

Final Report

Indigenous housing & governance: case studies from remote communities in WA & NT

authored by

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**Australian Housing
and Urban Research Institute**

Western Australia Research Centre

August 2004

AHURI Final Report No. 66

ISSN: 1834-7223

ISBN: 1 920941 42 8



Australian Housing
and Urban Research Institute

ACKNOWLEDGEMENTS

This material was produced with funding from the Australian Government and the Australian States and Territories. AHURI Ltd gratefully acknowledges the financial and other support it has received from the Australian, State and Territory governments, without which this work would not have been possible.

The authors gratefully acknowledge the participation of Indigenous communities, organisations and individuals (listed in this paper) and the support provided by individual User Group members. The User Group members were representatives from the following agencies: Commonwealth Department of Family & Community Services, ATSIC, WA Department of Housing & Works – Aboriginal Housing & Infrastructure Unit, WA Department of Indigenous Affairs, WA Department of Premier & Cabinet, NT Department of Community Development, Sports & Cultural Affairs – Indigenous Housing & Essential Services Unit (IHANT Secretariat). We are grateful for the advice provided by Roz Walker, Curtin Indigenous Research Centre, Curtin University.

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LIST OF ACRONYMS

AACAP	Army ATSIC Community Assistance Program
ACSIP	Aboriginal Communities Strategic Investment Program (AHIU, DHW)
AHB	Aboriginal Housing Board (now AHIC)
ADC	Aboriginal Development Commission
AHID	Aboriginal Housing and Infrastructure Directorate (formerly AHIU, WA)
AHIU	Aboriginal Housing and Infrastructure Unit (now AHID)
AHIC	Aboriginal Housing & Infrastructure Council (formerly AHB)
ALGA	Australian Local Government Association
ATSIC	Aboriginal & Torres Strait Islander Commission
ATSIS	Aboriginal & Torres Strait Islander Services
CANCA	The Combined Aboriginal Nations of Central Australia
CDEP	Community Development Employment Program, ATSIC
CHIP	Community Housing and Infrastructure Program, ATSIC
CLP	Community Layout Plan
CLC	Central Lands Council
COAG	Council of Australian Governments
CRM	Central Remote Model
CRRC	Central Remote Regional Council
CSHA	Commonwealth–State Housing Agreement
DCDSCA	Department of Community Development, Sport and Cultural Affairs (NT)
DEET	Northern Territory Department of Education and Training
DEWR	Department of Employment and Workplace Relations
DHW	Department of Housing & Works, WA
DIA	Department of Indigenous Affairs (formerly AAD), Western Australia
FaCS	Commonwealth Department of Family and Community Services
ICHO	Indigenous Community Housing Organisation
IHANT	Indigenous Housing Authority of the Northern Territory
IHES	Indigenous Housing & Essential Services Unit (NT)
IHMS	Indigenous Housing Management System (AHIU)
KRCI	Kullarri Region CDEP Inc
MIP	Management Incentive Program (AHIU)
MSP	Management Support Program (AHIU)
NAHS	National Aboriginal Health Strategy (ATSIC)
NT	Northern Territory
PAWA	Power and Water Authority NT (now PowerWater)
PBC	Prescribed Body Corporate

RADG	Remote Area Developments Group, Murdoch University
RAESP	Remote Area Essential Service Program (WA)
RHA	Regional Housing Authority (WA)
RHIP	Regional Housing and Infrastructure Plans
STEP	Structured Training and Employment Program (NT)
TO	Traditional Owners
WA	Western Australia

EXECUTIVE SUMMARY

Background, Aims and Methods

This report presents research undertaken by the Australian Housing and Urban Research Institute (AHURI) Western Australian Research Centre on program integration and governance issues in remote Indigenous communities. Good governance processes and structures together with the integration of relevant programs at the community level are critical ingredients to the creation of effective and equitable partnerships between remote Indigenous communities and housing service providers. Such partnerships are, in turn, central to the achievement of successful housing outcomes for Indigenous people. This research will examine these issues using as a primary source of data a wide range of case studies in Western Australia and the Northern Territory. The research undertaken in the report was completed over the calendar years 2002/2003 and was carried out against the policies and practices prevailing during this time period.

The project involves two key components. First, it investigates perceived and actual differences in the nature of community control, ownership and management of housing between Indigenous communities and how these contribute to community capacity. Second, the project investigates how human service program integration in relation to housing assistance could best be improved to achieve an effective whole of government approach.

A review of the literature, including a description of the various related policies and programs and the proposed research methodology were presented in the Positioning Paper now published on the AHURI website. A brief summary is included in the Introduction to the Final Report. The reader is encouraged to read the Positioning Paper to gain a better appreciation of the relevant literature, the policy context of the present study and an understanding of the methodology of the study.

The housing of Indigenous Australians is still of a considerably lower standard than that enjoyed by other Australians and they endure much higher rates of homelessness (Government of Western Australia 2002). This state of affairs can partly be traced to the 1967 Federal referendum that enabled the Commonwealth Government to legislate for Aboriginal people. The referendum did not, however, remove the existing State and Territory responsibility. This has resulted in the current shared responsibility for Indigenous housing policy formulation and funding between the Commonwealth and the States and Territories. This in turn has often led to difficulty in coordinating the range of policies and programs at Commonwealth and State/Territory level (National Archives of Australia 1992; ATSIC 2002b). The need for improved coordination in Indigenous housing programs has been recognised and a number of mechanisms put in place in an attempt to improve the integration and coordination of housing-related programs.

A Case Study methodology was used as the vehicle to derive primary data in this research project. Our approach in this respect follows that of a recent important study in the field entitled *Identification of Strategic Asset Management Best Practice for Indigenous Housing Organisations*, which was produced for the Commonwealth-State Working Group on Indigenous Housing (Spiller Gibbins Swan Pty. Ltd, Flood & Brett 2000). This report used Case Studies to highlight how best practice asset management occurred in Indigenous communities. It was clear that in the case of the complex Indigenous housing area, the creation of Case Study profiles could be used in a more detailed way to answer the research questions under consideration.

Program Integration

The most significant development in improving program integration in both Western Australia (WA) and the Northern Territory (NT) are the Indigenous Housing Agreements. Both agreements were concluded in terms of the Commonwealth–State Housing Agreement (CSHA) which provides strategic direction and a budget for housing and housing assistance, mainly for public housing. The Indigenous Housing Agreements establish a partnership between the State/Territory Government, ATSIC and the Commonwealth Government for the planning, coordination and management of housing. These Agreements enable, inter alia, the pooling of most housing-related funds through IHANT and AHIC. (Northern Territory Government, ATSIC & FACS 2002; Government of Western Australia 2002).

The Indigenous Housing Agreements represent a sound attempt to integrate programs and reduce program complexity at State/Territory Level. At a regional level there are a number of program integration initiatives. These include the Comprehensive Regional Agreement Process in WA and the Wangka Wilurrara and the Central Remote Model in the NT. The latter two examples represent initiatives from Aboriginal communities to gain more control over the delivery process at a local and regional level.

Community Control and Management

Housing management and maintenance programs in WA are undergoing change as a result of the restructuring of the Aboriginal housing program within Department of Housing and Works but this change had not permeated to communities at the time of the research. The Management Support Program (MSP) was, prior to the restructuring, probably the most significant Indigenous management and maintenance support program in Western Australia. It was only delivered to selected Western Australian communities and focused on developing housing repair and maintenance skills, appropriate housing management systems and skills to enable the community to effectively manage their houses. The recently developed Indigenous Housing Management System (IHMS) is a computerised asset and tenancy management tool to assist Indigenous communities in their housing management. It is still in the early stages of implementation but shows promise in assisting communities in their asset management.

The Indigenous Housing Authority of the NT (IHANT) offers a system of grants and incentives to put management and maintenance systems in place. In brief, this involves the payment of a 'maintenance grant' per house, up to a maximum of \$1700 per house per annum, dependant on the community meeting certain conditions. These conditions include meeting the minimum standards for housing management, employing a Housing Manager; and conducting regular Environmental Health Surveys (IHANT 2000; IHANT 2003).

In summary, there are effective housing management and maintenance programs in both WA and the NT but they are limited in the scope of their implementation. The system of housing management and maintenance incentives as displayed in the NT Case Study region represents a model that could, with consultation, be replicated in other jurisdictions.

Housing and the related infrastructure provides one of the few vehicles for community development in remote areas. There are real opportunities for remote Indigenous communities to become more economically sustainable through the construction, maintenance and management of housing, infrastructure and other services.

1 INTRODUCTION

Good governance occurs in many Indigenous communities dispersed across remote areas of Australia as a result of their community strength and their commitment to survive on their traditional lands. Good governance has also been a feature of numerous highly successful Indigenous organisations that have grown in strength since their establishment in the 1970s and 1980s. The Central Land Council, Tangentyere Council, Ngaanyatjarra Council and Mamabulanjin Aboriginal Corporation are all examples of organisations that have been competently delivering a wide range of services to the communities they serve, some for 30 years. In many cases these Indigenous organisations have been instrumental in establishing partnerships that have delivered vast improvements in housing and infrastructure, particularly over the last 20 years.

These Indigenous organisations and their communities frequently develop capacity and capability to take on enlarged roles and responsibilities, particularly for housing construction, management and maintenance. Such activities may often be the only source of employment and economic development in remote communities.

Nevertheless, the housing of Indigenous Australians is still of a considerably lower standard than that enjoyed by other Australians and they endure much higher rates of homelessness (Government of Western Australia 2002). This state of affairs can partly be traced to the 1967 Federal referendum that enabled the Commonwealth Government to legislate for Aboriginal people. The referendum did not, however, remove the existing State and Territory responsibility. This has resulted in shared responsibility for Indigenous housing policy formulation and funding between the Commonwealth and the States and Territories. The efficiency of the current arrangement has been hampered by tension between the Commonwealth and State/Territories as to who should have the primary responsibility for Aboriginal people. The result has been to entrench historical inequalities in housing through a poorly coordinated range of policies and programs at Commonwealth and State/Territory level (National Archives of Australia 1992; ATSIC 2002b).

The need for improved coordination in Indigenous housing programs has been recognised and a number of mechanisms put in place in an attempt to improve the integration and coordination of housing-related programs. This is the first area covered by this research project. The second area is related to the community perceptions of asset management, policies and programs.

The two questions that guide the research are:

- How can human service program integration in relation to housing assistance be improved to achieve a 'whole of government' approach?
- What are the perceived and actual differences in the nature of community control, ownership and management of housing and how do these differences contribute to asset management in remote Indigenous communities?

This project involved the selection of case study Indigenous communities and organisations, a process of building relationships and visitation for workshops to gather the necessary data to answer the research questions. Consulting with government agencies and their contractors was also an important part of the research process.

A review of the literature, including a description of the various related policies and programs and the proposed research methodology were presented in the Positioning Paper published on the AHURI website. A brief summary is included in an appendix to chapter 2 of the Final Report (Attachment 3). The reader is encouraged to read the

Positioning Paper to gain a better appreciation of the relevant literature, the policy context of the present study and an understanding of the methodology of the study.

This final report largely presents the research findings and is structured as follows:

- Chapter 2: The methodology used in this research project;
- Chapter 3: A summary of the Case Study Profiles that were compiled to inform the research process;
- Chapter 4: A discussion of the research surrounding the question related to Program Integration
- Chapter 5: A discussion of the research surrounding the question related to Community Control and Management
- Chapter 6: A summary of the Findings from Chapters 4 and 5 along with Policy Implications.

2 METHODOLOGY

The research undertaken in this study explores the complex Indigenous housing system through an examination of research areas in both WA and the NT. These two research areas each contain five case studies that represent different levels of the Indigenous housing system.

This section of the report describes the methodology used in the research. This includes the research questions and the research process undertaken to address the questions. The latter involves the literature review, the establishment of a user group, the selection of the case study communities, secondary data collection, fieldwork and data analysis. It then describes the research methods employed in the research. The primary research method was that of social assessment, supplemented by a case study approach and an innovative tool developed by the research team and called 'institutional mapping'. The latter evolved from a need to understand the complex policy and institutional environment of the research and proved invaluable in fieldwork. The information gathered with these methods in Western Australia and the Northern Territory was guided by the Key Issues which, once the data was analysed, provided key findings. The key findings of the research are presented in the following chapters of this report.

