and Objectives 2004-05

- Commence construction of new respite care facility

Table 12 Budgets 2004 – 05 Aged Care Services

	HACC Meals on Wheels	Flexible Aged Care	Respite Centre	NTG Capital	TOTAL
External Revenue					
Meals Collections	38,000				38,000
Respite Accommodation fees			15,000		15,000
Bank Interest	500	7,300			7,800
Cwth Capital Grants		205,000			205,000
Cwth Operating Grants		550,637			550,637
NT Operational	39,028				39,028
Sub Total External Revenue	77,528	762,937	15,000	0	855,465
Internal Revenue	0	0	0	0	0
Total Revenue	77,528	762,937	15,000	0	855,465
External Expense					
Assets		103,272			103,272
Employment & Labour	43,362	93,445	87,585		224,392
Travel & Accomodation	0	2,200	1,437		3,637
Materials & Contracts	0	4,500	4,500		9,000
Repair & Maintenance	0	10,000	10,000		20,000
Electricity	0	4,300	4,500		8,800
Food Purchases	20,000	30,000	12,000		62,000
Freight	5,000	0	4,300		9,300
Telephone	325	800	2,700		3,825
Training costs	0	5,000	5,000		10,000
General Operating Costs	2,000	6,100	1,500		9,600
SubTotal External Expense	70,687	259617	133,522		463,826
Internal Expense					
Accounting Fees		15,000			15,000
Rent Bldgs	6,000	6,000	15,600		27,600
Contracts		205,000	0	250,000	455,000
Fuel		1,600	1,600		3,200
Employment/Labour Costs		5,200	0		5,200
Workers comp	840	2,153	2,012		5,005
Repairs & maintenance		5,000	5,000		10,000
Sub Total Internal Expense	6,840	239,953	24,212	250,000	521,005
Total Expense	77,528	499,570	157,734	250,000	984,831
Surplus/(Deficit)	0	263,367	(142,734)	(250,000)	(129,366)

Health

Historically, the Health Clinic was for some years run as a Grants In Aid clinic, through the Council and at other times, the Council employed a doctor. This has left a legacy of issues that still tie the clinic and Council together, such as medical indemnity and assets located in the clinic but property of

Thamarrurr. In addition, Thamarrurr offers ongoing support to NT Health and clinic staff where appropriate, and continues to explore ways and means to locate a permanent doctor in Wadeye. Thamarrurr does not subsidise in any way, services which are the responsibility of NT Health other than the provision of CDEP employees (drivers, groundsmen, night support).

The Health function provides minor assistance and support from general funds, to the provision of health services within the community. Generally, these instances occur at the request of the clinic and historically have covered issues such as providing staff to enable, and covering the costs of, airstrip lighting for evacuations, assistance with security services, minor renovations to facilities, accommodation for visiting staff, assistance with vehicles when necessary, and support to the annual Scabies Day programme.

In recent times, support has only been required in one off, emergent situations, and therefore no budget lines are allocated to this function.

Goals and Objectives 2004-05

- Council to discuss the feasibility of transferring to NT Health, any assets that are the property of Thamarrurr, located within the clinic premises. These assets are all 10 years old and have minimal written down value.

Education

Thamarrurr will continue to be involved in a range of education on many fronts. These include:

- Economic / Citizenship Education (C.E.I.C.)
- Local social/cultural studies
- Kardu Luruth Ngala
- Administration/staffing OLSH/Thamarrurr School
- Outstation Education
- Attendance Officer Initiative

Community Education & Information Centre

In conjunction with the Commonwealth Governments Department of Family and Community Services funded Economic/Citizenship Education Project, Thamarrurr will establish its Community Education & Information Centre.

This project has grown from the recognition that the people have a need and a right to understand the roles and responsibilities of services available to Australian Citizens.

The program will follow an education based on:

- Demystification/Information sharing
- Conceptual/formal education
- Formal Education

Subject matter studied throughout this project will involve:

- Social Welfare legislation and services including:
 - Centrelink story
 - Taxation
 - Children/welfare
 - Education/Information
- Family income management programmes
- Subjects which impact on Australian citizens during everyday life

This project has been given a high profile by local leaders who believed that real capacity building must start with the knowledge given by individuals.

Local social/cultural studies

Funding in this project will be from Council general funds and school ASSPA funds. Additional funding and in-kind support will be sought from community organisations.

The curriculum content will include:

- Clan/origin/history language
- Totems
- Special sites / stories
- Land care practices
- Hunting gathering techniques
- Food preparation
- Relationships between groups
- Estate identification
- Social behaviour / codes of ethics
- Communication techniques – hand signs/ facial movements
- Ceremonial dances / history / stories
- Manufacture of hunting & gathering tools, weapons and accessories
- Traditional artwork

The delivery will take place within the classroom and in the field.

Subject materials will be appropriate to the student's age, social development and gender.

This project has been given a high priority and is seen as an additional tool to increase both the attendance of students and also allow community leaders and parents to have systematic input into the education of children.

The project lends itself to commercial opportunity as the teaching aids including booklets; videos etc could be saleable items.

Funding from Thamarrurr sources will be included in respective departmental budgets.

School Attendance Officer

Funding was received from NT DEET to support the employment of an Attendance Officer within Thamarrurr operations. It was proposed that this employee would work within the Kardu Luruth Ngala unit.

As a result of further developments it is now proposed that the Attendance Officer be employed by NT DEET and work in conjunction with Kardu Luruth Ngala and community leaders.

This proposal is in recognition of NT Government responsibilities under the NT Education Act. Community members applaud the NT Government in this proactive partnership with the community.

The proposal will lead to programmes involving parental education in regard to the responsibilities of parents in the NT Education Act.

The project will include activities of demystification and practical support to families and interventions where necessary through combined efforts of departmental and community staff.

Goals and Objectives 2004-05

- Further support the Attendance Officer programme by continuing to negotiate with stakeholders
- Implement Attendance Officer programme

Kardu Luruth Ngala Programme

Commonwealth Dept of Education, Science and Training via ECEF and VEGAS programmes, jointly contribute funds to this project.

Thamarrurr support comes via CDEP, provision of staff accommodation and logistical support.

The project operates within the school and community and includes in its activities:

- Attendance issues
- Outstation classrooms
- Cultural Education
- Parental Education
- Student Behaviour issues
- Outdoor education support

This project is oversighted by community leaders and school leadership group and employs 6 local people representing the three ceremonial groups within the community. The Education/Career Development manager who, apart from holding education qualifications, is fluent in the Murrinhpatha language and familiar with local cultural considerations, supports these employees.

Goals and Objectives 2004-05

- Continue to deliver Kardu Luruth Ngala programme as per funding guidelines and community instructions
- Where required, provide alternate support mechanisms to promote and foster activity within this area.

KSA Tutor Programme

The KSA Tutor Programme emerged as a result of Council believing it could support the delivery of distance education to students enrolled in Katherine School of the Air or Open Education, who were not included in the curriculum at OLSH School. Realistically, this is the non-indigenous population of school children in Wadeye.

Initially it was believed this programme would have the services of a qualified teacher and that funding assistance might be received from NT DEET or similar as the number of students was expected to rise

above the minimum threshold for government funding. Also, that the programme may support a large number (11) of non-indigenous children who were pre-school age or approaching pre-school age, and the belief that recruitment of staffing was going to result in more children requiring and utilising the service. This did not eventuate.

