



Senate Finance and Public Administration Committee Inquiry Into:

**The appropriateness and effectiveness of the objectives, design,
implementation and evaluation of the Community Development Program**

19 June 2017

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1. Executive Summary

Since the Northern Territory National Emergency Response (NTNER) there have been significant changes to Commonwealth Government funded employment programs delivered for the benefit of Aboriginal people living in remote and very remote areas of Australia.

Whilst the reform of these programs has been well intentioned it has not achieved good outcomes for Aboriginal people. In many respects it has increased the level of Aboriginal disadvantage and led to reduced levels of economic participation.

In our opinion a more sophisticated approach to Aboriginal employment and economic participation is now required. Employment cannot be viewed purely as a social determinant of the multidimensional disadvantage experienced by many Aboriginal people but must also be viewed as a symptom of a number of complex and interrelated issues.

Government policy needs to be developed in a consultative way that considers the perspective of participants, community and Aboriginal community controlled service providers during the process of development, implementation, operation and review. Policy and practice approaches must be appropriate, consistent and flexible. The outcomes of employment programs must not be judged against employment outcomes alone. Strategies should not be underpinned by punitive approaches that increase disadvantage and poverty amongst Aboriginal families. Above all else mutual obligation and activity requirements for Aboriginal people should not be set at an unrealistic level.

From our perspective the requirement of 25 hours per week of 'Work for the Dole' for Aboriginal people living in remote and very remote areas is too high. The level of participation expected from Community Development Program participants is significantly higher than that expected from urban job seekers engaged with Job Services Australia programs. If income support were considered as a product of hours of participation in 'Work for the Dole' then participants are being paid \$11 per hour. The national minimum wage is currently \$17.70 per hour.

Another risk from 'Work for the Dole' is that these programs designed to be 'work like' could be linked to a reduced number of opportunities for work in the provision of services in remote and very remote areas. There is some concern that the Commonwealth and Territory may see an opportunity to reduce funding for a range of programs including Municipal and Essential Services on the basis that 'Work for the Dole' can undertake much of this work with no additional financial resourcing (or limited financial resourcing).

Tangentyere sees many opportunities for the development of a better program that builds the levels of employment, economic participation and financial inclusion whilst tackling the social determinants of the multidimensional disadvantage of Aboriginal people living in remote and very remote areas of Australia. The income support of individuals could be invested in employment programs that implement strategies developed by the community to work alongside existing programs (i.e. without replicating or jeopardising these programs). Such programs could focus on the development of social enterprises and programs for tackling key issues in remote and very remote Australia.

2. Recommendations

Tangentyere Council has endorsed and indeed participated in the development of the Aboriginal Peak Organisations Northern Territory, Developing Strong and Resilient Remote Communities: Proposal for Establishment of a Remote Development and Employment Scheme. On this basis, Tangentyere Council would like to reiterate a number of the recommendations proposed by APONT. These have been summarised below:

Recommendation 1:	Development and Implementation of New Remote Jobs Investment Fund
<p>“That a new Remote Jobs Investment Fund be established that will provide paid, part time work for around 30% of the current” Community Development Program “caseload who have the capacity to work but cannot find paid employment. These new jobs would attract full entitlements and be attached to services and projects with clear value to communities” (APONT, 2017, p. 6). Tangentyere Council feels that this investment fund should particularly target the creation of employment in areas outside of current Commonwealth and Territory investment. Particular areas of focus could include social enterprises; working on country; and cultural and linguistic preservation and practice. “Jobs would generally be created either by the new ‘Remote Job Centres’ or by other local” Aboriginal community controlled organisations (APONT, 2017, p. 6).</p>	
Recommendation 2:	Development and Implementation of New Remote Job Centres
<p>That the Community Development Program “be replaced by Remote Job Centres, working on a long-term basis with stakeholders in each region to try to increase the proportion of local people who have employment and/or earned income. Long-term impact on employment rates will be a key measure of success, but accountability will be shared, recognising the critical role of Government and other stakeholders in ensuring their policies and actions contribute to this goal. Other measures of success will include wellbeing measures set by the community, reflecting the critical importance of community leadership and decision making to the scheme” (APONT, 2017, p. 6). “Remote Job Centres will coordinate and support the establishment of the new waged jobs, and will provide ongoing case management to people in these jobs to build skills and move to new opportunities where they arise” (APONT, 2017, p. 6). “Remote Job Centres will provide individual and family based case management to people who are not in work to help them increase their capacity to work, to earn income” and/or to tackle the determinants of multidimensional disadvantage (APONT, 2017, p. 6). “The emphasis will be on working on strengths and opportunity, rather than applying penalties. Those who have capacity to work would have ‘activity’ obligations that are no more onerous to those in non-remote areas, and these would be reflected in Job Plans” (APONT, 2017, p. 6). Local decision making processes will be at the core of the development of obligations and their enforcement. Formal and administrative processes should be minimised and appropriate.</p>	
Recommendation 3:	Improved Assessment for Disability, Chronic Disease and Other Barriers
<p>“That Remote Jobs Centres be explicitly given a role in assisting people to stabilise their incomes (e.g. through DSP) and to access appropriate support/assessment” (APONT, 2017, p. 27). “Alongside those who have that immediate capacity, we believe that there is a substantial group currently in CDP who have major barriers to participation that are not properly recognised or accommodated under the program” (APONT, 2017, p. 27). “Inadequate recognition of the health, disability and other personal factors that impact on remote Indigenous people is almost certainly one reason for the enormous rate of penalties being applied to CDP participants. Application of penalties to this group can only be harmful, with the potential to exacerbate ill health and family stress. Rather than being penalised, unemployed people who have significant, possibly unidentified, impairments or are in crisis need support to access appropriate services and to stabilise their family incomes” (APONT, 2017, p. 27). “here participants have immediate health or personal factors that mean that they are unable to work in the short/medium-term, Remote Job Centres should be able to adjust their obligations accordingly, allowing them to participate in a ‘personal support’ stream without work-related obligations for up to 12 months at a time” (APONT, 2017, p. 27). People experiencing non-vocational barriers to employment, often as a by-product of their experience of multidimensional disadvantage should not be placed at greater risk through financial penalties.</p>	