2.1 Research Questions

The two questions that guided the research are:

- 1) How can human service program integration in relation to housing assistance be improved to achieve a 'whole of government' approach?
- 2) What are the perceived and actual differences in the nature of community control, ownership and management of housing and how do these differences contribute to asset management in remote Indigenous communities?

Research question 1 is from the 2002 research agenda theme (3) Program Integration and Housing Assistance, sub-theme (3.1) Housing assistance linkages; while question 2 is from theme (7) Indigenous Housing, sub-theme (7.3) Housing and non-shelter outcomes. Selection of these questions enabled review of governments' program integration occurring under the Housing Agreements to be compared with regional and community level issues.

The research objectives relating to each question narrowed the research focus. These are:

Objectives - Research Question 1:

- To describe existing and emerging housing-related program integration mechanisms through literature review and fieldwork;
- To obtain program integration perceptions from people and organisations at different levels within the Indigenous housing system;
- To make practical suggestions to improve housing and housing-related program integration to achieve a 'whole of government' approach.

Objectives - Research Question 2:

- To describe housing management and maintenance programs in WA and the NT;

- To obtain perceptions of the community's actual and potential role in housing, particularly from the communities;
- To make practical suggestions regarding community control, ownership and management of housing to achieve better asset management.

2.2 Research Methods

2.2.1 Literature Review

The complexity of the Indigenous housing system required a thorough understanding of the Indigenous housing literature as well as the Commonwealth and relevant State and Territory housing policies and programs. The study began with a comprehensive review of Indigenous housing and governance history, policies, programs and other relevant literature. The initial literature review culminated in the Positioning Paper and the Annotated Bibliography submitted with the Positioning Paper.

2.2.2 Review of Policies and Programs

An important component of the Positioning Paper process was a review of the policies and programs relevant to remote Indigenous housing in WA and the NT. The research spanned a particularly dynamic period of policy and program change, particularly due to the implementation of the 2003 – 2008 Commonwealth State Housing Agreement and the associated Indigenous Housing Agreements in WA and the NT. A thorough understanding of the different policies and programs was important and the policy and program review continued throughout the research project. The Appendix to this chapter, Attachment 3, briefly outlines the relevant policy environment.

2.2.3 User Group

A User Group was established, concurrently with the literature review mentioned above, to guide the project through all the necessary tasks and to ensure that the research is relevant to policy. The User Group, in most cases, also ensured access to up-to-date information sources.

Members of the User Group include:

- ATSIC and ATSIS;
- The Commonwealth Department of Family and Community Services (Darwin Office);
- The WA Department of Housing and Works (Aboriginal Housing and Infrastructure Directorate);
- The WA Department of Indigenous Affairs;
- The WA Department of the Premier and Cabinet;
- NT Department of Community Development, Sports & Cultural Affairs – Indigenous Housing & Essential Services Unit (IHANT secretariat).

Two formal User Group meetings were held in Perth and Darwin and regular contact maintained throughout the project using email and telephone. Attachment 1 (restricted) provides further details of the User Group meetings and is available on request.

2.2.4 Case Study Approach

The development of detailed Case Studies was used as the vehicle through the research process. This method was chosen after review of the report entitled *Identification of Strategic Asset Management Best Practice for Indigenous Housing Organisations*, which was produced for the Commonwealth-State Working Group on Indigenous Housing (Spiller Gibbins Swan Pty. Ltd, Flood & Brett 2000). This 2000

report used Case Studies to highlight how best practice asset management was occurring. It was clear that for the complex Indigenous housing area the creation of Case Study profiles could be used in a more detailed way to answer the research questions under consideration in the present study.

Stake refers to a case as “a bounded system” (2000 p.436) and this study consists of two such case areas. The “bounded system” in each case area consists of the four administrative levels from community to State/Territory. In effect, each of these administrative levels form what Stake calls “cases within the case” (Stake 2000 p.447). To avoid confusion, the broader case study area will be referred to as the research area and the term case study will be reserved for the four administrative levels in each jurisdiction, as described in Table 1.

Table 1: Administrative Levels of the Research

Level	Information gathered	Research Methods
State/Territory (including ATSI State Offices)	Policy, Programs and their implementation	Literature Review, Program and Policy Review, Semi-Structured Interviews and email correspondence
ATSI Regional Council	Policy, Programs and their implementation	Literature Review, Program and Policy Review, Semi-Structured Telephone Interviews, Semi-Structured Interviews and Focus Groups
Regional Service Providers (including ATSI Regional Offices)	Programs, their implementation and perceptions	Literature Review, Program and Policy Review, Semi-Structured Telephone Interviews, Semi-Structured Interviews, Focus Groups and email correspondence
Community Council/Committee; Community Housing Management Staff	Program Implementation and Perceptions	Semi-Structured Telephone Interviews, Semi-Structured Interviews, Focus Groups

In addition to four case studies in each jurisdiction, a review of policy and programs at Commonwealth level was also undertaken to provide the context for the other administrative levels. The research methods at Commonwealth level included a policy and program review, semi-structured telephone interviews and semi-structured interviews.

2.2.5 Data Gathering

Case Studies were selected from both WA and the NT to represent State/Territory, Regional Council, Regional Indigenous Service Provider and two Indigenous Communities. Qualitative techniques were used because one of the main objectives of the research was to obtain perceptions on housing integration and housing management. The selection of the case studies was a complex process and is presented in Section 2.2.6.

Three recognised data gathering methods were used, and in addition, a further tool called ‘Institutional mapping’ was developed:

- Focus Groups: A total of eighteen focus groups were held in various parts of WA and the NT.
- Semi-structured Interviews: A total of 26 semi-structured interviews were held.

- Semi-Structured Telephone Interviews: A total of fifteen lengthy semi-structured telephone interviews were conducted prior to the commencement of fieldwork.

All focus group and interview participants are listed in a restricted Attachment 1.

- Institutional Mapping: The need for a tool to portray the complex layers of organisations and programs emerged prior to the first round of fieldwork. The research team found that a schematic portrayal of the different organisations and programs assisted them to understand the relationships between agencies and programs. The research team drew up organisational maps to represent their understanding of the interrelationships and discussed these at focus groups and interviews during the first round of fieldwork. Feedback was obtained from different sources and the institutional maps continually updated during fieldwork to capture inputs. Early in the fieldwork, the team realised that two types of institutional maps were needed:
 - an organisational map which illustrates the relationship between agencies and programs; and
 - an institutional flow map which illustrates the flow of funding and information between organisations.

These institutional maps provided a useful tool and were discussed at focus groups and interviews. Many people commented that they had never before understood how different organisations related to each other. The people who understood the overall institutional structure of Western Australia and the Northern Territory were few and far between.

The questions that guided the semi-structured interviews differed according to the research level but briefly covered:

- State/Territory (AHIC, IHANT)
 - Current programs, scope, evaluations, comments
 - New program initiatives and proposals
 - Institutional structures, changes and linkages
 - Program integration mechanisms
 - Suggestions for program integration
- Regional Indigenous Organisations
 - Involvement in current programs
 - New initiatives
 - Institutional structure
 - Program integration
 - Institutional structure, changes and linkages
- Communities
 - Perspectives on current programs
 - Institutional structure
 - Perceptions of program management
 - Community control and management

The questions were usually asked by the Indigenous Housing Specialist on the team to ensure the most appropriate use of language. The focus groups and interviews were comprehensively transcribed by another team member. These notes were then typed and checked for accuracy by the team members present and, where possible, by others attending the focus group or interview. These records of focus group meetings and interviews provide the main source of information for the data analysis.

2.2.6 Selection of Case Studies

The selection of the research areas and concomitant 'best practice' case studies was a difficult process. The methodology required a research area with four Case Studies from different administrative levels namely, community, regional Indigenous (umbrella) organisation, ATSIC Regional Council and the key State/Territory Indigenous housing entity responsible for formulating policy and implementing programs (IHANT and AHIC). The selection of WA and NT was made because both of these jurisdictions were well advanced with Indigenous Housing Agreements that included a policy direction towards 'program integration'.

The selection of the final 'best practice' case studies was determined by several factors. These were:

- input from the User Group (for example in suggesting communities that form part of the Central Remote Model and Wangka Wilurrara Regional Partnership Agreement in the NT);
- examples of best practice asset management, based on the recommendations from the User Group;
- accessibility to minimise the cost and logistics involved in visiting remote communities;
- access to the four case study "levels" mentioned above;
- willingness to participate in the research; and,
- personal contacts of the research team with the community and regional organisation members.

Secondary information was collected and telephone interviews conducted on a short-list of possible case studies. These were further refined with reference to the factors above. The final case studies that were selected are shown in Table 2:

Table 2: Case Studies

Organisation	Western Australia	Northern Territory
State/Territory	AHIC, Perth	IHANT, Darwin/Alice Springs
Regional Council	Kullarri Regional Council, Broome	Central Remote Regional Council, Alice Springs
Regional Organisation	Mamabulanjin Aboriginal Corporation, Broome	Tangentyere Aboriginal Corporation, Alice Springs
Communities	Lombadina and Djarindjin, Kullarri region	Papunya and Laramba, Apatula region

The above communities became confirmed case studies only after they were contacted telephonically and via correspondence and their agreement given to participate in the study. The limited direct and tangible benefits to the community, primarily the communication of an Indigenous policy perspective, were explained. In accordance with Murdoch University's research policy, ethical agreements were developed and signed by all organisations who participated in the research.

The issue of research confidentiality presented difficulties in this project as all focus group or individual respondents were interviewed in their official or semi-official capacity. The approach to confidentiality followed in the project depended on the administrative level of the interview. Community Council focus group or interview respondents are only identified by their affiliation whereas the government policy-makers are identified by name, where relevant.

Detailed profiles of each of the ten Case Studies were drawn up on the basis of the secondary information and semi-structured interviews. These profiles were initially drawn up prior to fieldwork and continually revised to keep them current. The Case Study profiles were twice sent to the relevant organisation to ascertain accuracy and also discussed during fieldwork. These Case Study profiles form the basis of the discussion of the Case Studies in Section 3 of the report. The profiles are not included in this report but can be provided on request.

2.2.7 Fieldwork

Four fieldwork trips were undertaken as listed in Table 3:

Table 3: Fieldwork Program

Field Visit Date	Jurisdiction	Purpose
October 2002	WA	Initial meetings with case study communities and organisations to finalise ethical agreements, define the case study within the research program and gather initial data.
November 2002	NT	As above
May 2003	WA	Second round of meetings to conduct focus groups and interviews.
June/July 2003	NT	As above

There was an unintentionally large gap between the two 'rounds' of fieldwork, due to several reasons. These included the unanticipated difficulty of coordinating a visit at a time suitable to several different organisations and communities; the 2002 ATSIC elections occurred in the middle of the program and prevented earlier visits to the new Regional Councils, and staff changes and tragedies occurred in some communities which delayed field trips.

2.2.8 Data Analysis

The detailed field notes of the focus groups and interviews further developed the case study profiles and together these provided the main data for analysis. Data analysis is an ongoing process in qualitative research and discussions between the multidisciplinary research team, particularly with the very experienced Indigenous Housing Specialist, facilitated a thorough understanding of the issues. During this process, field data is organised and reorganised around themes or key issues in an attempt to understand the research questions and address the research objectives. The process can be tabulated as follows:

Table 4: Data Analysis

Research Question 1	Data Source	Analysis Method	Research Output
Research Objectives 1.1. To understand existing and emerging housing-related program integration mechanisms through literature review and fieldwork;	Literature Review Focus Groups Interviews	Profiles of integration mechanisms Triangulation of information around themes or key issues	Institutional maps
1.2. To obtain program integration perceptions from people and organisations at different levels within the Indigenous housing system;	Focus Groups Interviews	Triangulation of information around themes or key issues Case studies at different levels Comparison	Perceptions, Perspectives, Findings
1.3. To make practical suggestions to improve housing and housing-related program integration to achieve a whole of government approach	Focus Groups Interviews	Research team discussions	Policy implications
Research Question 2	Data Source	Analysis Method	Research Output
Research Objectives 2.1. To understand housing management and maintenance programs in WA and the NT role of communities;	Literature Review Focus Groups Interviews	Profiles of integration mechanisms Triangulation of Information	Institutional maps
2.2. To obtain perceptions of the community's actual and potential role in housing, particularly from the communities;	Focus Groups Interviews	Triangulation of information Case studies at different levels Comparison	Perceptions, Perspectives, Findings
2.3. To make practical suggestions regarding community control, ownership and management of housing to achieve better asset management.	Focus Groups Interviews	Research team discussions	Policy implications

2.2.9 Ethical Principles for Indigenous Research

In formulating the research proposal and methodology, as well as selecting case studies the Murdoch University research ethics protocols were met and the AHURI Ethical Principles and Guidelines for Indigenous Research were followed. A summary of some of the latter principles and a brief assessment of their adequacy are listed in Table 5.