Support was offered with the understanding that families who utilised the service, would make an ongoing, regular contribution to assist in covering costs. Three families, or five children benefited from the facility that Thamarrurr funded.

Initially Thamarrurr employed a governess/tutor who supervised the children's schooling from within her home (Council 3 bedroom house).

Early in 2004, it was decided that a suitable means for contributions to be made by users would be on a 'per family' basis and an amount of \$100 per week was established. This would have meant family contributions from that point forward would amount to \$7500. At the same time, it was agreed that measures would be implemented to reduce operational costs. By 30 June 04, only \$3000 had been contributed.

During 2003/04, the service ran for most of the financial year, with a cost of \$41,000 in direct expenses for this service. Thamarrurr also offered support via payment of special leave to parents employed by Thamarrurr when accompanying children to 'In School' related activities in Katherine.

Goals and Objectives 2004-05

- Consider feasibility of service given no support from government and insufficient support from families
- Make available motel room as permanent accommodation for tutor
- Upgrade demountable in motel grounds for use as KSA Classroom
- Regularly monitor the costs of this service

Homelands Education

Through its involvement in regional education activities, Thamarrurr is supporting the delivery of education in some homeland centres.

This activity is mainly associated with the provision of temporary classrooms and the renovation of existing infrastructure and roadwork development to provide all weather access to homelands.

It is understood that Namarluk and Merrepan communities have been identified in NT DEET Capital Works bids to improve the school buildings.

Thamarrurr will undertake renovations to existing disused buildings to provide temporary classroom facilities.

Development planning in these communities will also consider infrastructure needs for electricity / water supplies for new school facilities.

Wudapulli homeland centre will have an existing demountable building renovated for use as a schoolroom.

Kuy homeland centre will utilise an existing house as a classroom facility.

Despite already high occupancy rates in Kuy, community leaders have decided that the use of this house as a classroom is a high priority. This clearly demonstrates the importance of education is recognised by many.

Schooling is already being delivered to Namarluk and Merrepan through the Nganmariyanga Community School. As yet, Wudapulli is not being serviced (intended to be serviced through Nganmariyanga). OLSH/Thamarrurr School is working with Kuy to deliver education in that homeland, with limited resources available.

Goals and Objectives 2004-05

- Prepare alternate classroom facilities for use during school upgrades in Merrepan and Namarluk
- Renovate Demountable at Wudapulli for school use
- Redeploy Kuy house for use as School facility

Youth Affairs

Youth Development Unit

The Youth Development Unit has been established to foster support for the youth of Thamarrurr. Of the regions population, 60% are under the age of 20.

The unit was originally to concentrate on juvenile diversion, youth leadership and participation, education participation and social welfare. Since its inception, an Education Priority Working Group has been established which will eventually become the Education Board. Included on this board will be school leadership group, and ex officio members of relevant Commonwealth & NT Education agencies.

Given the scope of works needed to address issues, it was deemed that social welfare be given the status of a division within the Kardu Services department of Thamarrurr.

The area of youth leadership has undergone some scrutiny and it has been decided that prior to attempting to host youth forums or similar, that youth participation in community life be encouraged. Social, recreational and sporting activities will be conducted to allow for this participation. The Youth Unit will host the Sport and Recreation function of council, with access to Commonwealth YAS funds.

After a time, it is hoped the youth of the community will be sufficiently comfortable with organised activity to participate in youth forums, and ultimately some may show a natural progression into leadership amongst their peers.

For now the focus is on attracting their attention, and getting their involvement in a casual but positive way.

Goals and Objectives 2004-05

- Supporting youth in school attendance and local social & cultural studies
- Development of Sport & recreation Activities

Juvenile Diversion Programme

The aim of the Scheme is to divert juveniles from the formal justice system. Use of the courts remains appropriate where offences committed are of a more serious nature or other options have been tried and failed to prevent re-offending.

The principles of the scheme are to treat young people fairly, take fully into account the views of victims, reduce youth crime, support and involve victims, encourage parental responsibility, foster closer police and community interaction and foster positive social change.

Funding and contractual agreements between Thamarrurr and NT Police will finish in August 2004. Anticipated unexpended surplus at June 30th 2004 indicate that this project may continue for a short while after August 2004 and hopefully allow for further negotiations aimed at refinancing the project and continuing this area of youth support.

Changes occurring that will impact on the delivery of the project include:

- Variations to the criteria which determines offenders obligations to enter the project
- Higher emphasis on prevention or pre-offending proactive initiatives.

These considerations will be brought into ongoing negotiations between stakeholders.

It is anticipated that these negotiations will be finalised September – October 2004. In the meantime Thamarrurr will continue its business of the Youth Development Unit.

Goals and Objectives 2004-05

- Continue Juvenile Diversion activities as per current agreement
- Renegotiate funding agreement for post August 2004

Table 13 Budgets 2004 – 05 Education & Youth functions

	General	Kardu Luruth Ngala	KSA	Youth Dev Unit	JDP	TOTAL
External Revenue						
KSA Family Contributions			1,300			1,300
Sub Total External Revenue	0	0	1,300	0	0	1,300
Internal Revenue						
Unclassified Intl Income	21,001		19,036	36,814		40,037
Total Revenue	21,001	0	20,336	36,814	0	78,151
External Expense						
Employment & Labour	20,295	9,870	15,379	29,253	69,367	144,164
Travel & Accomodation				3,529		
Meting expenses				250		
Repair & Maintenance				400		
Electricity				3,500		
Registrations				650		
Freight				200		
Telephone				1,800		
Minor Equipment				2,850		
General Operating Costs				50		
SubTotal External Expense	20,295	9,870	15,379	38,832	69,367	153,743
Internal Expense						
Accounting Fees	250		2,000	5,000		7,250
Insurance				3,000		3,000
Fuel				1,800		1,800
Employment/Labour Costs			2,600			2,600
Workers comp	456	237	358	472		1,523
Repairs & maintenance				5,000		5,000
Sub Total Internal Expense	706	237	4,958	15,272		21,173
Total Expense	21,001	10,107	20,336	54,103	69,367	174,915
Surplus/(Deficit)	0	(10,107)	0	(17,289)	(69,367)	(96,764)

Family and Children's Services

Emergency Relief Programme

The Emergency Relief Programme is 100% funded by Commonwealth Department of Family and Community Services. This financial year approximately \$3000 is expected in grant funding. The objective of the program is to assist people in financial crisis to deal with their immediate crisis situation in a way that maintains the dignity of the individual and encourages self-reliance.

Assistance to clients is generally in the form of:

- a purchase voucher of a fixed value
- a part-payment of an outstanding account
- material assistance - for example, manchester or household goods
- food

In previous years this programme was administered through the Financial Services function however with the establishment of the Family and Children's Services division, this grant will be moved to Kardu Services responsibilities in 2004 – 05, upon the employment of social/family workers.