Recommendation 4:	Review of Indigenous Enterprise Fund
<p>That the Indigenous Enterprise Fund “be retained but reviewed and reformed. Rather than strictly applying commercial criteria, the Fund should be able to stimulate social enterprises. By way of definition, a social enterprise organisation is one which serves the interests of a discrete group of disadvantaged people by engaging in market-based business activity with the aim of reinvesting in community benefits such as employment, housing, business development, social services, skills development, education and health” (APONT, 2017, p. 21). Rather than commercial viability as the single test, we propose that the fund should support development of enterprises that have the potential to generate social and economic returns in the short-term, with the prospect of reduced reliance on government support over time. The funding model and incentives of any new program must support the long-term development of community based social enterprises. Again, this should be seen, not just as a job for contracted organisations, but one in which government officials have a critical role in maximising the ‘capture’ of government spending within communities – for example, by considering how government procurement processes are managed (APONT, 2017, p. 21).</p>	
Recommendation 5:	Strategies for the Engagement, Participation and Development of Young Adults
<p>That funding is allocated for “for local organisations to develop a range of strategies to” work with “young people to support their engagement in education, training, community and work” (APONT, 2017, p. 30). This funding would allow the development of local methodologies for the building of partnerships with schools; development and/or expansion of local community controlled responses; and the development of employer/educator collaboration to enable young people to access periods of supported employment/education outside of the community.</p> <p>That “a pool of Remote Youth Project places” be established in order to provide a bridge between school and employment” (APONT, 2017, p. 31). They would provide young people with an opportunity to participate in paid work experience and accredited training on community projects for a period of 6-9 months. Project activities would be determined locally and could include a wide range of environmental, cultural and vocational activities – from ‘on country’ programs to multimedia. We are proposing an initial pool of 1500 places. If properly supported, these projects should not only improve self-esteem, confidence and employment prospects, but decrease recidivism and improve mental health” (APONT, 2017, p. 31).</p> <p>Ensuring that young people are engaged, participating and contributing to their families through their participation in the economy is a priority. From our perspective many young people have fallen through the gap as they are not in receipt of income support payments or wage. This has the impact of making these young people invisible and places further financial burdens on their families.</p>	
Recommendation 6:	Development and Implementation of a Statutory Body
<p>“That a new independent body with majority representation from remote Indigenous community groups be established to provide oversight and manage delivery of the proposed remote employment and community development scheme” (APONT, 2017, p. 314). That the overarching national body will “foster and support regional and local bodies and ensure they have a key part in decision-making about program directions, and contribute to achieving outcomes”</p> <p>“It is proposed that the national oversight body would:</p> <ul style="list-style-type: none"> ➤ Be responsible for ensuring that the scheme makes a positive contribution to the economic, social and cultural life of affected communities; ➤ Manage the design and implementation of the scheme in accordance with long-term development objectives, including allocating funds for the Remote Jobs Centres, the Remote Jobs Investment Fund and the Enterprise Fund; ➤ Ensure the development of a strong and capable remote employment sector, with a primary focus on supporting regional and local Indigenous organisations and partnership arrangements where required; ➤ Monitor the outcomes (intended and unintended) of the program and their consistency with its 	