Table 5: Ethical Protocols

Indigenous Research Ethics Principle	Action	Review
Does the project have Indigenous community support?	Consultation with Jody Broun, Director, AHU; conduct of Community Technology 2001 conference; establishment of User Group; consultation with possible and selected Indigenous communities; completion of Murdoch University ethical protocol.	Consultation with case study communities could only be made after their preliminary selection with User Group agreement.
Have the most relevant people been consulted?	By correspondence, telephone and the first site visit. The second site visit enabled extended face-to-face discussions.	Consultation can be difficult with remote communities and could only occur in a meaningful way during the first site visit.
What is the purpose and scope of the research?	The purpose is to influence Indigenous Housing policy to improve housing management outcomes in Indigenous communities.	The benefits of the research are not immediately tangible to communities and accordingly there is little incentive for participation. Nevertheless, most communities understood the importance of contributing to the study and constructive engagement occurred.
What is the experience of the researchers (project leader/ of the research team) in working in Indigenous contexts?	Team member Fred Spring is an Indigenous Housing Specialist, an Indigenous person, with some 20 years experience working in Indigenous communities. Team member Martin Anda has been working with Indigenous communities on housing and infrastructure issues since 1988. Andrea Jardine-Orr has around 18 years experience with Indigenous communities in developing countries.	This arrangement was fine in WA but the team had less experience to interpret the NT issues.
If new or emerging researchers are involved what training and support processes are in place?	Andrea Jardine-Orr is undertaking PhD research complimentary to this research project with academic supervision through Murdoch University. Support was provided from the other team members.	This arrangement worked very well for the project.
Is the timeframe adequate and realistic to allow for genuine consultation with or involvement of the community?	The timeframe proposed allowed for 2 site visits to each case study.	Some unanticipated events occurred and required extension of the timeframe to allow for final feedback.
What feedback mechanisms are in place to ensure the Indigenous community receive the results in an understandable form?	The second site visit was proposed to provide initial feedback on a face-to-face basis. Telephone feedback was also proposed. This was to be backed up with correspondence in an understandable form.	Because of the delays a third site visit would have been beneficial.

3 CASE STUDIES

This section of the report presents a summary of the WA and NT Case Studies. It provides a background to the organisation and/or community that was the subject of the case study, why that case study was chosen and provides a brief statement of the success or otherwise of the case study.

The information derived from the primary case study investigations is fed through into the following two chapters on program integration and community control and management.

3.1 Western Australian Case Studies

3.1.1 *The Aboriginal Housing and Infrastructure Council (AHIC)*

As discussed in the previous chapter, the Aboriginal Housing and Infrastructure Council (AHIC) was formed under the terms of the *Agreement for the Provision of Housing and Infrastructure for Aboriginal and Torres Strait Islander People in Western Australia July 2002 – June 2007* (Government of Western Australia 2002). This Agreement is commonly called the 'Indigenous Housing Agreement' and introduces significant changes to the provision of Indigenous housing in Western Australia. These changes are aimed at addressing the previous lack of inter-agency coordination in the funding, planning and delivery of Indigenous housing and infrastructure. The key change is the pooling of all Commonwealth, ATSIC and State housing and infrastructure funding which is now allocated using a single policy framework (Government of Western Australia 2002). This mechanism for program integration represents emerging best practice in WA.

The new Aboriginal Housing and Infrastructure Directorate (AHID) within the Department of Housing and Works (DHW) provides a program management and secretariat function to AHIC. As Program Managers, AHID are tasked with the implementation of the Indigenous Housing Agreement discussed above. This specifies the development of State Strategic and Operational Plans and the development of a broad "Regional Housing and Infrastructure Plan Framework" agreed to by the Regional Councils. This RHIP Framework is then used by each Regional Council to derive its own Regional Housing and Infrastructure Plan. These are submitted to AHID for approval. In addition, AHID is responsible for the allocation of the pooled funds to the nine Regional Council areas according to a funding formula agreed to by the Regional Councils. Each Regional Council's RHIP forms a business plan for the region's housing and infrastructure construction, maintenance and management. As such it is updated on an annual basis (Horrocks 2003; Government of Western Australia 2002).

Reason for Case Study Selection:

AHIC formulates WA's strategic policy for housing and infrastructure, develops State strategic and operational plans and allocates the pooled funds to the nine Regional Council areas according to a needs-based funding formula. As such they establish the funding framework for Indigenous housing in WA. AHIC, and its program manager AHID, were selected as a Case Study to enable an understanding of the Indigenous housing policy and program framework within which the other WA Case Studies are situated.

Success of Case Study:

The implementation of the current Indigenous Housing Agreement occasioned considerable changes in the WA Indigenous housing sphere. Many of these changes occurred during the period of the research and included the formation of AHIC, the restructuring of AHID (see Section 3.1.1 for more detail) and the introduction of a new

housing and infrastructure planning framework. These new RHIP's, introduced a mechanism for each Regional Council to develop a multi-year housing and infrastructure plan through consultation within the region. In previous years, funding was by an annual allocation. Under AHIC's leadership, this has changed to a system that prioritises allocation on the basis of need.

The period of the research did not, unfortunately, encompass the implementation of the restructured AHID programs. Nevertheless, the significant policy and program integration occasioned by the implementation of the Housing Agreement do represent emerging best practice for WA. The restructured programs and the RHIPs in particular stand to be 'best practice' elements and will be of national interest and important to monitor.

3.1.2 The Kullarri Regional Council

The Kullarri Regional Council is the ATSIC Regional Council for the Broome area, the areas around Broome and the Dampier Peninsula. The Council represents 8 community and regional organisations. These are 3 Broome-based organisations (Burruguk Aboriginal Corporation, Mamabulanjin Aboriginal Corporation and Nirrumbuk Aboriginal Corporation) as well as 5 major community organisations. Of these 5 community organisations, four are on the Dampier Peninsula (Bardi Aborigines Association Incorporated, Beagle Bay Community Inc, Djarindjin Aboriginal Corporation, Lombadina Aboriginal Corporation) and one south of Broome (Bidyadanga Aboriginal Community La Grange Inc) that is also the largest. Two of the communities, Djarindjin and Lombadina, are also Case Studies in this research. See Diagram 10.

The 1999 – 2002 Kullarri Regional Council prepared a comprehensive Regional Plan to guide all its activities. The Regional Plan was widely workshopped within their area and the former Chairperson (Rosetta Sahanna) travelled intensively to discuss the plan with communities. These meetings occurred in all 5 of the communities outside Broome as well as to 24 outstations and 3 "emerging communities" and are listed in the Regional Plan (Kullarri Regional Council 2002).

This Regional Plan presents a workable mechanism for program integration at the regional level. However, since the development of the plan, Regional Council elections were held and, during May/June 2003, the Regional Council was in the process of revising and updating the Regional Plan.

The role of the Kullarri Regional Council in program integration will also be affected by the so-called 'separation of powers' which came into effect on 1 July 2003. Prior to this date, ATSIC consisted of elected Councils supported by an administration section. As of 1 July, the former ATSIC was separated into an elected wing (still called ATSIC) and an administrative wing that was named ATSIS (Aboriginal and Torres Strait Islander Services). The elected wing retains a policy-formulation role whereas the allocation of funding now falls to ATSIS (ATSIC 2003; ATSIS 2003).

Under the Housing Agreement, the new Council submitted its first Regional Housing & Infrastructure Plan (RHIP) by April 1 2003. This interim RHIP will be replaced by a 5-year RHIP which must be submitted to the Department of Housing and Works (DHW) by December 2003. This plan will provide the basis for housing and infrastructure provision in the region from 2004 – 2009. See Diagram 11.

The implementation of the Indigenous Housing Agreement is a process that will take several years. Several of the programs that are intended as pooled funds are still subject to contractual arrangements and pooling of the funds can only take place once these contracts have expired at the end of 2003/2004 (Government of Western Australia 2002). In addition, the process of implementing the new structure occasioned by the Housing Agreement will take time. In the Kullarri Region, there are negotiations

between the Kullarri Regional Council and the DHW as to the form of a potential Regional Housing Authority (RHA). Although it is envisaged by DHW that a potential RHA would not be in place until the 2006/07 financial year (Familaris pers. comm. 25/11/2003), the nature and form of the potential RHA has caused much speculation in the region.

Reason for Case Study Selection:

The Kullarri Region has a history of good governance and strong Indigenous organisations. The Kullarri Region was suggested as a research area by members of the User Group and the Regional Council agreed to be part of the research. This was largely as a result of the research team's good contacts in the area. The latter is particularly important as participating in a research project of this nature shows no tangible benefit for participants.

Success of Case Study:

The Kullarri Regional Council was a successful Case Study for the research to profile. The 'best practice' elements included the Council's very proactive nature and the significant policy and program changes underway at this level while at the same time the Council seeking to ensure that these will be of maximum benefit to its communities.

3.1.3 Mamabulanjin Aboriginal Corporation

The Mamabulanjin Aboriginal Corporation (MAC) is a Broome-based Indigenous Resource Agency serving Indigenous communities in and around Broome since 1983. It is managed by a Director (Neil Gower) and guidance is provided by the MAC Committee. It employs in excess of 400 people and has a considerable asset base estimated at around \$20 million (N Gower pers. comm. 16/9/02) including houses in Broome and houses and infrastructure in remote areas. MAC is involved in a wide range of activities such as a night patrol, a security company, a tourism company and an architectural and design company which, although based at Mamabulanjin, is run in conjunction with the Indigenous resource agencies in Derby and Fitzroy Crossing (AHIU 2001).

Mamabulanjin also operates as an Indigenous housing authority and grant funding conduit for CHIP and other funding. For example, during the second round of fieldwork, the houses at Lombadina were being upgraded under the AACAP program. Lombadina had submitted a successful in-house bid to manage the upgrade but the funding could not flow direct to Lombadina. Mamabulanjin acted as the 'grantee' organisation for the funding (Interview with Lombadina Aboriginal Corporation CEO 29/5/2003).

Reason for Case Study Selection:

Mamabulanjin is within the Kullarri region and is the regional Indigenous service organisation serving the communities on the Dampier Peninsula. It was willing to be involved in the study despite little benefit to the organisation. Among other activities, it acts as a grantee organisation in the flow of housing and infrastructure funds to communities.

Success of Case Study:

The Case Study was a success as it enabled an understanding of the role of the regional Indigenous service organisation within the Indigenous housing system in WA. The 'best practice' elements included the institutional strength of this organisation and its capability in service delivery.

3.1.4 Djarindjin Aboriginal Corporation

Djarindjin is situated about 200 km north of Broome on the Dampier Peninsula. Djarindjin is situated adjacent to the smaller community of Lombadina and the two communities share a school, clinic, church and cemetery but each has their own council and shops.

During the first fieldwork trip, the research team met with the then Chairperson of the Community Council and the CEO. The CEO, reported that Djarindjin had a population of around 250 people but that there were only 45 houses, including 7 staff houses. This works out at a ratio of around 6.5 persons per house but he reported that many of the houses were in poor condition and may have to be demolished. Ironically, as a result of the training of local people through the AACAP project, the community does have the capacity to assist in the building of houses. The 2002 Chairperson expressed the wish that people would be trained as builders and they could then move out and build on outstations. The current MSP team is also capable of building houses and it would give them a sense of pride and be motivating for the new generation (Djarindjin Focus Group 16/10/2002).

In response to a discussion about what is perceived to be the ad hoc nature of housing provision, the then Chairperson promoted the idea of a Development Planning process to housing. In this process the community would identify their needs and prepare a "Development Plan" for the long term provision of housing. Any housing built in Djarindjin could be based on this plan not a funding formula (Djarindjin Focus Group 16/10/2002). The meeting considered that it would lead to a better outcome for the communities if the RHIP were to support such a process.