Goals and Objectives 2004-05

- Continue to deliver the Emergency Relief Programme as per funding guidelines
- Move programme from financial services when staff in place to undertake the service

Funeral Services

Many accounts have been established over the years to assist families with costs related to funerals. At times these costs can be significant, including:

- Charters to bring home deceased who have passed away outside of Wadeye
- Transport/transfer costs to move deceased to Darwin airport or similar
- Charters bringing prisoners and their Correctional Services escorts, into the community for funerals.
- Charters from other communities for family members
- Clothing purchases
- Costs of coffin from funeral home if necessary

Thamarrurr, and also Murrinhpatha Nimmipa Store, endeavour to assist families when possible. The Women's Centre & Palngun Wurnangat also assists with the screen-printing of funeral clothing.

Thamarrurr feels that the allocation of funds towards funerals, is best undertaken by the people themselves. It is not possible however, to have an unrestricted budget for these costs. Some years have seen upwards of \$20,000 spent on funerals. The last financial year fortunately had fewer deaths, so costs were contained.

Historically, there have been a number of variations on a theme whereby these costs were met either by the people, with a direct weekly contribution being made (such as the Knu Knu account, TEK account, or outstation chuck-in accounts through the Resource Centre) or by contribution from Murrinhpatha Nimmipa Store & Kardu Numida Inc, into specific 'non-council' bank accounts (Tchenba, Wanga & Lirriga accounts (established 96/97?), Memelmal account (established 1998?) Thamarrurr Funeral Account (established 1999?)), All of these accounts were intended to be managed by a nominated group of people and not by Kardu Numida, Store or church administration. All of these accounts have closed when funds ran dry. Often these accounts attracted criticism that not all families were able to benefit equally.

It is hoped that before June 2005, a further account will be established in conjunction with the store, which will handle the more significant costs of funerals. The minor costs of locally produced coffins, grave digging and phone calls will continue to be met from the General Fund of Council. Council will also continue to cover the running and repair costs of the Morgue as part of its infrastructure.

The management of this account has been discussed, however some details are still to be finalised.

Funerals may be organised by the Parish Priest, Council administration or sometimes other parties. Families will approach whomever they are most comfortable with. The Parish Priest organises most funerals but often relies on the Council to finalise travel arrangements and always, to prepare grave sites.

The responsibilities of this function currently include:

- Have available a vehicle which may be used as a hearse
- Enable where possible, communication with distant family members in times of bereavement
- Enable where possible, travel of those members in times of bereavement
- Liaise between family and Correctional services, for arrangements concerning prisoners who are family to deceased
- Liaise with Priest, if family request so, to make arrangements for funerals
- When required, make funeral arrangements on behalf of family or deceased.
- Co-ordinate the preparation of grave site

Goals and Objectives 2004-05

- Negotiate with stakeholders, alternate means to fund major funeral costs
- Encourage clear management guidelines of the fund, to be documented and agreed to
- Assist by making appropriate contributions once established

Children's Social Wellbeing & Family Harmony

This project will be a joint venture between Thamarrurr and the Palngun Wurnangat Association (Women's Group).

In recognition of the severe social, economic conditions experienced by local community members this project is aimed at giving additional support to families with children at risk.

The vision statement of this programme is "To provide access to culturally appropriate family support services to children and families and emotional development of children through the empowerment of families to "give every kid a chance".

Policy and procedures have been developed in relation to:

- Organisational structure
- Referral criteria
- Referral process
- Assessment of family needs
- Case management
- Confidentiality
- Mandatory Reporting
- Records Management
- Protocols between program and relevant departments.

This program will be introduced into the community under the auspices of the COAG/ICCP initiative.

Implementation timeline, subject to funding is as follows:

Goals and Objectives 2004-05

- Employ Social Worker to begin education process
- Conduct workshops
- Engage consultants as required
- Identify and employ indigenous unit workers
- Commence training for these workers
- Organisational structure firmly identified
- Cultural training undertaken by social workers
- Commence case work with families
- Source funding for ongoing operational costs

Day-care Services

Historically, day care has been organised by two means.

Firstly, indigenous families have had limited access to day-care facilities run by CDEP workers. Non-indigenous families did use the service but only occasionally. For various reasons, this service has not run for several years.

Secondly, non-indigenous families got together to make private arrangements with Nannies. This worked extremely well for many years, for these families. This service was restricted to those parents willing to organise themselves and contribute their full share of costs. This was a private arrangement; Councils only involvement was at one point providing temporary accommodation. Police, Council and CEO families offered accommodation in their homes to these nannies. Some families have also employed and accommodated their own governess/ nanny.

The Day Care function run by Council was established in the hope of achieving the following outcomes:

- Offer additional work opportunities to indigenous residents willing to work in the facility
- Enable additional skills to be developed amongst CDEP participants and other interested parties, with the view to gaining accredited training.
- In a social environment, foster language skills of local children
- Allow parents the opportunity to have children of preschool age or younger, cared for and thus enabling parents to take on employment, either with the council or other employers or just to have 'time out'

At all times, it was believed that the day care centre would convert to an 'Innovative Child Care Centre' which operated with government assistance and a different set of rules to the standard day care model accepted as normal throughout mainstream Australia. The Innovative Child Care arrangement would have been more suitable to the style of day-care required by the indigenous population, being staffed by local people.

Council has supported the day care centre since 2003. Non-indigenous parents paid a contribution of \$2.50 per hour for each child in care. Indigenous parents were not charged, however their use of the facility was almost non-existent.

The only indigenous person, who showed interest in working in the facility, already had employment and subsequently, shared work time between the day-care centre and their existing job.

Qualified Nannies (Certificates in Childcare , First Aid etc) have been retained, facility made available and consumables and small equipment supplied by Council. During the financial year 2003 – 04 approximately \$90,000 was spent in operating the centre and approximately \$23,500 was contributed by parents. No building rent was charged to the service during that time. Break-even point for this exercise would have been \$9.57 per hour. Council has been subsidising approximately 75% of the cost.

The fees collected indicate that 9400 hours of day-care were charged during that period. This amounts to over 180 hours per week.

Given that the original intention of the innovative childcare facility is not occurring, the service will not be funded past December 2004.

Goals and Objectives 2004-05

- Continue day care service until end 2004 only

Table 14 Budgets 2004 – 05 Family and Children's Services

	Emergency Relief	Funeral Expenses	Childrens Wellbeing	Family Harmony	Daycare	TOTAL
External Revenue						
Cwlth Operating	3,000					
NT Capital			140,000			
Daycare Fees					12,000	12,000
Sub Total External Revenue	3,000	0	140,000	0	12,000	155,000
Internal Revenue						
Unclassified Int Inc				13,787	25,691	39,478
Sub Total Internal Revenue	0	0	0	13,787	25,691	39,478
Total Revenue	3,000	0	140,000	13,787	37,691	194,478
External Expense						
Empl & Labour				17,238	31,848	49,086
Consultants			19,213			19,213
Em Relief Payments	2,850					2,850
Electricity					140	140
Materials, Contracts			100,000		600	100,600
Freight					150	
Telephone					150	
General Op Costs					150	
SubTotal External Expense	2,850	0	119,213	17,238	33,638	172,939
Internal Expense						
Accounting Fees	150		7,000	250	500	7,900
Insurance					450	450
Bldg Rent				1,500		1,500
Empl/Labour Costs					2,600	2,600
Workers comp				360	503	863
Unclassified Intl Exp			13,787			13,787
Sub Total Internal Expense	150	0	20,787	2110	4,053	27,100
Total Expense	3,000	0	140,000	19,348	37,691	200,039
Surplus/(Deficit)	0	0	0	(5,561)	0	(5,561)

Broadcasting

Thamarrurr council (on behalf of Wadeye community) is a participant in the Broadcasting in Remote Aboriginal Communities Scheme. (BRACS)

In the late eighties, as the first Australian communications satellite Aussat (the first Australian-owned satellite, which would bring national television to much of remote Australia for the first time) was in its final planning stages, community members of Yuendumu and other remote indigenous communities began to express concern at the potential impact that mainstream television and radio would have on their communities. They felt that mainstream television and radio would swiftly take culture and language away, as younger generations were introduced to Home and Away, McDonalds and Tooheys advertising.