<p>principles and objectives;</p> <ul style="list-style-type: none"> ➤ Ensure robust and inclusive evidence gathering and dissemination; ➤ Ensure that affected people and communities have a say in the program's delivery, ongoing development and evaluation; ➤ Maximise the value of investments in the strategy through partnerships with State and Territory Governments that increase jobs, services and infrastructure in remote communities. <p>The new body would provide funding for Remote Job Centres and would work in partnership with them. It would have a critical role in building their capacity to deliver. It would build expertise in community and economic development and in participatory decision-making practices" (APONT, 2017, p. 34).</p> <p>"While a national body would be required to manage the overall scheme, we anticipate that its governance arrangements would reflect the importance of regional bodies in Indigenous Affairs. At present, these arrangements are at different stages of development but, over time, we expect that regional bodies will provide leadership and will have a primary role on holding Remote Job Centres, Government stakeholders and employers to account for delivery of the scheme" (APONT, 2017, p. 34).</p>	
Recommendation 7:	Employment Emphasis of Commonwealth Investment through National Partnership Agreements
<p>That future National Partnership Agreements have strengthened provisions with respect to Commonwealth oversight of Territory procurement processes with respect to Commonwealth investment. Procurement processes should place far greater emphasis on Indigenous employment, economic participation and training</p>	

3. Background

The Town Camp Movement was catalysed by the displacement of people from their traditional lands; the repeal of the Welfare Ordinance Act (1964); and the Equal Wages Case (1968); and steadily built momentum from early 1974 with the incorporation of the first Town Camp Housing Associations.

The Town Camp Housing Associations and Tangentyere Council were formed by Town Camp residents to support their efforts to gain access to land, housing, water, electricity, municipal services, community services and to address the shared experience of disadvantage. Tangentyere was incorporated in 1979 as a service provider and umbrella organisation for the Town Camp Housing Associations. The 16 Town Camp Housing Associations and Aboriginal Corporations are the Corporate Members of Tangentyere Council.

Today 16 Town Camps exist within Alice Springs. The conservative service population estimate for Town Camps is between 1,950- 3300, 70% are permanent residents and 30% are either visitors or homeless (Foster et al, 2005).

In 2009, 14 Housing Associations entered into tripartite Alice Springs Living Area Subleases with the Executive Director of Township Leasing (EDTL) on behalf of the Commonwealth and the CEO of Housing on behalf of the Territory. The EDTL then entered a Housing Management Agreement (underlease) with the Northern Territory Government making the Department of Housing and Community Development (DoHCD) the Housing Authority for the Alice Springs Town Camps. The Alice Springs Living Area Subleases expire in December 2049 but the Housing Management Agreement (HMA) expired in December 2012. Since the HMA expired in 2012 it has continued as a periodical agreement being extended from month to month. The periodical HMA undermines certainty and the capacity for future planning.

The periodical status of the HMA means that there is a lack of strategic long term planning with respect to housing management; municipal services; and the development of housing and infrastructure. In addition the short term nature of the HMA and related subcontracts also undermines attempts by Town Camp Housing

Associations to engage external parties in community led interagency responses to develop strategies for improving community safety.

3.1. Tangentyere Council Aboriginal Corporation

Tangentyere Council is a community controlled Public Benevolent Institution delivering human services and social enterprise activities for the benefit of Aboriginal people from the Town Camps, Urban Alice Springs and Central Australia. Tangentyere Council was first incorporated in 1979. Between 1979 and August 2015 Tangentyere Council was incorporated under the Northern Territory Associations Act (2008). To comply with the Commonwealth Government requirement for Indigenous organizations to be incorporated under the Corporations (Aboriginal and Torres Strait Islander) Act 2006 (CATSI) in order to receive Indigenous Advancement Strategy funding in excess of \$500,000, Tangentyere Council transferred incorporation to the CATSI Act. Tangentyere Council transferred incorporation on the 14th August 2015. The organization was a finalist in the 2016 Reconciliation Australia, Indigenous Governance Awards and is estimated to be one of the 15 largest Aboriginal Corporations in Australia.

Tangentyere Council was formed to assist the Housing Associations to gain legal tenure and in order to obtain water, electricity and housing. From 1979 Tangentyere Council operated as an Indigenous Community Housing Organisation (ICHO) and service provider. The Corporate Members of Tangentyere are the Housing Associations and the members of these Housing Associations are individual members of Tangentyere. Today, Tangentyere has 625 members. The Tangentyere Board of Directors is composed of the elected Presidents of the Alice Springs Town Camp Housing Associations and Aboriginal Corporations.