Djarindjin residents do not pay rent as such but a levy according to the number of adults living in a house. This has led to the inequitable situation where there are 7 adults paying \$25 per week each for a house in poor condition. This means that the family pay \$175 per week for an inadequate house. Over 95% of the people in Djarindjin do pay their levies (Interview with Djarindjin CEO, 28/5/03).

Reason for Case Study Selection:

Djarindjin was part of the ACSIP capacity building program and agreed to be part of the research project. Djarindjin is a considerably larger and more diverse community than Lombadina despite them sharing some of the same infrastructure. It also has a more mobile and somewhat more traditional population than Lombadina.

Success of Case Study:

The Djarindjin Case Study was successful in that it provided insight into the capacity building possible and the positive impact of a capable CEO. These were also the 'best practice' elements.

3.1.5 Lombadina Aboriginal Corporation

Lombadina is a wholly Indigenous owned and run community situated around 200 km from Broome on the Dampier Peninsula. It was originally a mission station and has developed into one of Australia's best examples of a well-run Aboriginal community. Lombadina is adjacent to the larger community of Djarindjin. The Current settlement of Lombadina was established in 1987 when it was still a mission and it has taken 15 years for the community to build Lombadina to its current state (Lombadina Focus Group 16/10/2002).

The Lombadina Community has a population of approximately sixty, descendants of the Bardi tribe. They operate a shop, bakery and craft shop and share a school, clinic, church and cemetery with the adjacent community of Djarindjin. Lombadina obtains its water from bores but purchases power from the power station at Djarindjin. Assisted by

the natural beauty of the area, Lombadina operates a successful tourism venture and have accommodation (backpackers and chalets) as well as a variety of tours and boat charters. (KAA 2002).

Housing in Lombadina was first provided in 1991 by the then Aboriginal Development Commission (ADC). It was during this time that Lombadina received funding for 4 houses which they supplemented with CDEP funds and managed to build 7 houses. All the other houses were later provided by ATSIC but through different schemes. In the early 90's, the ATSIC Broome field officers were responsible for housing and, although they were not experts, they were close to Lombadina and worked well (Interview with Lombadina Corporation CEO, 29/5/03).

According to the interview held with Lombadina's CEO, the in-house bid is one of the ideal forms of housing delivery for larger projects and they would prefer to manage smaller projects themselves. During the second fieldwork trip, the houses in the community were in the process of being upgraded as a result of a successful in-house bid under the AACAP program (Interview Lombadina Corporation CEO, 29/5/03).

The Chair and CEO of Lombadina Aboriginal Corporation were asked about the reasons for the success of the community and gave the following reasons:

- *Largely family-based:* The 60 inhabitants of Lombadina are mainly members of the Chairman's extended family. The family has historical links to Lombadina as his mother was born at Lombadina and he was born in Bardi Country.
- *Skills and Urban Experience:* Most of the residents have spent some time working outside Lombadina so they have acquired skills and confidence, as well as the experience to appreciate the lifestyle at Lombadina.
- *Employment of Local Staff:* Lombadina has a policy of only employing local staff.
- *Consistency in Staff and Council.*
- *Leadership:* The Lombadina Chairman is well respected in the community. The CEO commented that not all the people might like him but all respect him. In contrast to some other communities, the Chairman works alongside the other CDEP workers.
- *Innovative Incentive Programs:* The Chairman implements an incentive scheme that involves monetary (CDEP top-ups from tourism) and non-monetary (a trip by car) incentives. In addition, the community is charged a low rental rate and it is expected that if something breaks, the tenant will repair it themselves (Lombadina Focus Group 16/10/2002, Interview with Lombadina CEO, 29/5/03)

Reason for Case Study Selection:

Lombadina is well known for its strong leadership and agreed to be part of the research project.

Success of Case Study:

Lombadina was a successful Case Study. Its success factors relate to a small cohesive family-based, and well-managed community with a strong and competent leadership.

3.2 Northern Territory Case Studies

3.2.1 The Indigenous Housing Authority of the Northern Territory (IHANT)

IHANT is the peak Indigenous housing authority in the Northern Territory. It was established in 1995 under the first Indigenous Housing Agreement between the State and Commonwealth Governments. This first Housing Agreement has been reviewed

and replaced by a subsequent agreement for a further five years. The review of the four years pre-IHANT and the four years post-IHANT indicate a significant improvement in efficiency and in results, despite no significant increase in funds (enHealth Council 2001), the only concern being the exclusion of the NAHS program from the pooled funds.

IHANT is housed within the Department of Community Development, Sport and Cultural Affairs (DCDSCA) who are also appointed as Program Managers by the Agreement. The Agreement also stipulates that wherever possible, the Principal Program Manager will contract Indigenous community organisations to deliver services ranging from the construction of new houses, the renovation and maintenance of existing houses and the delivery of infrastructure related to housing. In addition, IHANT is required to assist Indigenous community organizations with building their housing management capacity (Northern Territory Government, ATSIC & FACS 2002).

DCDSCA and ATSIC provide a joint secretariat for IHANT. The overall management of the IHANT program is provided by the Indigenous Housing Branch (IHB). IHB is located within DCDSCA and offers policy advice on Indigenous housing and services, and program management functions including grant management and acquittal, support to ICHOs in the management of housing stock, and land use planning and land servicing design for the IHANT program. (Local Government Focus 2001; Territory Housing 2001; Territory Housing 2002; Sullivan pers. comm. 14/9/2003).

IHANT's funding is delivered through three programs – the Construction, Maintenance and Management Programs.

Reason for Case Study Selection:

IHANT is the peak Indigenous housing organisation and establishes the policy for Indigenous housing. Together with its program manager, DCDSCA, it is responsible for the delivery of housing to Indigenous communities across the whole of the NT.

Success of Case Study:

IHANT has implemented the pooling of funds for a number of years and was a successful Case Study. The key success factor was the delivery of funds through its three programs and the strong and coherent framework this provided for delivery of services at a regional level.

3.2.2 The Central Remote Regional Council (CRRC)

The CRRC was known as the Papunya Regional Council until a resolution was passed in December 2001 to change the name to avoid confusion with the Papunya Community and the Papunya Ward. The CRRC is the ATSIC Council for the Apatula Region which covers the southern half of the Northern Territory and surrounds Alice Springs but does not include the greater Alice Springs area (Central Remote Regional Council 2002).

The Apatula Region of the Northern Territory is one of the few ATSIC Regions that have a majority of Indigenous people - a 75% majority in this case (ABS 2002). There are 38 communities who have a population of 50 or more. In the Apatula Region 90% of the Indigenous population speak Aboriginal languages as a first language. In addition a significant number of people report difficulty with spoken English. The main languages include Alyawarra, Western, Southern, Central and Eastern Arrernte, Anmatjere, Luritja, Pintubi, Pitjantjatjara, Warlpiri (Central Remote Regional Council 2002).

As far as housing is concerned, the CRRC 2002 Annual Report, reports that 20% of households live in improvised dwellings whereas 46% live in overcrowded multi-family households. In addition, many households lack basic health hardware. In response to

this situation, the CRRC has developed an innovative strategy that become known as the “Papunya Model” and later the “Central Remote Model”.

The Central Remote Model is an innovative Indigenous-initiated approach to program integration at the regional level. It is discussed in more detail in Section 4.2.2.

Reason for Case Study Selection:

The CRRC, together with IHANT and DCDSCA, initiated the innovative Central Remote Model.

Success of Case Study:

The CRRC was a reasonably successful Case Study. The ‘best practice’ elements within the case study were the strong leadership by the Council and the consequent Indigenous-initiated approach to program integration at the regional level.

3.2.3 Tangentyere Aboriginal Corporation

Tangentyere was formed in the 1970’s as a response to the lack of services for the town camps in Alice Springs. It has developed into a large, multifaceted organisation with a CDEP program and a night patrol. The office complex provides a “one-stop shop” for the inhabitants of the town camps and the services include a bank, Centrelink, the Jobshop (employment and training) and a mail pickup service that is used by over 2000 people. Tangentyere plays a major community development role in the Training and Employment Program in the seven remote communities forming the pilot implementation of the “Central Remote Model”.

The Central Remote Model, as described in Section 4.2.2, consists of three elements – first, a single project manager to manage the projects in a region; second, standardised house designs; and third, an employment and training program to promote the development of an Indigenous construction sector in remote areas. Elements of the strategy include preference for Aboriginal contractors and the establishment of 6 building teams which consist of one trainer/builder and 4 trainees per team (Central Remote Regional Council 2002).

The latter component of the model, the Training and Employment Program, is probably the most innovative component of the Central Remote Model. It involves a three-year strategy to form community building teams by training four local apprentices per community to Certificate Three level in General Construction. The Regional Council’s long-term goal is to eventually form building teams on each community so that they can bid for any construction and housing maintenance contracts in their region (Interview with Regional Council Chair 12/11/2002).

Tangentyere Aboriginal Council’s role in the Central Remote Model is discussed in Section 4.2.2.

Reason for Case Study Selection:

Tangentyere is a diverse regional Indigenous Service organisation providing the case study communities specifically with a housing construction and training service.

Success of Case Study:

Tangentyere provided useful lessons in capacity building at community level. Their role in the Training and Employment component of the CRRC is pivotal to the success of the program and can be regarded as ‘best practice’.

3.2.4 Papunya Community Council Inc.

Papunya is a community of around 320 people and is situated about 220 km west of Alice Springs. Papunya has nine outstations with a combined population of around 100, increasing the population that the settlement serves to around 420. It is one of the seven communities in the CRRC area that are part of the pilot "Central Remote Model" (See Section 4.2.2). Papunya is the home of Central Zone Commissioner Allison Anderson who lives in Papunya with her family.

Papunya was established when about 1000 individuals from a number of different language and cultural groups were resettled there. Papunya now has 54 dwellings for the approximately 420 residents. Electricity is supplied through diesel generators and payment is through the swipe card system. Water is obtained from bores (ATSIC 2002a). Papunya is a 'dry' community and anyone found bringing alcohol into Papunya will have their car confiscated (Telephone interview with Town Clerk 19/9/2002).

Papunya is on restricted Aboriginal land and requires a permit to enter or travel through. The community offices share the building with the health clinic. They have a small supermarket that supplies fuel. The Health Clinic is staffed by three nurses with support from the Flying Doctor Service when necessary. There is a local primary school but no secondary school in the region (NT Government 2003).

Reason for Case Study Selection:

Papunya was selected as a Case Study because it was one of the communities involved in both the CRRC and the Wangka Wilurrara initiatives.

Success of Case Study:

Papunya is a diverse community where the now Regional Council Commissioner Alison Anderson was Town Clerk. She spoke the range of Indigenous languages used in Papunya and was a cohesive force in the community. Her absence to become the Zone Commissioner has left a void that is virtually impossible to fill. Papunya was a useful case study to research the CRRC and Wangka Wilurrara programs in a culturally diverse situation.

3.2.5 Laramba Community Council

Laramba is located on an excised portion of Napperby Station and is about 220 km northwest of Alice Springs, partly on a bitumen road. It is a fairly small community of around 300 people, housed in 32 houses. According to the CIAS database, the actual housing requirement is for 50 houses. The community is supplied by water from bores located around 30km from the settlement. The undersized pipes result in water shortages during periods of peak demand (ATSIC 2002a). Both the water and electricity services are controlled by the owner of Napperby Station (Laramba Community Council Focus Group 30/06/03). Laramba is a comparatively isolated community and has its own primary school, clinic and Centrelink service. The community is well served by sporting facilities as they have a football oval, a basketball court and a softball diamond (ATSIC 2002a).

Laramba has a history of strong leadership as Clarry Robinya, the Chair of the CRRC, is from Laramba and Laramba has benefited from his high profile on the Regional Council. He is closely related to the President of the Laramba Council, the traditional owner of the land, and his energy and drive helped develop Laramba into what has been called a "model community". There were a range of successful programs such as a community garden and a Women and Childcare Centre (Laramba Administration Focus Group 30/6/03).