Yuendumu men spoke at meetings about what they wanted to do when television came to their community.

Out of this discussion Imparja Television was formed, satellite space was dedicated to indigenous broadcasting and the BRACS system was devised and put into over 100 remote communities bringing television with it. BRACS provides communities with a local hub through which all television and radio programming that comes into the community is controlled.

Each hub has a radio and video component. The community has a small transmitter and is able to cut into radio and television services and broadcast locally produced material, be it dramas, news, dream times stories, health information, children's programming or community notices.

The transmitter can broadcast to a range of approximately 15-kilometre radius.

The installation comprises a cabinet to house a cassette recorder, radio tuner, microphone, speakers, switch panel, two VHS VCRs, television set, video camera, two UHF television transmitters, FM transmitter, satellite dish and two decoders. This equipment was installed in the early 90's.

There are two FM services: ABC and TEABBA, as well as four television services: ABC, SBS, IMPARJA and 7.

Small amounts of operating funds have been received through ATSIC each year.

In addition to BRACS, Thamarrurr has installed (with assistance of Government programmes) additional strength transmitters to improve TV reception to homes within Wadeye.

BRACS is internationally recognised for the community development, cultural and language maintenance outcomes that communities may achieve through using it.

Wadeye BRACS is presently underused. Locally produced videos, generally filmed or produced by Language/Museum staff and other interested people, are screened periodically. Many interesting and informative videos have been screened. Topics have ranged from video footage of ceremony, football games and other local events and special occasions, compilation videos of historic photographs of early mission days, language related footage from the Language Centre and cyclone advices in language.

It is some years since there has been any significant local involvement with the production of radio programmes.

It is hoped that this will change through 2004 – 05, as the Youth Development Unit becomes involved in encouraging youth participation in community life, and equipment is hopefully acquired which will facilitate converting video formats to DVD to broadcast over the system.

Goals and Objectives 2004-05

- Identify interested persons and facilitate training in the use of equipment available in the Wadeye BRACS installation.
- Seek funding to upgrade computer equipment which will simplify burning DVD's for use in BRACS
- Encourage participation of organisations and individuals in the region in developing appropriate news and interest programmes for broadcast over the system.
- Consider feasibility of filming and broadcasting monthly Council meetings or other relevant Council events
- Council to consider other uses for the BRACS service across the range of functions and services it offers.
- Establish a management team & plan, for the BRACS installation, which clearly defines responsibilities and protocols.
- Upgrade the status of BRACS operators to recognised, designated positions within the organisation and facilitate employment within the CDEP where appropriate

Cultural Heritage

"What is Culture?" - the total of ways of living built up by a group of human beings, which is passed on from one generation to the next.

"What is heritage?" - that which comes or belongs to one by reason of birth.

The Indigenous culture of Wadeye is amongst the oldest of living cultures in the world.

Today, Thamarrurr is conscious of maintaining culture by supporting elders and others to:

- Pass on their knowledge, arts, rituals and performances from one generation to another
- Speak, document and teach language
- Protect cultural property and sacred and significant sites and objects

Contact history (that which has had an impact upon culture), should also be preserved. For Thamarrurr this means maintaining the history of mission settlement since 1935 to present. This includes not only photos, documents and stories, but also buildings, equipment and sites dating from the early mission era.

Cultural & Historic Preservation has been active in the community for more than 20 years. Fortunately it has not been disturbed by significant changes in staffing or funding, with the present staff member working in this area for more than 10 years. The interest, concern and dedication of the Language centre staff has certainly contributed significantly to the extent of documentation, preservation and public accessibility of this information. This, and the interest and dedication of a number of academics that have contributed towards the extent of knowledge now documented will be a legacy appreciated by all generations to come.

Thamarrurr understands very well that to move forward, knowledge of the past is vital.

The Cultural Heritage side of Thamarrurr has for many years, conducted itself as the silent achiever, making no significant demands on the organisation. Today, the constitution preamble includes the words "Thamarrurr is responsible for the way of life of our people".

This way of life is culture. This way of life is heritage. Thamarrurr needs to consider how important is cultural heritage, and what insurance will it put in place to ensure it's preservation.

Goals and Objectives 2004-05

- Develop a strategic plan for the future of Cultural Heritage, on behalf of the Thamarrurr peoples

Preservation of Language

The Wadeye Aboriginal Language Centre has for many years, aimed at documenting and preserving the regional languages which are under threat of extinction and also the predominant languages commonly spoken.

The Centre has worked to record the last fluent speakers of the Marri Ammu, Marri Sjevin, Marri Ngar and Mati Ke languages. As there are only a few elderly speakers of each language surviving, it is a race against time. To quote Benedict Tchimburr who spoke at an ATILIP meeting in Alice Springs "It wont matter soon: We'll all be dead".

Murrinhpatha is still a very strong language but it also is getting weaker.

The Centre aims at producing Bush Foods Books for each language, Bush Foods Videos, Dictionaries, and stories for each language. Three story books have been published in late 2003: 2 in Marri Ngar and 1 in Marri Ammu language. These books have English translations and are accompanied by an audio CD of the elders telling the stories and singing the songs.

The Language Centre has been a place where visiting academics would access language (and other cultural) information by working with local people, particularly the elders. The results of this work have stayed within the community enabling local people to explore & learn their languages. This still occurs.

For many years, ATSIIC funded the operational costs of the Language Centre however no funds have been received since June 2003 for this purpose. New funding methodologies meant that Batchelor Institute received funding previously allocated to Wadeye. In 2004 Batchelor Institute received funding for language maintenance and preservation work in Wadeye. It is not known if funds will be granted in 2005.

This has not meant the total cessation of local activity even though no operational funding is available other than what Thamarrurr may provide from general funds.

Ongoing work is still taking place, with current efforts being channelled into the preparation of a 'comparative' database/dictionary which will combine the written word, picture and audio files where available. This will be made available as a research/reference resource within the school and Knowledge Centre when complete. Three relational databases, each with different levels of detail, will make up the master database. *"The first level will be a picture dictionary aimed at children and general community use. The second will include linguistic content aimed at teachers, researchers, linguists and language workers. The third level will contain archival data and metadata. Meta-data may include descriptive information about the context, quality and condition, or characteristics of the data"*. Dr L Ford & M Klesch.

Placenames are also being documented, with GPS bearings, photographs and stories, to ensure that specific sites relevant to local language groups are recorded.