Tangentyere Council is no longer an Indigenous Community Housing Organisation but provides a broad range of Human Services including the following:

- Child Protection and Wellbeing;
- Aged and Disabled;
- Youth;
- Employment and Training;
- Family;
- Community Development;
- Community Safety and Wellbeing;
- Town Camp Secretariat Support;
- Chronic Disease Care Coordination;
- Family Violence Prevention; and
- Social Enterprise Development.

Tangentyere is committed to the employment and capacity development of Central Australian Aboriginal people.

66% of the Tangentyere workforce is Aboriginal and Tangentyere is committed to increasing this proportion. Investing in Aboriginal Corporations and Aboriginal community controlled social enterprises delivers outcomes for Aboriginal employment and economic participation.

Tangentyere Employment Service (TES) is the Community Development Program provider for the Greater Alice Springs Region including the Alice Springs Town Camps, Amoonguna and nearby outstations. TES has approximately 700 people on its caseload at any time although it reports significant turnover of participants on the basis of mobility.

TES has three discrete client communities as follows:

Locality	Proportion of Caseload	Participants
Amoonguna	20%	150
Town Camps	50%	350
Outstations	30%	200

3.2. Alice Springs Town Camp Associations and Aboriginal Corporations

Tangentyere Council has 16 Corporate Members as follows:

Figure 1: Town Camp Housing Associations, Incorporation and Tenure					
Association/Aboriginal Corporation	Alias	Incorporation Date	Tenure	Lot Number	Granted
Ilperle Tyathe Association	Warlpiri	17/11/1978	SPL-450	5149	30/01/1979
Aper-Alwerrkng Association	Palmer's Camp	17/04/1977	SPL-459	5180	25/07/1979
Mount Nancy Association	Mount Nancy	16/07/1974	SPL-409	5135, 5123	16/07/1976
Anthelk-Ewlpaye Association	Charles Creek	16/07/1974	SPL-426	3702, 3704	12/08/1977
Nyewente Association	Trucking Yards	6/02/1975	SPL-449	5152	28/12/1978
Akngwertnarre Association	Morris Soak	14/11/1974	SPL-438	5150	22/12/1977
Ewyenper-Atwatye Association	Hidden Valley	11/08/1977	SPL-473	5189	30/01/1980
Yarreny Arltre Association	Larapinta Valley	17/11/1978	SPL-536	5195	23/06/1981
Anthepe Housing Association	Drive In	8/03/1974	SPL-412	5146	8/11/1976
Inarlenge Association	Little Sisters	28/02/1978	Crown-1112	3701	11/06/1973
Ilyperenye Association	Old Timers	22/08/1977	SPL-550	5708	14/09/1981
Ilparpa Aboriginal Corporation	Ilparpa	25/10/1979	SPL-493	5713	2/07/1980
Mpwetyerre Aboriginal Corporation	Abbotts Camp	25/10/1979	SPL-543	2664	4/07/1980
Karnte Aboriginal Corporation	Karnte	11/07/1983	Crown- 1111	7850	1/02/1988
Lhenpe Artnwe Aboriginal Corporation	Hoppy's Camp	6/08/1986	SPL-426	1733	12/08/1977
Irrkerlantye Aboriginal Corporation	White Gate	28/10/1992	n/a	n/a	n/a

4. Appropriateness of Policy and Practice Design, Implementation and Operation

Jordan and Fowkes provide some comparison of the former community controlled 'Community Development Employment Projects' (CDEP) scheme and the contemporary Department of Prime Minister and Cabinet (DPM&C) scheme the 'Community Development Program' (CDP). Both CDEP and CDP are linked to the income support safety net (Jordan and Fowkes, 2016, p. 6). CDEP was a "government sponsored part-time employment program, with participants paid a wage to work on local projects prioritised by the community" (Jordan and Fowkes, 2016, p. 1). CDEP providers would receive block payments from the Department of Human Services comprising of welfare recipient income support and grants supporting administration, capital and infrastructure purchases (Jordan and Fowkes, 2016, p. 1). Whilst income was linked to work the number of hours worked by participants was limited to 15 hours per week to ensure that the rate of remuneration was consistent to award rates this is in contrast to remote 'Work for the Dole' schemes (Jordan and Fowkes, 2016, p. 1). CDEP supported the development of social enterprises and workers often had an opportunity to work additional hours for additional pay (Jordan and Fowkes, 2016, p. 1). Because CDEP was community controlled the absence of the individuals for the purpose of attending a funeral or their participation in traditional mourning practices did not result in the breach of income support (Jordan and Fowkes, 2016, p. 1). By contrast to CDEP the current CDP is unforgiving of people's absence from 'Work for the Dole' and/or mutual obligation activities. Jordan and Fowkes have noted that local issues such as cultural obligations including the need to participate in traditional mourning practices are issues to be managed by the local providers (Jordan and Fowkes, 2016, p. 13). With respect to 'Work for the Dole' and other activities the Department has an expectation of providers and individuals reaching a KPI of 100% for 'Work for the Dole' participants' attendance in activities (Jordan and Fowkes, 2016, p. 13). According to Jordan and Fowkes Aboriginal people from remote and very remote areas were breached at over 30 times the rate when compared with job seekers from urban areas during the first year of CDP (Jordan and Fowkes, 2016, p. 16). More recent briefings and unpublished materials suggest that the rate is closer to 56 times higher in remote and very remote areas in comparison with urban job seekers. In our experience many Aboriginal people are breached from income support for reasons including participating in cultural activities including traditional mourning practices and due to high rates of mobility. Whilst it may not be the intention of the Department to breach people in these circumstances it is the inevitable outcome of a disconnection between the participants' reality and a policy framework developed at a distance from the lives of participants.