During the first fieldwork trip in November 2002 the then CRRC chair and the then Town Clerk, were interviewed and asked about the reasons for Laramba's success. They listed the following:

- *Indigenous Leadership:* leadership is provided on a day-to-day basis both within Laramba and within the region. Their strong leadership enables them to challenge ATSIC when they feel it necessary.
- *Continuity and Strength of Purpose:* They have a long-term focus and continuity; both have been involved in Laramba for many years. The non-Indigenous people are not in Laramba long-term and must follow their rules. "They must fit in with us".
- *Voice in Regional Council:* Laramba community has had a voice in the Regional Council through Clarry Robinya since their establishment.
- *Knowledge of Programs and Policies:* The Current CRRC Chair's long term position on the Regional Council enabled him to get to know the ATSIC programs and policies and to use this knowledge to Laramba's advantage.
- *Community Support and a Shared Vision:* The Laramba community share a vision of a stable community with decision making according to traditional consensus (Laramba Focus Group 12/11/2002).

Unfortunately, Clarry Robinya and the Town Clerk left the community in December 2002 after a dispute and now reside in Alice Springs. For the first time in Laramba's history, a non-local person is now the Town Clerk.

The Laramba Community is incorporated under the NT Council Association Act. It is one of 10 communities that form part of the community government area governed by the Anmatjere Community Government Council situated in Ti Tree, around 200km from Laramba (Telephone Interview with ATSIC Field Officer, Melissa Martin, 25/6/03). Laramba is supposed to obtain housing maintenance as well as other housing-related support through Anmatjere which is the recipient body of the maintenance funding from IHANT/DCDSCA. The arrangement has not worked well in the past and alternative arrangements were made with ATSIC. Laramba has been given notice from ATSIC that this alternative arrangement must end and funding must flow through Anmatjere (Laramba Administration Focus Group 30/6/03).

Reason for Case Study Selection:

Laramba was suggested as a Case Study by members of the User Group as an example of a 'model' community that was also part of the CRRC.

Success of Case Study:

Laramba did not prove to be a good Case Study. The research team found that its 'model' community status was largely due the Regional Council chair who was a member of the community and closely related to the traditional leader. It later emerged that Laramba had a special dispensation regarding funding flows enabled by the Regional Council chair. This is in the process of being withdrawn. However, the 'best practice' elements occurring within Laramba included the CRR model housing construction training.

3.3 Summary

Overall the case studies selected, combined with literature review and interviews with agency staff, have enabled the 2 research questions to be answered in general terms. The remoteness of the communities provided a major challenge to visitation and data gathering. The dynamic, complex and changing policy environment made characterisation of the case studies a difficult process. For the communities themselves,

the delivery, management and maintenance of housing and infrastructure services in these remote areas is expensive and difficult to sustain. This creates a huge gap between national policy formulation and sustaining services at a community level. Nevertheless, most of the case studies enabled the relevant and current policies and programs to be characterised at a national, regional and community level. Sufficient data has been gathered to enable analysis within the adopted methodology and articulation of findings in the following two chapters. The data gathered under the two research questions are discussed in turn in each of the two chapters.

4 PROGRAM INTEGRATION

This section of the report discusses data gathered relevant to the first of the two research questions, namely “How can human service program integration in relation to housing assistance be improved to achieve a whole of government approach?” The research question has been focussed through three objectives listed in section 2.1.

Indigenous housing in remote areas is delivered through a range of housing-related programs. There is a tension between the need for efficient programs with rapid, visible results and the need for time-consuming processes of community involvement and the development of partnerships. The past need for visible housing results has led to what has been called a ‘service-delivery’ or an ‘external-supply’ approach to the provision of housing and infrastructure to remote communities. Despite the policy emphasis on community involvement and the building of partnerships, some case studies revealed programs that are largely reliant on a ‘service-delivery’ approach for its products and services.

Diagram 1 illustrates the complexity of the programs delivered to remote areas. These programs are provided by various Commonwealth and State/Territory agencies that have been criticised in the past for a lack of co-ordination, hence the need for program integration.

Program Integration can occur at three levels. These are:

- State/Territory – the Indigenous Housing Agreements in WA and the NT which are discussed in Section 4.1;
- Regional Mechanisms which are discussed in Section 4.2 and include:
 - Comprehensive Regional Agreements (WA);
 - Central Remote Model (NT);
 - Wangka Wilurrara Regional Partnership Agreement (NT).
- Local program integration issues are discussed in 4.3.

4.1 Indigenous Housing Agreements

The most significant development in improving program integration in both WA and the NT are the Indigenous Housing Agreements. Both agreements were concluded in terms of the Commonwealth–State Housing Agreement (CSHA) which provides strategic direction and a budget for housing and housing assistance, mainly for public housing. The Housing Agreements establish a partnership between the State Government, ATSIC and the Commonwealth Government for the planning, coordination and management of housing. These Indigenous Housing Agreements enable, inter alia, the pooling of most housing-related funds through IHANT and AHIC. (Northern Territory Government, ATSIC & FACS 2002; Government of Western Australia 2002).

4.1.1 *The Western Australian Indigenous Housing Agreement*

The current Housing Agreement is the second to be signed for WA and represents a partnership between the Commonwealth Government, the WA Government and ATSIC for the provision of housing and infrastructure. The previous agreement was signed in 1997 and was due to end in 2000 but was extended for a further two years to enable a review to take place. The review, completed in 2001, commented that the results of the first Housing Agreement were most evident at management level, including cross-agency cooperation, and in the formulation of policy. These changes had not filtered down sufficiently to the operational level (Arto Consulting 2001). The recommendations

of the review formed the basis of the current Indigenous Housing Agreement. (Government of Western Australia 2002; Horrocks 2003).

The main change brought about by the current Indigenous Housing Agreement is the establishment of a framework for the pooling of housing and housing-related infrastructure funding. Pooled funding includes funding from Commonwealth Sources (FaCS and ATSIC), the WA State Treasury as well as the lead agency for Indigenous Housing in WA, the Department of Housing and Works. Within the DHW, the AHID is primarily responsible for Indigenous housing and related services. (Government of Western Australia 2002). Diagram 2 illustrates the WA Indigenous housing programs during the previous Housing Agreement.

DHW has recently undergone considerable restructuring after an internal review, occasioned by the implementation of the Housing Agreement mentioned above (Ellender pers. comm. 22/8/2003). This has resulted in the disbanding of the Aboriginal Housing Board (AHB), which has guided Indigenous housing programs since 1978, and the formation of AHIC. As the peak Indigenous housing body in WA, AHIC is one of the research Case Studies and is profiled in section 3.1.1. In line with the changes brought about by the signing of the Housing Agreement, including the formation of AHIC, the programs delivered by AHID are undergoing change. At the time of fieldwork, the previous programs were still in operation (see Diagram 2). These were:

- The Community Construction Program (CCP);
- Remote Areas Essential Services Program (RAESP);
- Aboriginal Communities Strategic Investment Program (ACSIP);
- Management Support Program (MSP) and Management Incentive Program (MIP)

All these programs are undergoing change and have been restructured into the following departments (Ellender pers. comm. 22/8/03).

- Capital Works Team;
- Community Sustainability Program;
- Policy and Planning; and
- Finance.

These departmental changes will not be finalised until the current contractual arrangements are complete. The current RAESP is project managed by engineering consultants ARUP, with regional sub-contractors. The current contract only expires at the end of the 2003/2004 financial year, after which the funds become available for pooling under AHIC. In terms of the 2002 Indigenous Housing Agreement, the funds committed to CCP, MSP and ACSIP have been pooled and are available for redistribution by AHIC (Government of Western Australia 2002).

Diagram 3 illustrates the pooling of Indigenous housing funding according to the 2002 Indigenous Housing Agreement and Diagram 4 illustrates the Indigenous housing funding flows after the implementation of the 2002 Indigenous Housing Agreement.

4.1.2 The Northern Territory Indigenous Housing Agreement

As in WA, the Indigenous Housing Agreement is the main program coordination mechanism in the NT. In 1995, the Northern Territory was the first State or Territory to enter into a Indigenous Housing Agreement. This first Indigenous Housing Agreement established IHANT, appointed the DCDSCA as Program Manager and also introduced the concept of the pooling of funds from different sources (Local Government Focus

2001; Territory Housing 2001). The pooled funds are illustrated in Diagram 5 and Diagram 6 illustrates the IHANT 2002/3 housing funding process.

IHANT delivers Indigenous housing and related assistance to remote communities through three programs. These are the Construction, Maintenance and Housing Management Programs and are illustrated in Diagram 7. The Construction Program is usually delivered through Project Managers to individual remote communities. The Project Manager appoints and manages contractors who construct the houses. The Central Remote Regional Council, with DCDSCA and ATSIS, developed the Central Remote Model to increase the efficiency of the project and broaden employment opportunities for local youth. The Central Remote Model is discussed in section 4.2.2 below.

The first Housing Agreement was reviewed at the end of the first four-year period. The review showed that the arrangements under the Housing Agreement had improved the efficiency of Indigenous housing funding. Prior to the first Housing ATSIIC and the Territory Housing Department funded and managed two separate streams of housing provision for Indigenous communities in the NT. However, there were still problems that needed to be addressed. The first issue, the need for accurate benchmarking and indicators to monitor and evaluate progress, has been addressed in the current Housing Agreement. The second issue was that of the separate delivery of the NAHS program and the consequent problems that it created (Alexander J Dodd and Associates 1999). This is currently under review.

The separate delivery of the NAHS programs has caused problems at community level. For example, Papunya has a severe overcrowding problem with 32 houses for a population of around 440 people – an average of over 13 people per house with 30 occupants in one house and the associated pressure on services and increased maintenance. The housing backlog in the Northern Territory is calculated on the number of bedrooms. The NAHS Program Managers accordingly came up with a solution to add bedrooms onto existing houses at a cost of \$60,000 per house (a ‘major upgrade’) as opposed to building more houses. According to the Town Clerk, this was done with no community consultation and is not what the community wants as four-bedroom houses require more cleaning and also encourage unwanted visitors. The community was also dismayed at the cost of the additional bedroom (and toilet) and came up with an alternative. This option involves performing ‘minor upgrades’ (installation of window panes, doors and painting) to 4 existing houses for a total cost of \$65,000, thus adding 9 bedrooms to the housing stock and saving money. However, the terms of the NAHS funding do not permit the funding of ‘minor’ upgrades (Interview with Papunya Town Clerk 1/7/2003).

4.2 Regional Program Integration Arrangements

There are a number of emerging regional integration mechanisms that are specific to the WA or to the NT. Three of these will be explored in this section. They are:

- Comprehensive Regional Agreements (WA)
- Central Remote Model (NT)
- Wangka Wilurrara Regional Partnership Agreement (NT)

4.2.1 Comprehensive Regional Agreements (WA)

In October 2001 the Government of Western Australia signed an agreement entitled “Statement of Commitment to a New and Just Relationship between the Government of Western Australia and Aboriginal Western Australians” (Government of Western Australia 2001). Although not housing-specific, this agreement provides for the negotiation of a State-wide Framework to enable agreements at the local and regional

level. These regional and local agreements provide an important opportunity for the integration of housing and other programs. The Department of Indigenous Affairs in Western Australia has been charged with implementing the “Statement of Commitment” and ATSIC has produced a Regional Agreements Manual (ATSIC 2001) to guide the process.

As an example of the Comprehensive Regional Agreements process, this research project concentrated on the Tjurabalan Comprehensive Regional Agreement. The word “Tjurabalan” has specific reference geographically to Sturt Creek and to the Native Title determined area of 20th August 2001 in the Federal Court (Alan Stewart Consulting Services, 2003).

On 2 July 2003, Tjurabalan and its Comprehensive Regional Agreement process was announced as a West Australian site for the COAG whole-of-government service delivery trials to Indigenous communities and regions (Senator Chris Ellison 2003). There were 6 specific goals agreed to for the COAG WA Site Project. These included various priorities of relevance to this study: Infrastructure Provision (roads, houses, utilities etc); Resource Community Consultation Agents, Building capacity of Residents to engage, Building capacity of Governments to engage (Alan Stewart Consulting Services 2003).