An additional project taking place is 'The Wadeye Project: Murrinh-patha song and song language at Wadeye (Port Keats), NT', being undertaken by academics from the University of Sydney. This is a 5-year project involving a team of musicologists and linguists.

"The project will include the establishment of a digital resource at Wadeye, to preserve and access recordings and other documentation of the Murrinh-patha public song genres dhanba, wurlthirri and malkarrin. Over the past 30+ years, various researchers have recorded and analysed performances and language in this community.

The most urgent task for this project, is to work with elderly performers and composers to assemble information (metadata) about the oldest recordings of songs and their performances before such knowledge is lost. In order to maximise its local accessibility and use, both elders and young people will be involved in planning and creation of the resource and a bilingual search interface will be created in English and Murrinh-patha". Michael Walsh, University of Sydney.

Current efforts also include finding ways to generate income by marketing the knowledge already held within the centre.

Goals and Objectives 2004-05

- Continue to explore means to market 'Knowledge base'
- Develop comparative database/dictionaries etc
- Continue to work with Batchelor Institute, University of Sydney and others

Museum- Records & Artefacts

Our Museum is named Kanamkek-Yile Ngala. Located in the building originally used as the Port Keats Hospital run by OLSH nuns. The clinic operation moved to it's current site 1994/95.

The building has been used since then to house the Museum, Language Centre, Adult Education Centre and Memelma activities. The Adult Education programme funded by Catholic Education ceased in June 2004.

The Museum display features the ancestral/ mythic figure of Kanamkek and the missionary history since the 1930s. It is the repository for artefacts, documents and photos, of significance, since contact.

Although the public are welcome by appointment, the facility is not designed to handle large amounts of traffic, nor is there staffing to allow for extended public access. The Museum is not designed as a public viewing space. The Museum does not have a Collection Policy. It is in effect a 'storage box' rather than a place where the public can gain insight into the past.

In 1995, funding was received through a minor Heritage Grant, to develop a management plan for the collection. Management planning for the Museum has not been revisited in great depth, since then. Thamarrurr needs to develop a long term strategic plan (maybe 5 – 10 years) for the museum, in addition to more detailed operational plans. This part of history cannot be left to chance.

In 2003-04, funding was received for the digitisation of the audio-visual collection from National Library of Australia, Community Heritage Grant.

The public have always had access to the collection, and have always showed great interest in the historic photo collection. It was from this activity that the seeds of the Knowledge Centre were sown, and fortunately the public of Wadeye now have access, via computers, to a vast range of the collection in the Knowledge Centre facility, opened in December 2003. This has enabled further preservation of the original materials.

Museum management feel that the room previously occupied by Adult Education would serve well as a "Cultural Centre". The vision is to have a further facility, similar in nature to the Knowledge Centre, which gives additional access to the public to the collections held in the Museum.

Because the Memelma/Thamarrurr leadership/Men's Activities are also located in the same building, it may further increase the strength of 'custodianship' felt by the people. Possibly promoting further ownership of their lives, past and present.

In addition to the 'cultural' aspect of the Museum, Thamarrurr requires the museum to undertake custodianship of documents relevant to the history of Kardu Numida Inc and other organisations in the area. These documents become part of the National Archive collection. Records Management policies of Thamarrurr are being reviewed and documented. Part of this management process includes the permanent preservation of documents deemed of historic significance to the council, community or individuals.

Museum staff will work with council administration to prepare a collection and management policy for these specific business records.

Goals and Objectives 2004-05

- Council to consider development of Cultural Centre, to be located within the Museum complex
- Develop a strategic plan for the future of Cultural Heritage, on behalf of the Thamarrurr peoples
- Work with council to develop procedures to ensure the permanent safe keeping of significant business documents.

Cultural Activities

This arm of Cultural Heritage is responsible for support to activities of a traditional nature.

In the past, both men's and women's ceremonies have been supported by Thamarrurr from General Funds.

The movement to develop a Community Education and Information Centre will possibly be a very significant step towards supporting cultural activities in the Thamarrurr region.

Goals and Objectives 2004-05

- Provide support to cultural events of significance when required
- Continue to develop the CEIC concept

Preservation of sites

In August 2004, a report will be presented by Dr Graeme Ward, Dr Alan Watchman and Mark Crocombe concerning "Recording and dating of rock-markings and their potential for cultural heritage tourism".

The project aimed.. " to record several cultural heritage places in a remote area of northern Australia. Places include sites of significance to residents of the southern part of the Daly River Aboriginal Reserve, including stone-arrangements and sites with rock-markings. Detailed recordings of rock-markings were made, and accounts of their contemporary significance collected; archaeological deposits in shelters were tested and samples for dating collected. The motifs recorded also show relationships with areas to the southwest (Keep River and the Kimberley), and to the east (Wardaman country).

The places recorded are of continuing importance to residents in the area because of their mythological significance. Stories told about places assist in our interpretation of the rock-markings. Such places have potential for cultural tourism; is such tourism desired? How can this research assist tourism initiatives? Are there problems in promoting the sustainability of any such initiatives?"
AIATSIS Research: Abstract Profiles, 2004

Self funded work being undertaken includes the documentation of known sites relevant to endangered language groups. Often, the language centre staff become aware of the existence of sites through their recording of oral histories and stories.

Additional work will be undertaken during 2004 in conjunction with the Community Education Centre.

All site identification and documentation occurs at the permission and/or request and direction and participation of landowners.

Natural Resource Management are undertaking an Estate Boundary Project in collaboration with the Northern Land Council. This activity will add to the growing knowledgebase of sites and the reasons for their significance.

Support provided by Thamarrurr has included the manufacture and erection of public signage where required, transport (boats etc) and other operational needs. Other organisations contribute to support provided by way of goods or services for example Murrinhpatha store have made available the use of airboats or supplied foods etc., Palumpa Station has provided helicopter charter for survey work.

This function also undertakes site identification related to the contact history of the land. This includes documenting sites of early infrastructure and graves. One example of this kind of site is the airplane, crashed during WW2, for which the older women of the community have a story/dance.

Every so often, people make mention of something they have seen in their travels around the area or ask questions concerning things they have read in historic material. This sort of lead can stimulate investigation and further increase knowledge. Examples include boat hulls buried in sand, stone fish-traps and wells.

Goals and Objectives 2004-05

- Continue to work with outside academics, in the pursuit of identification and preservation of sites
- Continue to support initiatives in other departments which contribute to the total 'knowledgebase' of sites, their importance and preservation
- Continue self funded programme of site identification and preservation.

Preservation of Buildings

The built environment forms part of more recent history – contact history. Of significance in Wadeye township are the original mission post office/bank buildings in the grounds of the Christian Brothers buildings.

In recent years when Kardu Kigay were looking for suitable accommodation, the original church building was identified. People expressed the need to maintain the original shape of the building (which is in the shape of a cross) but permitted the lining and fitting of all internal structures. Although the roof and walls are new, the building is the same one that is remembered by those who may have sat within its walls for mass.

Unfortunately, some buildings constructed many years ago, by some surviving residents, have succumbed to decay and vandalism and subsequent demolition. Most buildings still in existence in Wadeye, but dating from early mission days are in the care of the Church either through Catholic Education or the religious orders in whose grounds the buildings are located.