5. Is Aboriginal Unemployment in Remote and Very Remote Areas a Determinant or Symptom?

Aboriginal people living in remote and very remote areas have a shared experience of multidimensional disadvantage. Tangentyere Council recognises the social determinants of health and the relationship between the conditions in which people are born, grow, live, work and age and inequities in health and wellbeing. These determinants relate to social, economic, environmental and cultural conditions. At times factors identified as determinants can also be viewed as symptomatic of other determinants and the relationship between factors is complex and not readily resolved by simplistic policy or practice. The Commonwealth has focussed on unemployment as a key social determinant of the multidimensional disadvantage experienced by Aboriginal people living in remote and very remote areas. At times it appears that policy and practice is geared toward and idea that employment will resolve Aboriginal disadvantage. From our perspective it is more helpful to consider unemployment as both determinant and symptom. This is not to say that Tangentyere does not see employment and economic participation as priorities for Aboriginal people because they are absolute priorities. But people should not be financially penalised for a failure to comply with onerous mutual obligation and activity requirements. Government policy should be mindful of the whole spectrum of social determinants

and how these may interact with each other. Tackling one social determinant without consideration for the impact of the others will not lead to decent outcomes. Tangentyere Council is very mindful that the current punitive practices of the Department of Human Services with respect to breaching CDP participants have negative impacts for the following social determinant: (1) Stress; (2) Poverty; (3) Social Exclusion; (4) Early Life; (5) Disposable Income; (6) Food Security; and (7) Transport. Central Australian CDP participants experience poverty and are likely to have significant debts with respect to key areas such as housing. It is unclear what strategy breaching people is supposed to fulfil.

Tangentyere is a major employer of Aboriginal people many of whom live on the Alice Springs Town Camps. Many Aboriginal people who have been motivated to apply for work with Tangentyere have struggled to maintain employment for reasons related to the social determinants. One common example is that of the individual living in overcrowded housing. It is not surprising that an individual sharing with 16 other individuals will be challenged to be able to maintain regular employment. The traditional wisdom is that employment will resolve the individual's experience of multidimensional disadvantage but there is simply not the housing stock to allow people to live free from overcrowding. In this case unemployment can be considered as both determinant and symptom. In Australia we are fortunate to have an income support safety net that can help to partially mitigate the impact of poverty for those who are unemployed. It is unfortunate that financial penalties are used in an attempt to force people to become employed or to participate in work programs that remunerate people at less than the award wage.

The burden of disease in remote and very remote areas is also another significant factor that requires consideration with respect to employment and participation. The Alice Springs Town Camps provide a case study with respect to the prevalence of chronic disease that is comparable with other remote and very remote areas in Central Australia. According to the Heart of the heart study 28.4%, 39.7% and 24.2% of residents suffer from diabetes, chronic kidney disease and cardiovascular disease respectively (Brown et al, 2014, p. 381). We cannot provide standardised mortality rates for remote and very remote areas in Central Australia but according to the Australian Institute of Health and Welfare in 2006 the standardised mortality rate for diabetes, chronic kidney disease and cardiovascular disease amongst Aboriginal Australians was 13.9, 7.7 and 5 (AIHW, 2006). With these rates of disease Tangentyere feels that there needs to be greater access to financial counsellors to assist people with a range of services including: (1) accessing sickness benefits; (2) applying for income protection insurance through superannuation funds; (3) accessing income protection insurance; (4) ensuring payment of liabilities such as rent when payments change (i.e. wages replaced by sickness benefits etc); and negotiating with Centrelink on a range of matters including breaches, suspensions and activity requirements.