Currently, a scoping study is underway with the Lingari Foundation as lead consultant (Howard Pedersen, pers. comm., 22/8/2003). It is anticipated that the scoping study will take 6 months and recommend a negotiating process. In addition the Kimberley Land Council is currently developing a capacity building program so that Tjurabalan communities can effectively involve themselves in this project as equal partners. This COAG project is funded jointly by the Department of Transport and Regional Services and the DIA. The key outcomes from this project will be: the completion of a scoping study of the physical, social, cultural, environmental, governance and economic profile of the Tjurabalan communities; building capacity within the communities and the Government sector (at all levels) to enhance participation and sustain the outcomes of the scoping process; and advice and recommendations to the Tjurabalan Governing Body on an effective long term capacity building program to ensure that the aims of the Tjurabalan project are achieved.

‘Capacity-building’ programs by DIA and DHW in WA Aboriginal communities had been focussed on training in formal governance processes of incorporated bodies and roles and responsibilities of Aboriginal Community Councils. Other ‘community development’ and governance training programs specifically for Aboriginal communities were under development by ATSI and Challenger TAFE in WA.

The Tjurabalan process has not advanced sufficiently for this research to make any specific findings. Nevertheless, it is clear that comprehensive regional agreements arise from a community’s expression of its ties to ‘country’ and more specifically in Australia from a community’s pursuit of recognition of its ‘native title’. Thus a native title determination can serve as a vehicle to guide policy formulation for the delivery of integrated housing and infrastructure services.

4.2.2 The Central Remote Model

The “Central Remote Model” (CRM) was developed by the CRRC, in association with ATSIC and IHANT, in response to the increasing costs associated with the prevailing community-by-community approach to the provision of housing under IHANT’s Construction Program and the lack of opportunities for Indigenous youth in remote communities (Interview with Clarry Robinya, 12/11/2002; IHANT 2002; Whitehead pers. comm. 7/11/2002). The Central Remote Model is illustrated in Diagram 8.

The CRM involved three main changes to the prevailing housing system. These were

Single Project Manager

The appointment of a single regional Project Manager for a number of contractor-built housing construction projects (under IHANT's Construction Program). The intention was to introduce economies of scale, greater construction efficiencies as well as a more co-ordinated approach.

Standardised Designs

One of the aims of the model is the development of a range of standard, high quality designs with standard, robust and interchangeable fixtures and fittings to make maintenance easier in future (ATSIC and DCDSCA Focus Group, 11/11/2002). Although these standardised housing designs give people a limited choice of housing designs, it also enables the use of standardised materials, fixtures and fittings that can make maintenance easier.

The Training and Employment Program

The Training and Employment Program, as illustrated in Diagram 9, is probably the most innovative component of the CRM. It involves a three-year strategy to form community building teams by training four local apprentices per community to Certificate Three level in General Construction. The Regional Council's long-term goal is to eventually form building teams at each community so that they can bid for any construction and housing maintenance contracts in their region (Interview with Clarry Robinya 12/11/ 2002).

At the inception of the pilot projects, Tangentyere Job Shop won the tender to be appointed as the Regional Training Organisation. The construction support from the Project Manager was less than ideal and it was replaced by Tangentyere Construction at the end of the contract period. They are now also responsible for the coordination of all construction material as well as a building inspection service (Interview with Rhonda Loades 02/07/2003; Anderson & Robinya 2003; ATSIC and DCDSCA Focus Group 2002 11/11/2002).

Since 2001, the CRM has been piloted in seven communities west of Alice Springs. The pilot project required an innovative approach by IHANT and DCDSCA who negotiated multi-year funding within an annual funding context (ATSIC and DCDSCA Focus Group 2002).

The CRM represents an innovative approach to Program Integration, particularly the integration of housing construction with the training and employment program. The latter's success is largely due to the involvement of Tangentyere Aboriginal Corporation.

As the Regional Training Organisation, Tangentyere Jobshop approached the community council in each of the seven pilot communities to select the building apprentices. They employed a builder/trainer for each of the pilot communities who provide hands-on training. The training is funded through the Department of Employment and Workplace Relations' (DEWR) Structured Training and Employment Program (STEP) which tops-up apprentice salaries and provides a tool and clothing allowance. Additional funding was provided by the Northern Territory Department of Education and Training (DEET) for literacy and numeracy support. The competency-based on-and off the job training is provided by the Registered Training Authority, Centralian College (Anderson & Robinya 2003; ATSIC and DCDSCA Focus Group 2002 11/11/2002).

The communities pay the trainees' basic wage from their CDEP that is then topped up through STEP to become a reasonable wage. In terms of the partnership agreement with Tangentyere Jobshop, communities provide accommodation for the builder trainers as well as funding the trainees' accommodation when they are on block release training in Alice Springs (Anderson & Robinya 2003 ; ATSIC and DCDSCA Focus Group 2002 11/11/2002; Tangentyere Focus Group 2003 03/07/2003).

Two of the IHANT houses in each of the pilot communities were identified as training houses and by July 2003 most of the first houses were complete or nearly complete. The training is also progressing well. The Manager Community Building Teams at Tangentyere Job Shop commented that although the CRM is a challenging project, over 50% of the trainees have passed Certificate 2 in 12 months whereas it is usually an 18-month certificate. William Tilmouth, the Tangentyere Aboriginal Corporation Director, added that this represents hard work from Tangentyere and from the young guys. 'It blows away the myth that Aboriginal people don't want to work' (Tangentyere Focus Group 2003 03/07/2003).

The Training and Employment Program has clearly had a positive impact on both NT case study communities. The Laramba Community Council was demonstrably proud of its trainees and commented that they have "come on well" (Laramba Community Council Focus Group 2003). The Papunya Town Clerk reported that the houses built by mainstream contractors are often vandalised. The potential vandals were chased away from the training house by the trainees during construction and, despite the house being unoccupied while waiting for a building inspection during the change-over of project managers, no vandalism occurred (Interview with Papunya Town Clerk 2003). A further unintended benefit to the community is that the builder-trainers have started assisting the trainees with budgeting and banking and these skills are likely to be transferred to the broader community (Tangentyere Focus Group 2003 03/07/2003).

4.2.3 Wangka Wilurrara Regional Partnership Agreement (WWRPA)

The WWRPA is included in this research process as it provides an excellent example of an Indigenous-initiated and managed attempt to achieve program integration in partnership with the Commonwealth and Territory Governments. The proposal entails a regional governance agreement with ATSIC, government and other stakeholders (ATSIC and DCDSCA Focus Group 11/11/2003).

The Luritja-Pintubi people of Central Australia are a mobile population who mostly live in the four communities of Walungurru/Kintore, Watiyawanu/Mt Liebig, Papunya and Ikuntji/Haasts Bluff, to the west of Alice Springs. For several years these communities expressed concern about their poor educational and health status and the resulting social problems. An additional concern was the lack of inclusion of traditional landowners (TOs) in existing decision-making structures. These service delivery and governance issues were discussed among the community for around three years. They pro-actively identified a need for the development of a regional service delivery model and composed a song and a painting (drawn by Commissioner Alison Anderson) to convey their ideas and the structure to the broader Luritja-Pintubi community (DCDSCA 2002; ATSIC and DCDSCA Focus Group 2002). Commissioner Anderson has given permission for her painting to be reproduced in this report. The Painting, entitled "Reform in the West MacDonnell Region" is reproduced in Figure 1 below. The caption following the painting describes how the painting reproduces the process in a manner easily intelligible to traditional communities.

The community formed an Indigenous Steering Committee of community representatives, chaired by ATSIC Central Zone Commissioner Alison Anderson. The Committee works with the local Territory and Commonwealth government in the development of a Regional Agreement. A new governance structure that incorporates

traditional authority structures and provides enhanced service delivery is envisaged (DCDSCA 2002; ATSIC and DCDSCA Focus Group 11/11/2002).

The Government response has been to support this initiative both formally and informally. DCDSCA has supported the emerging regional mode and provided capacity-building where requested. On a formal level, the Government departments and agencies of the NT and the Commonwealth have formed an Officers Network with a core membership of ten people and the ad hoc involvement of other departments as needed. In addition, a Program Management Group of ATSIC, DCDSCA, the Central Land Council and recently the NT Department of Health and Community Services has developed to provide support for the Indigenous Steering Committee in the formation of the provisionally named, Wangka Wilurrara Regional Authority (DCDSCA /9/2003; Kleiner pers. comm. 22/9/2003; ATSIC and DCDSCA Focus Group 2002 11/11/2002).

Figure 1: Reform in the West MacDonnell Region



Description: Alison Anderson, ATSIC Central Zone Commissioner, produced this painting early in the development of a reform process in service delivery and potential governance arrangements in the West MacDonnell Region of Central Australia. The top two circles are the Indigenous Steering Committee on the left, whose members are all community representatives, and on the right a working party made up of officers from Local Government, DCDSCA, ATSIC, Health agencies, Education, PAWA and others. The circle below represents a new regional body with sub committees for the proposed Council functions surrounding it. All linkages are two-way. The store function lies directly between the Regional body and the Health committee thus being directly accountable to these bodies only. A Customary Law and Land body site is to the right of the new regional body. A short video was also produced that explains the reform process in language and will be used with the painting to promote discussion in all the communities concern.

Development of the WWRPA has been progressing well. In the WWRPA model there would be a 5person management board for each community (the typically 10-12-person Community Council would be abolished) and the members of this new board would also become the council members on Wangka Wilurrara Regional Council. Traditional Owners would be outside the main negotiations with government but would be deferred to in matters related to land and culture. Some Traditional Owners seek a stronger role in negotiations with government. Nevertheless, there are two interrelated concepts being developed in the WWRPA model: good governance in a stronger regional service framework (Scarvelis pers.comm. 2003).

4.3 Local Integration

Local program integration presupposes that communities have greater control over housing programs and projects than currently is the case. Nevertheless, community or local-level program integration does provide an opportunity. All Case Study communities requested a greater say in matters that affect them (Laramba Community Council Focus Group 2003; Interview with Papunya Town Clerk 2003; Djarindjin Focus Group 2002; Lombadina Focus Group 2003; Djarindjin Community Council Focus Group 2003).

Under the current system of housing provision, housing is at times perceived by communities to be provided in an ad-hoc manner. In response to a discussion about the approach to housing provision in Djarindjin and the need for greater community involvement, the idea of a community “development planning” approach to housing was raised and is discussed in brief in the Case Study.

4.4 Program Integration Issues

This section of the report covers issues affecting integration mechanisms including:

- A Complex Indigenous Housing System
- The Orientation of the Indigenous Housing System

The Indigenous housing system is complex and difficult to understand. Diagram 1 illustrates this institutional complexity– and it only refers to programs applicable to remote areas.

The complexity of Indigenous housing arrangements was probably the most common comment made during interviews and focus groups from community to government. The institutional mapping tool, which was discussed in section 2, proved invaluable at all levels of meetings. For many people, it was the first time that they had seen a representation of the different government departments, programs and organisations involved in the funding process.

As mentioned in the introduction to this section, there is a tension between the need for the rapid supply of housing and related infrastructure and the need for an often time-consuming development of partnerships as is called for in several policy documents such as “Building a Better Future: Indigenous Housing to 2010” (FaCS 2002). The pressure for the construction of houses has led to the development of a predominant ‘service-provider’ approach to Indigenous housing. While one can argue that this orientation is a result of pressure to address the housing backlog, it also represents a certain attitude to housing. The “service provider” attitude concentrates on the provision of a physical house in the most cost-effective way. In contrast, a ‘community development’ approach views the construction of housing as a process that has considerable community benefits such as employment creation. Under the latter approach, a community may decide, for example, to build several core houses, with wide verandas that can be incrementally upgraded, rather than one or two expensive three-bedroom houses. It is evident in current and emerging programs that concerted

efforts are being made to link housing delivery with community skills, training and employment needs. A 'community development' approach may further link housing services to other community issues such as cultural practice, mobility patterns and local knowledge.

The August 2003 evaluation of the Central Remote Model pilot reviewed the model's functioning against its objectives. The delivery of the construction-only houses was found to be achieving significant cost efficiencies when compared to the former model (SGS Economics and Planning Pty. Ltd. 2003). These cost efficiencies, when considered over the assumed 30 year life of the house, are expected to be "approximately \$120 000 per house" (SGS Economics and Planning Pty. Ltd. 2003 p 5). It was found that, from an economic perspective, the training and employment program represents a cost neutral outcome.