Not all buildings are in the township. The original 'holiday house' for the nuns is located by the ocean.

Thamarrurr recognises the need to wherever possible, maintain links with the recent history of the community by assisting in preservation and history of these buildings.

Goals and Objectives 2004-05

- Continue to respect the history of the region by considering all options with regard to demolition or preservation of buildings and other infrastructure.

Library Services

For many years prior to the opening of the Knowledge Centre, the council received an annual grant to fund operational and capital costs of a public library. These funds were always committed to the library located at the school, either providing for the purchase of books, equipment or furnishings or as a subsidy for wages paid to the librarian, or expenses incurred such as electricity or consumables.

Since the opening of the Knowledge Centre, that funding is now directed to the council run facility. In addition to this operational funding, Council commits additional support from general funds.

Knowledge Centre

The Knowledge Centre has not had time to take breath since it's opening in December 2003. At times, the area has been occupied by up to 50 people accessing all of its services simultaneously. The Knowledge centre is open in the afternoons only for approximately 2 hours per day. Services offered by the centre include:

- Public access internet
- Browsing historic photograph collections
- Accessing audio recordings of local bands made over the years
- Sales of photos
- Sales of CD's (local music copies)
- Magazines and newspapers for browsing

Public access Internet receives much attention – mostly for internet banking purposes. Some research/surfing the web does occur, mostly for music related information.

The historic collections of photo and audio material have been made available by the Language Centre/Museum functions of Council. The computer equipment being used to access the material was acquired through the NT Library Services. The present computer equipment is considered 'brilliant'.

The Knowledge Centre will always remain closely linked to the Language Centre / Museum functions. The wish list for these areas includes larger capacity hard drives which will allow more material to be stored on the hard drive therefore eliminating much of the need to be inserting & removing CDs to access the photo & audio collections. This in turn speeds up the process of burning CDs for resale.

A more urgent need to be addressed in the Knowledge Centre is staffing. Some effort will be required to recruit staff through CDEP to assist in the centre. If sufficiently trained, increased CDEP staffing may allow for longer opening hours and increased public access. The Knowledge Centre Co-ordinator is a half time position shared with the Language Centre.

Greater access to the collections will be achieved through the Community Education and Information Centre proposed for the school and the Cultural Centre proposed for the Museum complex.

Goals and Objectives 2004-05

- Price replacement / additional hard drives, if feasible, include in current budgets
- Recruit CDEP staff
- Train staff in procedures required in Centre

Sport & Recreation

During 2004 –05, the Thamarrurr Youth Development unit will assist in the development and programming of Sport and Recreation activities.

Activities in this area typically include:

- support of local sporting teams (softball, football)
- support for individuals who excel in a sporting pursuit

- organisation and conduct of social recreational activities including discos, outdoor education, youth forums & drop in centre etc.
- support for participation in sport and recreation programmes in adjoining communities and regions (football competition, Palumpa Rodeo, Barunga Festival etc)

It is anticipated that these activities will be supported generally by the Juvenile Diversion Unit of NT Police via it's Pre-offending' support programmes.

It is hoped to employ 2 appropriately qualified persons (1 x male, 1 x female), to support six local employees in the organisational planning and implementation of this programme.

In addition to the activity discussed above, this function assists in scheduling programmes for the Swimming Pool for use by school children and the clients of Thamarrurr Aged Care Services.

The major facilities used by the Sport & Rec programmes include the swimming pool, recreation hall, oval and club facility.

Goals and Objectives 2004-05

- Youth Development Unit to become involved in Sport & Rec activity
- Provide ongoing programming and instruction at the swimming pool

Table 15 Budgets 2004 – 05 Cultural Heritage, Library and Sport & Rec

	BRACS	Cultural Heritage	Knowledge Centre	Sport & Recreation	TOTAL
External Revenue					
Cwllth Operating	9,380			24,854	34,234
NT Operational			43,500	28,000	71,500
Public Telephone			900		900
Contract Income		35,000			35,000
Sub Total External Revenue	9,380	35,000	44,400	52,854	141,634
Internal Revenue					
Labour				24,000	24,000
Unclassified Int Inc		11,465	18152	12,458	42,075
Sub Total Internal Revenue	0	11,465	18,152	36,458	66,075
Total Revenue	9,380	46,465	62,552	89,312	207,709
External Expense					
Assets			36,284		36,284
Empl & Labour	9,765	23,186	25,366	58,391	116,709
Conference Reg.		6,000			6,000
Travel & Accom			3,673	7,520	11,193
Local Consultants		11,362	2,000		13,362
Electricity			900	4,800	5,700
Materials			1,853	1,000	2,853
Freight			1,000	500	1,500
Minor Equipment				3,000	3,000
Telephone		2,000	1,100	1,200	4,300
Training				4,000	4,000
General OpCosts		705	2,900		3,605
SubTotal External Expense	9,765	43,253	75076	80411	208506
Internal Expense					
RTC Rent & costs			20,356		20,356
Accounting Fees		1,750	2,250	3,800	7,800
Insurance		1,000	1,030	1,700	3,730
Fuel		2,250	1,400	2,100	5,750
Workers comp	235	524	576	1,301	2,636
Sub Total Internal Expense	235	5,524	25,612	8,901	40,272
Total Expense	10,000	48,777	100,689	89,312	248,779
Surplus/(Deficit)	(620)	(2,312)	(38,137)	0	(41,070)

EMPLOYMENT, TRAINING AND ENTERPRISE DEVELOPMENT

The granting of Departmental status to employment and training and enterprise development was considered by councillors as critical to the success of the "Local jobs for local people" policy adopted by council.

This department is supported by the COAG/ICCP partnership and oversees the employment and training of local people eventually leading to establishment of privately owned business operations. This is an aim of the 'normalisation' policies of Thamarrurr.

Employment and Training Board

The board is supported in its day-to-day operations by Group Training Northern Territory (GTNT) and Thamarrurr Council, and will oversee the Thamarrurr Department of Employment, Training and Enterprise Development.

The aims and objectives of the Board include providing adequate, appropriate and timely support to current and future employees of the community to allow them to gain work experience, employment, training and formal qualifications in their chosen career and in doing so underwrite the sustainable social and economic development of individual families and clan groups within the region.

This project and its related activities have received sound support from all partners within the COAG/ICCP.

The project will see the board supported by GTNT, develop a training and employment strategy that ensure potential employees do not 'slip between the cracks' in their chosen career path.

The project is complimented by the School Education/Career Transition programme operating as one component of the Kardu Luruth Ngala initiative within the school community.

This project is supported by all community organisations and will see positions quarantined for local people in the areas of:

- Business Administration / Finance
- Building Trades / Carpentry / Plumbing / Electrical
- Civil Construction / Machine Operation
- Mechanical Repair / Steel Fabrication
- Essential Service Operators
- Education / Health service delivery
- Retailing / Banking / Agency service delivery
- Aged Care / Social Welfare
- Library / broadcasting / Sport & Recreation
- Cultural heritage / natural resource management
- Others

The board will take a mentoring support role in the progress/performance of all employees and assist council in development of:

- Recruitment policies and other human resource management policies
- Cross cultural education
- Orientation of both indigenous and non-indigenous employees within the workplace

Board members are undertaking education training supported by GTNT to ensure there are familiar with statutory obligations relative to industrial relations issues.