According to the Australian Institute of Health and Welfare in May 2011 amongst Aboriginal and Torres Strait Islander people aged between thirty five (35) and seventy four (74) years old there is an annual crude death rate of one hundred and five deaths (105) per ten thousand (10,000) (AIHW, 2011, p. 5). The crude death rate for non-Indigenous people is approximately sixty (60) per ten thousand (10,000) less than for Aboriginal and Torres Strait Islander people per annum (AIHW, 2011, p. 5). This relates to a difference of one thousand five hundred and twenty three (1,523) potential years of life lost per ten thousand (10,000) per annum (AIHW, 2011, p. 5). This is a significant mortality gap which highlights two important factors with respect to the capacity of individuals to participate in CDP and 'Work for the Dole', firstly many people are suffering from chronic diseases and secondly people are frequently mourning the loss of family members.

6. Breaching Income Support Payments- Impacts

Research undertaken by the Centre for Aboriginal Economic Policy Research (CAEPR) at the Australian National University (ANU) demonstrates that Aboriginal people living in remote and very remote areas are breached from income support payments at ~56 times the rate of income support recipients in urban areas. Whilst key contributors to this high level of breaching include a range of socio-environmental factors the key issue is the significant level of participation required from remote income support recipients in 'Work for the Dole' and other mutual obligation activities. The activity requirements for remote income support recipients are far higher than that of urban job seekers despite the lack of employment opportunities.

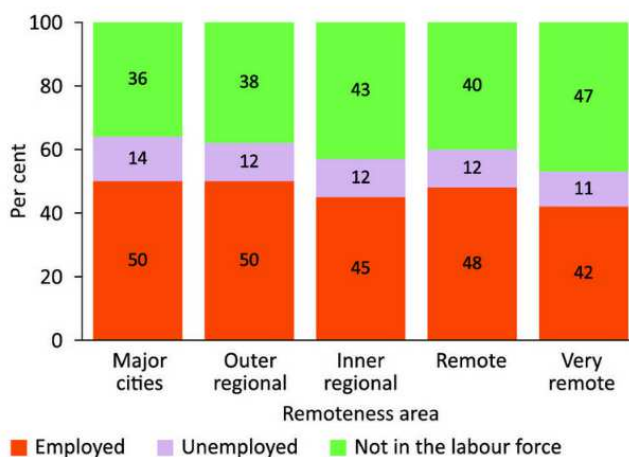
The rates of breaching and the number of people not receiving income support means that the income support safety net is failing. The failure of this safety net impacts significantly upon children, families and other areas such as tenancy sustainability. When a recipient's income support payments stop (even temporarily) all Income Management/Centrelink deductions stop. Stopped deductions result in debt including housing debts as rent deductions stop. This system can lead to significant additional financial stress on families who are already struggling financially, compounding other significant stressors they are often facing.

According to the following table only 42% of Aboriginal people aged 15-64 from very remote areas are employed, 11% are unemployed and the remainder are not in the labour force. Tangentyere is concerned that many people designated as 'not in labour force' simply don't receive any income.

■ Aboriginal and Torres Strait Islander peoples
■ Non-Indigenous Australians

Source: ABS and AIHW analysis of 2012-13 AATSIHS and 2012 SEW

Figure 2.07-3 Labour force status of Indigenous persons aged 15-64 years, by remoteness, 2012-13



7. Mobility

There is significant mobility amongst Central Australian Aboriginal people. This mobility takes place between remote communities; and between remote communities and major service centres like Alice Springs. There is not scope to explore this issue as a component of our response but needless to say the mobility of Community Development Program participants has an impact upon individuals, families and providers. For the Community Development Program and successor initiatives the issue of mobility needs to be considered as a component of design implementation and operation.

The issue of mobility has a marked impact upon Tangentyere Council and its Corporate Members but is not well understood with respect to scale and impact.