While the intangible results of the Training and Employment Program are not emphasised in the tender for the evaluation of the Model (IHANT 2002), the success of the model represents more than a "cost-neutral outcome". As is mentioned in the discussion of the model in section 4.2.2, the training and employment aspect of the model is the most innovative and had a positive impact on the various communities. Much of the success of this model is due to the 'community development' approach of Tangentyere Job Shop through their development of partnerships with the communities and supported by DCDSCA.

4.5 Summary and Findings

This section of the report has discussed data gathered relevant to the first of the two research questions. The research findings related to Program Integration are discussed in section 6 of this report. They are summarised as follows:

- The Indigenous Housing Agreements in both WA and the NT represent a sound attempt to integrate programs and reduce program complexity within the current system. The establishment of IHANT has considerably improved program coordination and integration and, given its policy and restructured programs, AHIC is likely to do the same.
- Regional Agreements can become a framework for delivery of housing and infrastructure services while addressing the aspirations of traditional owners and the needs of native title determinations.
- The CRM Program could be replicated in other regions.
- Greater opportunities for program integration appear to lie at the regional or local level.

5 COMMUNITY CONTROL AND MANAGEMENT

This section of the report addresses the second research question, namely, “What are the perceived and actual differences in the nature of community control, ownership and management of housing and how these contribute to asset management in remote Indigenous communities?” The objectives for Research Question 2 were listed in section 2.1.

The formal management and maintenance programs in WA and the NT are first discussed to provide a context for the community housing management issues elicited during fieldwork. These issues, common to all community case studies, include first, a concern by community managers about their insufficient involvement in decision-making that affects them and second, the opportunities for the development of skills.

5.1 Housing Management and Maintenance Programs

5.1.1 *Housing Management and Maintenance Programs in WA*

The housing management and maintenance programs are undergoing change as a result of the restructuring of AHID but this change had not permeated to communities at the time of the research. The *Management Support Program (MSP)* was, prior to the restructuring of AHID and its programs, probably the most significant Indigenous management and maintenance support program in Western Australia. It provided Indigenous communities with maintenance and housing management assistance to manage their ongoing housing and infrastructure needs and to carry out necessary repairs and maintenance. The MSP assisted in identifying the work needed and in implementing a works program. The community were involved in all phases of the program and qualified tradesmen provide on the job training to community members so they are skilled to carry out the work themselves. In addition, communities received management training in the preparation of a housing management plan which addresses the management of issues ranging from rent collection and tenancy agreements to account keeping, payment of wages, correspondence, banking requirements and ongoing arrangements for repairs and maintenance. In late 2002, thirty communities were benefiting from the MSP support, and a further thirteen communities were given housing management support through a related program called the Management Incentive Program (Ellender 2002).

The MSP was only delivered to selected Western Australian communities and was, for example, not implemented in Lombadina but was in the neighbouring community of Djarindjin. The MSP developed a range of skills within Djarindjin and was generally a successful program. According to the CEO of Djarindjin, a significant issue was that there did not appear to be a plan for the community once these skills have been obtained. He suggested, for example the formation of a local building company which could utilise and develop the existing skills. In Djarindjin's situation, the skilled local people are very keen to use their skills yet houses continue to be built by outside contractors. He illustrated the commitment of the skilled community members by referring to a recent contract for the repair of 21 roofs and the installation of 35 solar hot water systems that was awarded to Djarindjin. A carpenter from outside Djarindjin was employed but all the other workers were from Djarindjin. The project was scheduled to run from June to October but the workers were so keen to work that they worked weekends and finished in September, a month early. The Djarindjin CEO attributes this success to the workers being paid decent wages (as opposed to being expected to do skilled work on CDEP wages) and were proud of their work (Djarindjin CEO 28/05/2003).

Despite the existence of skills relevant to housing maintenance in Western Australia, there appear to be problems associated with housing management and maintenance at a community level. The lack of housing maintenance funding was cited as a major problem in both WA case study communities. In Djarindjin, as in most communities, the community management was forced into implementing a management plan with associated tenancy agreements. The CEO commented that he had frequently asked for a budget to upgrade the housing as many of the houses are in a very poor condition. He felt it is not right to expect a tenant to complete a tenancy agreement for a substandard house and would have preferred to upgrade the houses to a reasonable standard before getting a tenancy agreement signed (Djarindjin CEO 28/5/2003).

The *Aboriginal Communities Strategic Investment Program (ACSIP)* was an integrated program to provide housing and infrastructure services to specific larger communities. Its intention was to ensure that remote Aboriginal communities have access to the municipal and administrative services that would be expected in a similar-sized town in Western Australia. The main objectives of the program were:

- to increase the involvement of local government in the delivery of municipal services;
- better community management and administration;
- to improve power, water and sewerage services to a standard that would be expected in another similar sized town; and,
- to improve the environmental and individual health of communities (DeLuca 2003:1).

The ACSIP program made a significant contribution to the management of Djarindjin and reflects best practice. ACSIP enabled Djarindjin to obtain the services of an experienced CEO by “topping up” their salary for a several years. This skilled senior administrator is experienced in community development and provides organisational guidance and executive support to the Community Council.

In addition, ACSIP is funding a formal succession plan that is in place for the current bookkeeper to take over from the current Djarindjin CEO. This funding is in place for one year and the current bookkeeper is doing a course on community management at the same time. The intention is that, if the one-year program is successful, the current bookkeeper will become the new CEO at the end of the period (Interview with Djarindjin CEO, 28/5/03).

DHW, in partnership with ATSIS, were developing the *Indigenous Housing Management System (IHMS)*. IHMS is a computerised asset and tenancy management tool to assist Indigenous communities in their housing management. In addition, the IHMS provides data to AHID to assist in planning and resource allocation. The system was first piloted in three organisations in 2002 and their feedback incorporated prior to the expected implementation in seven organizations during the second stage of Implementation (Department of Housing and Works 2003). The pilot includes the testing of the IHMS with a maintenance function to develop a financially sustainable community-based R&M service over the long-term.

As mentioned above, these programs are being replaced by restructured programs occasioned by the Indigenous Housing Agreement. The main change is that whereas the ‘old’ programs had both capital construction and capacity building elements, the ‘new’ programs have separated these elements into different programs. The two new programs are called the Capital Works and Community Sustainability Programs.

5.1.2 Housing Management and Maintenance Programs in the NT

IHANT's Management and Maintenance Programs, as illustrated in Diagram 7, offer a system of grants and incentives to put management and maintenance systems in place. In brief, this involves the payment of a 'maintenance grant' per house, up to a maximum of \$1700 per house per annum, dependant on the community meeting certain conditions. These conditions include meeting the minimum standards for housing management, employing a Housing Manager; and conducting regular Environmental Health Surveys (IHANT 2000; IHANT 2003). Laurie Rivers, the then Alice Springs DCDSKA Manager, commented that the program had had "untold success" with all but one of the communities in the area collecting rent (ATSIC and DCDSKA Focus Group 11/11/2002).

In many cases, grant funding for maintenance and other housing-related funding has to flow through regional organisations. The capacity of this regional organisation is critical to the community being able to access funding and support. For example; Mamabulanjin (the WA regional Case Study) is a large, well-managed Indigenous resource agency that acts as a conduit for many grant applications for funding to communities or a range of communities. It is involved in a range of innovative activities and provides an effective service to its members. A weak regional organisation can affect a community's housing management and maintenance. For example, Laramba's funding for management and maintenance flows through Anmatjere Community Government Council based around 200 km away in Ti Tree. Laramba is supposed to forward its community rent collections and then obtain housing maintenance as well as other housing-related support through Anmatjere which is the recipient body of the maintenance funding from IHANT/DCDSKA. The relationship between Laramba and Anmatjere Community Government Council has not been functioning well for a number of years. This led to an atypical situation where Laramba obtained funding direct from ATSIC under a special allocation. However, Laramba has been given notice that the funding relationship with Anmatjere must be reinstated as the ATSIC/S funding will cease within a year (Laramba Community Council Focus Group 30/06/2003).

The research found opportunities for local management and control of housing management and maintenance. A range of examples were given where relevant skills in communities were not being used (5.2.2) and the need to develop further skills. In some remote areas, there is a need for the development of basic housing-related maintenance skills that would provide employment for community members. For example, Laramba's Acting Community Clerk told the research team that the lack of local expertise, materials and equipment means that any repairs and maintenance become very expensive. He gave the example that a plumber from Alice Springs would charge \$600 just to travel to Laramba, excluding any work (Laramba Administration Focus Group 30/06/2003).

Effective housing management and maintenance programs have been developed in both WA and the NT. However, their scope needs to be broadened to build capacity within communities and regional organisations, and should make use of existing skills.

IHANT has agreed to buy the Indigenous Housing Management System as currently used at Tangentyere and in WA, although they still have to go to tender. This will be of significant benefit to IHANT as it will enable them to track repairs, investigate anomalies and target the repair and maintenance need (Interview with Rhonda Loades 02/07/2003).

A system of local housing repair and management would include a checklist for a housing manager to use as well as an awareness program to educate community members about repair and maintenance issues.

5.2 Community Housing Management Issues

There are a number of issues relating to Community Housing Management. Two of the issues common to all Case Studies are discussed here. These are:

- Local Program Involvement
- Development of Skills and Capacity

5.2.1 Local Program Involvement

The communities included in this research project were selected as best practice examples of remote Indigenous communities, yet displayed varying levels of management capacity. Nevertheless, the clear message from all Case Study communities was a desire to be more involved in decisions that affect them and a commitment to more responsibility. Communities are usually involved in the feasibility stage of a project but the perception by most of the Case Study communities is that they are insufficiently involved in later stages.

This issue of the “ownership” or control of the housing process was flagged by the research team but was put most strongly by the Town Clerk of one of the communities when he was questioning the behaviour of the Program and Project Managers. He said government agencies, program and project managers are ultimately there to provide housing and housing-related infrastructure to communities. Despite this, program and project managers see the government agency as the client or customer and not the community. The result is that Community Councils are often treated as passive grant beneficiaries rather than active participants in the housing process. He stated that the community should be treated as the customer and be able to manage the housing process themselves (Interview with Papunya Town Clerk 01/07/2003).

He gave several examples of control being situated outside the community. These include:

- The community gave input into the development of a community layout plan and specified preferred locations for new houses. The NAHS Program Managers have the final say in the location of the houses and can override the preferences of the community, apparently without negotiation or explanation. Both sides probably have valid reasons for their preferred option and a process of informed negotiation/consultation could probably resolve the issues in most cases and deepen the understanding of issues on both sides. For example, on the community side there are cultural issues to do with location of houses and their proposed occupants whereas the Program/Project Manager is often more concerned with cost and technical issues such as the location of service routes.
- A house that is in the process of being constructed but neither the Town Clerk nor the community knows which agency is funding the house construction or who will occupy the house.
- Community management is often not consulted or informed about activities occurring in their community. For example, the Papunya Town Clerk commented that the community had no say in the appointment of contractors to build houses in their community (Interview with Papunya Town Clerk 01/07/2003).

Papunya is not an isolated example of the lack of community participation. The Djarindjin CEO, described the development of skills through the MSP (5.1.2) and said that the community were keen to utilise their skills and proud of the work they had done (Djarindjin CEO 28/05/2003).

5.2.2 Development of Skills and Capacity

Individuals' skills and expertise in remote Indigenous communities and their desire to improve their situation presents a real opportunity for local employment. The following examples will illustrate this point:

- In Laramba, the research team was told that four houses in the community were recently upgraded through IHANT Construction Program funding at a cost of around \$60,000 each. This included painting inside and out, the re-tiling of the bathroom and kitchen, the painting of the floors and the installation of a new air conditioner. The upgrades were project managed by IHANT's Project Manager, Quantec and the upgrades done by private contractors. The Acting Community Clerk reported that the community felt that \$60,000 per house was a lot of money for the results obtained. They decided to use CDEP labour and operational costs to upgrade the Community Council Chairperson and traditional owner's house to demonstrate what they were capable of doing at minimal cost (Laramba Administration Focus Group 30/06/2003). During the fieldwork, the research team noticed that work was beginning on another Community Councillor's house.
- Lombadina is a well-functioning, well-organised community with strong community management and leadership. Lombadina has a range of skills in building and they have been involved in the building of houses and are responsible for the maintenance of the gravel roads in the area. During fieldwork, the community was involved with the execution of an "in-house bid" with funding under AACAP. This involved Lombadina tendering to manage the renovation of the majority of the community houses using a combination of skills from outside the community and assistance from CDEP workers. Under the current arrangements, funds cannot flow directly to Lombadina but have to be routed through a regional organisation that is the official grantee. In this case, the grant funding is channelled through Mamabulanjin Aboriginal Corporation, a Regional Resource Agency, and Lombadina has to send invoices to them for authorisation. According to the CEO, the in-house bid is one of the ideal forms of housing delivery of larger projects for Lombadina. They would prefer to manage the smaller projects themselves but, under the current arrangements, cannot do so (Lombadina Aboriginal Corporation CEO 29/05/2003).