The department will be headed by a local person (member of council) holding this portfolio responsibility and be supported by an on-ground Training/Employment Co-ordinator.

The unit will employ an additional two workplace mentors to offer support and counselling to employees.

Goals and Objectives 2004-05

- Establish the Thamarrurr Employment and Training Board
- Identify accommodation for the Training/Employment Co-ordinator
- Identify office space for the Board
- Recruit Co-ordinator

CDEP

CDEP has been running at Wadeye since 1998, when the programme opened with 150 participants. Since that time the method of implementation has changed from one where CDEP operated as a separate arm of council to one where CDEP is now incorporated throughout Council and places many participants with host employers.

Current active numbers are around the 168 mark. Thamarrurr is continually seeking additional numbers however ATSI has capped the numbers of places available in Australia meaning that future increases will only occur when a CDEP elsewhere in Australia loses participant numbers or folds.

Host employers have included:

- OLSH School
- Murin Resource Centre
- NT Health
- Murrinbata Tribal Development
- Palumpa Station
- Nganmariyanga Community
- Mipatha Takeaway
- Makurra Wunthay
- Correctional Services
- Murin Travel & Freight

Thamarrurr is attempting to formalise the way participants are placed with host employers. It is felt that host employers need to be encouraged to be proactive in ensuring training and development of participants.

Thamarrurr needs to guarantee that adequate practices in Workplace Health and Safety are occurring, as Thamarrurr remains liable for all Workers Compensation issues. Host employers are being asked to document work programmes, training plans and other issues relating to the placement of CDEP participants within their organisation. This information will be the evidence in annual submissions made to Thamarrurr, including proposed budgets, seeking placements. Host employers are being asked to justify why they should receive CDEP Placements, and whether they should receive any operational funding to accompany those placements.

As CDEP places are already scarce, there is no guarantee to a host employer that CDEP participants will be placed with their organisation in future years. The regionalisation of the CDEP programme to homelands means that places will be lost either in Wadeye or Nganmariyanga/Palumpa.

The CDEP Management Committee, comprising of nominated CDEP Participants, who report to the Employment and Training Board and subsequently, the Executive of Thamarrurr, will manage the decision-making concerning these placements. The committee will be required to determine how the regions best interests may be served by the CDEP programme and how the CDEP participants best interests may be served by host employers.

Funding arrangements for host employers has also changed. Historically, some host employers were offered approx half of the On Cost Money received for each participant less the value of specific insurance and workers comp costs and admin/accounting fees. All host employers are required to pay for all additional hours or dollars paid to employees above the basic weekly entitlement.

At present it is proposed that employers will be required to show evidence of funds directly expended on CDEP participants, however there will be no guarantee of on costs being provided to any host employer.

Host employers who did not historically receive on costs funds will not be dramatically affected by this new arrangement.

Recent developments to the environment in which employers manage employees has made Thamarrurr see the need to improve its management of both participants placed within Thamarrurr departments, and those with host employers. Efforts will be made within the coming twelve months to ensure the safety of all participants and that host employers understand their responsibilities.

An outcome of the trend to integrate CDEP throughout the organisation has been the reduced number of women involved in Thamarrurr work programmes and CDEP in general. Where once the women had considerable input into the community through their ability to formulate their own work programmes through the Women's CDEP, the folding of this work area has left a male dominated CDEP.

Goals and Objectives 2004-05

- Convene a 2004 –05 CDEP management Committee
- Consider submissions received from host employers and allocate 2004 –05 placements
- Revise all current CDEP Policy
- Revise all Thamarrurr departmental & homeland placement submissions including work and training programmes in readiness for 2005 – 06 estimates

CDEP Notes 2004 – 05

Wages

CDEP Basic Wages for 2004 – 05 is \$223 per week. Current participant schedule number is 168. Funding for more positions is not likely.

As 2004 financial year came to a close, ATSIIS made changes to the CDEP Management system which now requires weekly reporting of wage payments to Centrelink through an online internet connection.

This also required a change in payroll packages which enabled the reporting of payroll details in prescribed data formats. ATSIIS funded the new payroll system and provided funds for training.

Since 2003, ATSI have required a signed agreement with all host employers which specifies responsibilities of all parties involved in the agreement.

Some departments of Thamarrurr have expressed concern that employees view CDEP wages in a similar light to unemployment benefits. They indicate employees are not happy with the "No work no pay" philosophy and find it difficult to enforce when other departments do not apply the same set of rules. The CDEP Committee will need to revisit this, and other "local rules" of CDEP to ensure a uniform approach across the organisation and host employers.

With CDEP places in demand, it will soon become necessary to apply more management attention to those participants who only show for work infrequently, when there are other people on waiting lists, waiting for their chance to 'get a job'. The Employment and Training Board will hopefully be able to address this problem.

Oncosts

The participant on cost component is approx \$3200 per annum. Homelands are expected to receive a share of these funds in 2004 –05, as homeland CDEP programmes come on line. Perrederr commenced pre end 2004 financial year.

Capital

No significant changes to capital funding arrangements. Homelands expected to gain the greater share.

Table 16 Budgets 2004 – 05 Employment, Training & Enterprise Dev't

	CDEP	DEST/ECEF	TOTAL
External Revenue			
CDEP Breakfast Contributions	10,000		10,000
Labour Sales	4,611		4,611
Material Sales	4,612		4,612
Bank Interest	15,000		15,000
Cwlth Capital Grants	130,000		130,000
Cwlth Operating Grant	2,306,745	49,150	2,355,895
Sub Total External Revenue	2,470,968	49,150	2,520,118
Internal Revenue			
Contracts	30,000		30,000
P&E Hire	20,000		20,000
Unclassified Internal Income		33,957	33,957
Sub Total Internal Revenue	50,000	33,957	83,957
Total Revenue	2,520,968	83,107	2,604,075
External Expense			
Assets	130,000		130,000
Employment & Labour	2,107,191	88,926	2,196,117
Materials	48,000		48,000
Travel & Accom		10,038	10,038
Meeting Expenses	2,000		2,000
Audit Fees	7,000		7,000
Electricity	7,000		7,000
Comp Software	4,610		4,610
Consultant Fees	2,052	40,000	42,052
Freight	10,000		10,000
Minor Equipment	12,000		12,000
Protective Clothing	6,000		6,000
Registrations	6,000		6,000
Telephone	3,000		3,000
Training	9,341		9,341
Work Health & Safety	5,000		5,000
General Operating Expenses	3,620		3,620
SubTotal External Expense	2,362,814	138,964	2,501,778
Internal Expense			
Accounting Fees	1,000	4,000	14,000
Insurance	10,300	500	10,800
Fuel	47,000		47,000
P&E Hire	5,000		5,000
Employment costs		5,200	5,200
Repairs & Maint.	84,878		84,878
Workers comp	52,764	1,824	54,588
Sub Total Internal Expense	209,942	11,524	221,466

Total Expense	2,572,755	150,488	2,723,244
Surplus/(Deficit)	(51,787)	(67,381)	(119,169)

NATURAL AND CULTURAL RESOURCE MANAGEMENT

Thamarrurr Natural and Cultural Resource Management Department (TNCRM) is a new and exiting initiative from within Thamarrurr Regional Council. Built upon the Caring for Country Strategy supported by the Northern Land Council, the functions of TNCRM include overseeing the roles of the community Ranger programme as well as facilitating greater interaction with natural and cultural resource management both throughout Thamarrurr, and work with external agencies. This department takes a community development approach to all work, and as such all work is conducted and driven by community members.