The following table outlines work undertaken in 2005 by the Desert Knowledge Cooperative Research Centre and the Tangentyere Research Hub to better understand the issue of mobility and the relationship between the number of residents and the service population of the Alice Springs Town Camps:

Town Camp		Prior to SIHIP	2005	
Official	Alias	Houses	Residents	Service
Ilperle Tyathe	Warlpiri	7	109	177
Aper-Alwerrkngge	Palmer's Camp	6	51	83
Itwiyethwenge	Basso's Farm	2	9	15
Mount Nancy	Mount Nancy	11	63	102
Anthelk-Ewlpaye	Charles Creek	21	121	198
Nyewente	Trucking Yards	19	148	241
Akngwertnarre	Morris Soak	10	65	106
Ewyenper-Atwatye	Hidden Valley	23	243	396
Yarrenyty Arltere	Larapinta Valley	22	184	389
Anthepe	Drive In	8	94	154
Inarlenge	Little Sisters	13	154	250
Ilyperenye	Old Timers	8	89	145
Ilparpa	Ilparpa	11	106	173
Mpwetyerre	Abbotts Camp	6	74	156
Ilpeye Ilpeye	Golders' Camp	9	61	100
Karnte	Karnte	12	135	219
Lhenpe Artnwe	Hoppy's Camp	11	167	272
Total		199	1873	3176

NB: it is clear that at the time of this work there was overcrowding on the Alice Springs Town Camps with an occupancy rate of 9 people per household. With the addition of visitors to these already overcrowded houses the problem is exacerbated with occupancy rates increased to 16 people per household.

The work of Desert Knowledge Cooperative Research Centre and the Tangentyere Research Hub highlights the scale of mobility with respect to the Town Camps. The residents of the Town Camps are Community Development Program Participants as are their visitors (wanted or unwanted) from Central Australian remote communities.

Tangentyere Employment Service (TES) the Community Development Program provider for Greater Alice Springs including the Alice Springs Town Camps, Amoonguna and nearby outstations has been attempting to quantify the churn experienced in Alice Springs as the major regional centre for Central Australia. In this respect Central Australia incorporates the Central Desert Regional Council; MacDonnell Regional Council, the southern Barkly Regional Council; the northern APY Lands (SA); and the eastern Ngaanyatjarra Shire (WA). TES has identified the following statistics reflecting mobility:

TES CDP Case Load Duration Reflecting Mobility		
Commenced	Duration	Percentage
Jul 2013	4 years	<10%
Before Jul 2015	>2 years	33%
After July 2016	<1 year	53%
After Jan 2017	<6 months	37%

TES reported that on the 28 days leading up to Monday, 5th June of 714 CDP participants on their caseload 72 exited the program on the basis that their allowance had changed, ceased or that they moved to a 'jobactive area'. In addition 52 CDP participants on their caseload transferred/moved to another CDP region during this period. 17% of their caseload moved or changed status in the 28 days prior to the 5th June.

There is considerable movement of job seekers between remote communities and Town Camps, resulting in the majority of the TES caseload being with TES CDP for less than 1 year. Many of these job seekers are required to do work for dole activities in remote communities. When these participants leave to travel to Alice Springs their allowances are suspended and penalties applied, this suspension or breach is not identified by the participant until their fortnightly Centrelink payment is received. Participants then discover that they have received no payment of un-quarantined funds (50% of income support is subject to income management/quarantined). These un-quarantined funds could have otherwise been used to assist the household that they are staying with whilst in Alice Springs. 10% penalties are applied to the income support payment not subject to income management, if a participant misses 5 days they will receive no payment of their un-quarantined funds. Income managed funds will still be received but the majority will already be allocated for the payment of liabilities like rent. The loss of income means that individuals cannot contribute nor pay for goods and services such as fuel to return home.

The approach to temporary mobility, breaching and reconnecting with providers creates a significant administrative burden. Whilst In Alice Springs visitors have to reconnect with TES as the local provider. TES then needs to do new job plan and refer them to our town based 'Work for the Dole' projects. The client gets their allowance resumed but not necessarily restored as the penalty for missing days is still applied. Frequently this restored allowance enables for the purchase fuel or bus fare home. On returning home the participant will need to cease from being on the TES caseload and return to the relevant local provider.

TES have reported that during the last 10 months that they have received 'Work for the Dole' payments for in excess of 800 participants but have only ever had 400 participants signed up to 'Work for the Dole' at any one time. The variation between the figure of 714 CDP participants and the figure of 400 'Work for the Dole' participants is explained in terms of the status of individuals (i.e. whether they are current, transferring, suspended or pending) and whether they have an exemption (i.e. primary carers of young children etc).

Commenced/Current		Transferring	Suspended	Pending
'Work for the Dole'	Not WDF			
56%	14%	16%	7%	7%

NB: with this rate of transfer, suspension and exiting TES needs to sign up approximately 100/month to achieve KPIs.

8. Procurement

Department of Housing and Community Development (DoHCD) procurement processes for program areas including the Strategic Indigenous Housing and Infrastructure Program (SIHIP); Tenancy Management, Property Management and Municipal Services has undermined the Aboriginal employment and training aspirations of the Commonwealth Government with respect to its investment in the Territory through National Partnership Agreement such as the National Partnership Agreement in Remote Indigenous Housing (NPARIH).