The broad roles and functions of the ranger programme include:

1. Drawing together people from different land owning groups to work together to look after country;
2. Facilitating the traditional passing down of knowledge and stories from elder community members to the young; and
3. By making sure the country is in a good condition, providing land management conservation and development opportunities for future generations.

Specifically the Rangers are engaged in activities that include

- Surveillance and control of exotic weed species
- Early warning detection activities in conjunction with Australian Quarantine Service (ie feral pig and dog work)
- Fisheries surveillance activities in conjunction with NT Fisheries
- Erosion and revegetation works in conjunction with greening Australia
- Formal and informal on the job training in all these areas

In addition TNCRM has a responsibility to

- Engage with external agencies with interests relevant to TNCRM within Thamarrurr region, and
- Provide the people of Thamarrurr with opportunities to interact in a useful manner with these agencies. This may include liaising with the Blacktip pipeline project to facilitate local involvement, joint projects with Charles Darwin University pertaining to documenting environmental indicators etc.

Goals and Objectives 2004-05

- To consolidate TNCRM as core council business
- Facilitate interaction with the Thamarrurr Business Development Project
- Maintain string community development aims
- Liaise with and develop coordinated work programme with Parks and Gardens and Environmental Health Team to develop greater community ownership and drive for all projects
- Assess and work to ensure that Thamarrurr is in compliance with all relevant government acts
- Complete Certificate II training and Sea Ranger training for rangers
- Develop more meaningful work opportunities through Work for the Dole scheme
- Ensure TNCRM is at the forefront with negotiations or interactions with outside interests
- Work towards sustainable business development based on natural resource utilization
- Ensure sustainable work force and work place

- Participate in and contribute to the Thamarrurr Infrastructure audit.

Exploration

In order to undertake extraction activities, material sources must be identified. Some work has already been undertaken north east of Nganmarriyanga community in the Papangnalla vicinity, in the foothills of the Macadam Ranges. Additional exploration is needed to further identify viable sites offering commercial quantities of materials.

Goals and Objectives 2004-05

- In line with negotiations occurring re extraction industry, undertake further exploration.

Extraction Industry

As part of its Natural Resource Management activities the department will assist in the planning, facilitating and establishment of sustainable commercial opportunities within the extractive industry.

The extractive industry is critical to the ongoing development and the construction industry within the region.

Opportunities exist for:

- Extraction/processing of coarse sand and gravel ex Daly River for use in concrete works
- Hard Rock quarrying to supply materials for use in:
- Woodside/ Blacktip Project
- Roads Construction
- Drainage works
- Aggregate for concrete
- Landscaping projects
- Buttress materials in erosion control projects

Project support of NT D.B.I.R.D. is underway to develop an operational plan and possible joint venture arrangements with NT Extractive industry to commence extractive operations in dry season 2005.

Negotiations are continuing to source Daly River sand from relevant land owning groups.

Northern Land Council also supports this project in its role as supporting traditional landowners with culturally appropriate sustainable economic opportunities in land use.

This project will provide further opportunities for the development of locally owned transportation operations.

Goals and Objectives 2004-05

- Commence development of operational plan and joint venture arrangements with NT extractive industry
- Continue negotiations re Daly River sand

Table 17 Budgets 2004 – 05 Land Mgmt, Rangers Sea & Inland

	Land Mgmt	Inland Rangers	Sea Rangers	TOTAL
External Revenue				

NT Operational Grants			60,000	60,000
Cwlth Capital Grants			129,000	129,000
Sub Total External Revenue	0	0	189,000	189,000
Internal Revenue				
Labour	1,500			1,500
Unclassified Internal Income	99,476	38,000		137,476
Sub Total Internal Revenue	100,976	38,000	0	138,976
Total Revenue	100,976	38,000	189,000	327,976
External Expense				
Assets			32,000	32,000
Employment & Labour	86,840	37,108	34,178	158,126
Materials		13,000	0	13,000
Travel & Accom	5,270	1,000	4,000	10,270
Consumables		3,500	2,000	5,500
Food Purchases		8,076	1,000	9,076
Electricity			600	600
Insurance			500	500
Consultant Fees		1,500	15,000	16,500
Freight			1,000	1,000
Minor Equipment			4,000	4,000
Protective Clothing			2,000	2,000
Training			1,000	1,000
Work Health & Safety			6,000	6,000
General Operating Expenses			2,000	2,000
SubTotal External Expense	92,110	64,184	105,278	261,572
Internal Expense				
Accounting Fees	2,000		3,000	5,000
Contracts			127,616	127,616
Fuel		5,000	5,000	10,000
P&E Hire		3,000		3,000
Labour		1,500		1,500
Employment costs	5,200			5,200
Workers comp	1,666	892	822	3,380
Sub Total Internal Expense	8,866	10,392	136,438	155,696
Total Expense	100,976	74,576	241,716	417,268
Surplus/(Deficit)	0	(36,576)	(52,716)	(89,292)

Thamarrurr Regional Council

Budget Summary 2004 – 05

Total Revenue	8,285,982
Total Expenditure	10,856,522
Total Surplus/Deficit	(2,570,540)
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Expenses from Ordinary Activities	
Employee Costs (Council employees only)	2,851,473
CDEP Wages	1,926,490
Materials & Contracts (non capital)	1,443,049
Interest Charges	7,760
Dep'n & Amort'n	
Other Operating Expenses	1,752,789
Total expenses from ord. acts.	7,981,561
Revenue from Ordinary Activities	
Rates & Annual Charges	
User Charges & Fees	400,000
Interest	42,350
Other revenue from ord acts.	512,300
Grants & Contribs. For op purposes - NT	1,443,579
Grants & Contribs. For op purposes - C'wlth	3,964,696
Other op revenues	1,134,637
Total Revenues from ord acts before capital amts	<u>7,497,562</u>
Change in net assets before capital amounts	(483,999)
Grants & contribs for cap purposes - NT	203,508
Grants & contribs for cap purposes - C'wlth	584,912
Capital expenditure	<u>2,874,960</u>
Change in Net assets before abnormal & extraord.	(2,570,540)
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Table 18 Budget Summary 2004 - 05

Departmental Budget Summary 2004 – 05

Department	Income	Expenditure	Surplus/(Deficit)
Corporate Services	2,137,231	1,743,031	394,200
Infrastructure, Housing, Industry	2,286,234	5,351,127	(3,064,893)
Kardu Services	1,153,399	999,013	154,386
Employment, Training & Enterprise	2,520,118	2,501,778	18,340
Natural Resource Management	189,000	261,572	(72,572)
Total	8,285,982	10,856,522	(2,570,540)

Note: Unexpended grants from 2004 cover the deficit in 2005

Table 19 Departmental Budget Summary 2004 - 05