If Territory procurement processes don't truly reflect an aspiration to improve Aboriginal employment, economic participation and training the current situation is unlikely to improve. The investment of both the Commonwealth and Territory through National Partnership Agreements, the Indigenous Advancement Strategy and NT Government contracts and grants needs to reflect a shared aspiration for tackling Aboriginal unemployment, work readiness, professional development and financial exclusion.

9. Employment Outcomes- Township Leasing, SIHIP and NPARIH

The following is an extract from the Tripartite Alice Springs Living Area Subleases which paved the way for a \$100,000,000 SIHIP investment in Town Camp Housing and Infrastructure:

E. The Australian Government wishes to substantially improve:

- i) the quality and availability of infrastructure and housing on the Alice Springs Living Areas;
- ii) the level of maintenance and repair to the housing and infrastructure on the Alice Springs Living Areas;
- iii) the quality of tenancy management on the Alice Springs Living Areas ;and
- iv) Indigenous Employment and Training Outcomes

Tangentyere Council has frequently requested information related to the project management of this \$100,000,000 investment by the Territory. From the perspective of Tangentyere Council and our Corporate Members this project did not deliver (1) significant infrastructure improvements to the majority of Town Camps (outside of housing); (2) improvements to repairs and maintenance (until 2016); (3) significantly improved tenancy management; and (4) Aboriginal employment and training outcomes.

Having said this there have been improvements to repairs and maintenance since the beginning of 2016 and we anticipate improvements in tenancy management under the current contract (commenced June 2017). We acknowledge that there is a relationship between Tangentyere Council and the current tenancy manager (Central Australian Affordable Housing Company); and between Tangentyere Council and the current property manager (Tangentyere Constructions).

10. Subcontracting to Human Services Delivery to For-Profit Businesses by the Territory

Tangentyere Council understands that NT Government procurement processes under the previous Territory Government have led to the proliferation of for-profit private companies becoming responsible for the delivery of services including 'tenancy management' in remote communities. The majority of such companies employ a 'drive in and drive out' approach to servicing remote clusters that is worthy of investigation as it does not provide any meaningful employment outcomes. It is our experience that limited outcomes exist for employment of community members outside of periodical casual work of short duration. This work is often in

the execution of punitive tasks (e.g. such as providing news of an unsatisfactory inspection etc) which leaves the individual vulnerable due to a lack of support by the employer once they have drive out of the target community.

On the 28th January 2014, Tangentyere received notification from the Department of Housing that a for-profit business had been awarded a contract for the 'provision of tenancy management services in specified remote communities for a period of 55 months'. The contract in question is worth \$4,407,334, corresponding to an annual rate of \$961,600. The awarding of this contract was at the expense of local Regional Councils with a history of employing local Aboriginal people.

The contract was for the following 6 remote clusters:

Cluster	Provider	Communities	Houses
2	Zodiac	Pmara Jutunta, Nturiya, Wilora, Laramba, Wilowra	164
3	Zodiac	Yuendumu, Yuelamu, Nyirripi	192
4	Zodiac	Atitjere, Engawala	45
5	Zodiac	Ikuntji, Papunya, Mt Liebig, Kintore	151
6	Zodiac	Ntaria, Areyonga, Wallace Rockhole	152
7	Zodiac	Titjikala, Santa Teresa, Finke	172
2-7	Zodiac	22 Locations	876

Tangentyere Council obtained monthly project performance information reports for this contract and we estimate that the overall Aboriginal employment outcomes for this project are approximately 20% with respect to the percentage of hours of employment. The figure for local Aboriginal employment appears to be in the vicinity of approximately 10% with respect to the percentage of hours of employment.

Where the Northern Territory Government outsources work to private companies and fails to ensure that KPIs for employment are met then the capacity for tackling the issue of unemployment is compromised. Tangentyere Council can provide the monthly project performance information reports for these clusters on request. We stress that our estimates whilst made with care are only estimates but feel that the matter and indeed analogous procurement and investment requires scrutiny by the Senate Finance and Public Administration Committee.

11. References

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3. Jordan, K., & Fowkes, L. (2016). *Job Creation and Income Support in Remote Indigenous Australia: Moving Forward with a Better System*, CAEPR Topical Issue No. 2/2016. Canberra, ACT: Centre for Aboriginal Economic Policy Research Australian National University.
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5. Brown, A., Carrington, M., McGrady, M., Lee, G., Zeitz, C., Krum, H., Rowley, K., and Stewart, S. (2014). Cardiometabolic risk and disease in Indigenous Australians: The heart of the heart study. *International Journal of Cardiology*, 171, p377–383.
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