In other areas, people are not assisted to access existing economic opportunities to improve their circumstances. For example:

- The Laramba Community was selected to be part of the Research as a best practice community because of its excellent history of self-management. The research team met with the Community Council and, as part of the meeting, the issue of a successful community arose. Laramba is situated on an area excised from Napperby Station. Although both power and water are funded by PowerWater (PAWA), both services are provided by Napperby Station. The infrastructure which is funded by the NT government is located on Napperby station and not at the community and is managed, through a direct service contract with PAWA, by the station owner. The community has a number of issues with this arrangement – for example, the station owner does not usually inform the community when he will turn off the power or how long it will be off. In addition, there are very few employment opportunities for Laramba community members and PAWA provides funding for an Essential Services Operator that could be paid to a community member rather than the Napperby Station owner. Another potential source of income for the community is the maintenance of the gravel roads in the region. The community have a grader and do grade the internal roads themselves under the CDEP. In the past, the

community has tendered for the maintenance of the regional roads but the tender has always been awarded to the Napperby station owner in preference to the Laramba community (Laramba Community Council Focus Group 30/06/2003).

- Allied to the above example and further illustrating the desire for employment and improved conditions, the Laramba Council were asked if they knew of a community in the areas that worked better than Laramba. The council replied that Yuendumu was functioning well because they have a station on which community members work, the community have the service contracts to maintain their own essential services and roads and do their own housing management (Laramba Community Council Focus Group 30/06/2003)
- Lombadina is one of the best-practice communities in Western Australia. It is situated on the Dampier peninsula and consists of small community of around 60 people. Its success can be attributed to strong leadership, a well-educated administration and a stable community that benefited from association with the prior mission (Lombadina Focus Group 16/10/2002). They do not have any maintenance-specific funding but use CDEP funding to pursue maintenance-type activities using existing skills. They are frustrated that they are not given the responsibility to do more although the in-house bid for the renovation of existing houses, that was being implemented during the second round of fieldwork, does give the Lombadina community more responsibility than usual.

5.3 Summary and Findings

This section of the report has discussed data gathered relevant to the second of the two research questions. The research findings related to Community Control and Management are discussed in the next section of this report. In summary, effective housing management and maintenance programs exist in both WA and the NT but are limited in the scope of their implementation; appropriate skills for repair and maintenance of housing are present in many remote communities but local institutional capacity building may be needed; housing may often be the only local means for community and economic development in remote areas.

6 FINDINGS AND POLICY IMPLICATIONS

The main research findings and policy implications from this project are organised under the research questions below.

6.1 Program Integration Mechanisms

6.1.1 *Indigenous Housing Agreements*

The Indigenous Housing Agreements in both WA and the NT represent a sound attempt to integrate programs and reduce program complexity within the current system. The key mechanism to achieve this is the creation of a peak Indigenous housing authority (IHANT in the NT and AHIC in WA) to oversee the pooling of Indigenous housing funding from different sources. These arrangements are discussed in sections 4.1.1 and 4.1.2 of this report.

Prior to the creation of IHANT and AHIC and the resultant pooling of funds, Indigenous housing was delivered by a range of programs, each with different funding criteria. The pooling of funds means that, once fully implemented, all pooled funds are subject to the same funding criteria.

In the NT the first Housing Agreement did increase the efficiency of Indigenous housing funding. The second Housing Agreement has enabled performance indicators but NAHS continues to be delivered separate to IHANT although, during the period of the research, there were moves afoot to incorporate NAHS within IHANT.

WA chose not to implement the pooling of funds in its first Indigenous Housing Agreement. The formation of AHIC and the pooling of housing funds was enabled by the second Indigenous Housing Agreement, signed in July 2002. Many of the current Indigenous housing programs are subject to contractual agreements and pooling of funds can only be fully implemented once the last of the contracts expire at the end of the 2003/4 financial year.

In summary, the establishment of IHANT has considerably improved program coordination and integration and, given its policy and restructured programs, AHIC is likely to do the same. The Housing Agreements should continue to achieve more program integration but simultaneous community development outcomes should also be enabled at the local and regional levels.

6.1.2 *Regional Program Integration Arrangements*

The development of WA's Comprehensive Regional Agreements are still in their infancy. Nevertheless, it is clear that policy formulation around housing and infrastructure service delivery will in future need to address the concerns and aspirations of traditional owners. Where comprehensive regional agreements are made after native title determinations these will become a framework for delivery of housing and infrastructure services.

In the NT, Wangka Wilurrara and the Central Remote Model represent initiatives from Aboriginal communities in response to what they see as poor outcomes from previous service delivery programs. Both initiatives seek to gain more control over the delivery process at a local and regional level. The Training and Employment Program represents an Indigenous initiative that has developed into a partnership between communities, their representative leadership (CRRC), an Indigenous corporation (Tangentyere Aboriginal Corporation) and government departments (DCDSCA, DEET and Centralian College). The CRM Program could be replicated in other regions, possibly with Tangentyere Jobshop acting as mentor.

Further program integration mechanisms should be implemented at the regional and local levels. Characteristics of the successful integration mechanisms are:

- recognition that Indigenous systems of control and organisation cannot be measured by the “service delivery” methodology alone;
- understanding the differences in approaches to capacity-building – those that recognise individuals as well as collective management processes build strong Indigenous leadership and control;
- community-based development of these capacity-building initiatives;
- continued development of longer term (in this case 5-year) rolling programs that build on partnerships for service delivery at the regional and local levels.

6.2 Community Control and Management

There are effective housing management and maintenance programs in both WA and the NT but they are limited in the scope of their implementation. In WA, the IHMS is likely to make a significant contribution to community housing management as well as to providing useful information to AHID. The successful system of housing management and maintenance incentives as displayed in the NT Case Study area has lessons for other jurisdictions.

The study has highlighted the existence of appropriate skills for repair and maintenance in many remote communities. Although not all communities will necessarily be as willing to develop and use skills as the Case Study communities, this presents an opportunity to make communities more sustainable. In addition, there is an opportunity for the development of a local repair and maintenance capacity. To increase effectiveness, this could be supported by a regular community monitoring system for repairs and maintenance.

Supply of housing and related infrastructure provides one of the few vehicles for community development in remote areas. There are real opportunities for remote Indigenous communities to become more economically sustainable through the construction, maintenance and management of housing, infrastructure and other services.

The ingredients exist for a greater ‘community development’ approach to remote Indigenous housing. A ‘community development’ or ‘empowering’ approach is usually implicit when dealing with a disadvantaged and underprivileged population. “Community development” is again a broad concept that encompasses the concepts of capacity-building and empowerment. It includes increasing people’s choices and opportunities that are few and far between in remote areas.

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ATTACHMENT 1: LIST OF FOCUS GROUPS AND INTERVIEWS (RESTRICTED)

Available on Request.

ATTACHMENT 2: DIAGRAMS

1. Commonwealth and State Indigenous Housing Funding Flows
2. West Australian Indigenous Housing Programs prior to the 2002 Indigenous Housing Agreement
3. West Australian Funding Flows after the 2002 Indigenous Housing Agreement
4. Pooling of WA Indigenous Housing Programs according to 2002 Indigenous Housing Agreement
5. Commonwealth/Northern Territory Funding Flows in terms of the 2002 Indigenous Housing Agreement
6. Northern Territory/IHANT 2002/2003 Funding Flows
7. IHANT Housing Construction, Management and Maintenance
8. Central Remote Model
9. Central Remote Regional Council Training and Employment Model
10. Kullarri Regional Organisational Structure 2003-2004
11. Kullarri Regional Funding Process 2003 – 2004

Diagram 1 Commonwealth and State Indigenous Housing Funding Flows

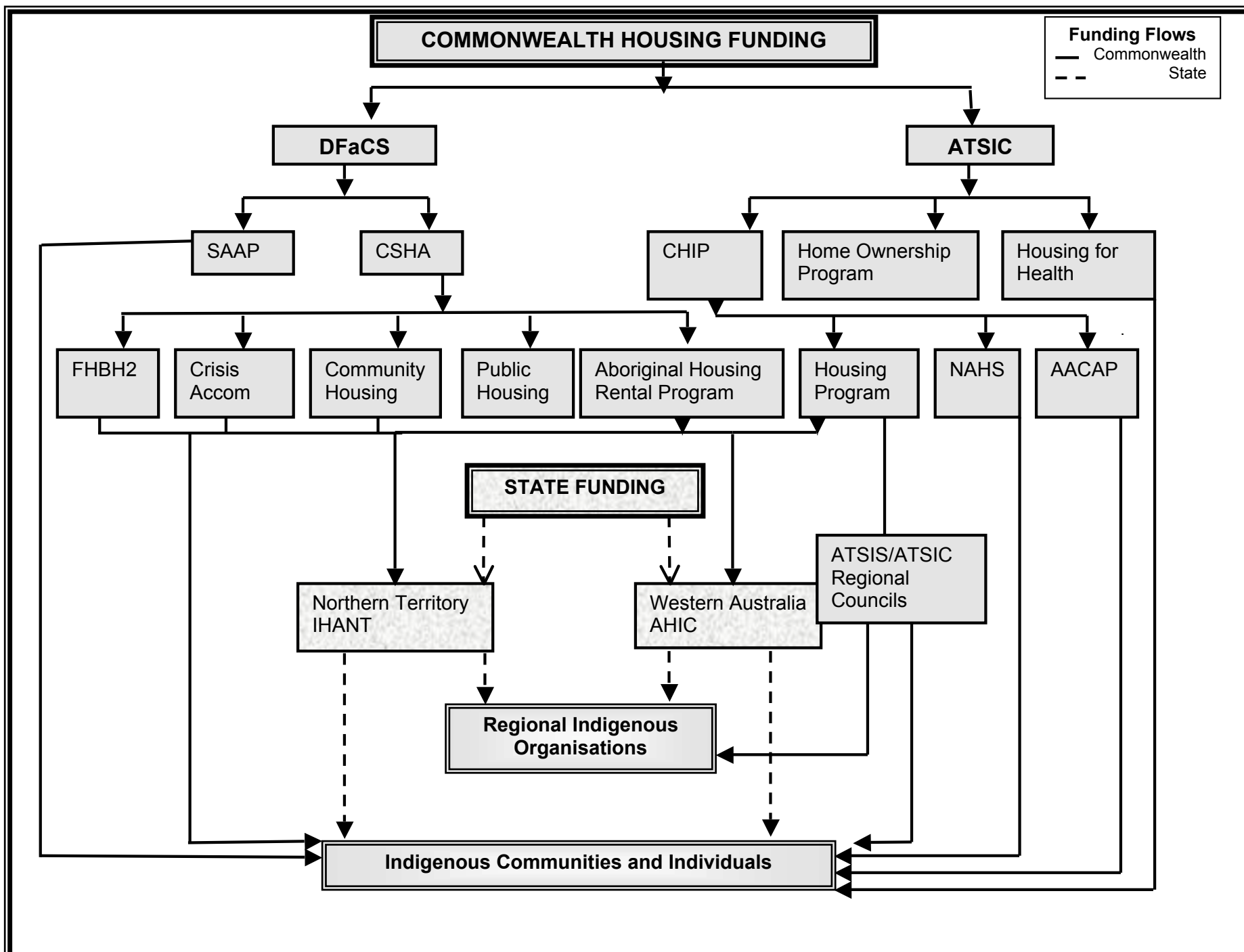


Diagram 2: West Australian Indigenous Housing Programs prior to the 2022 Indigenous Housing Agreement

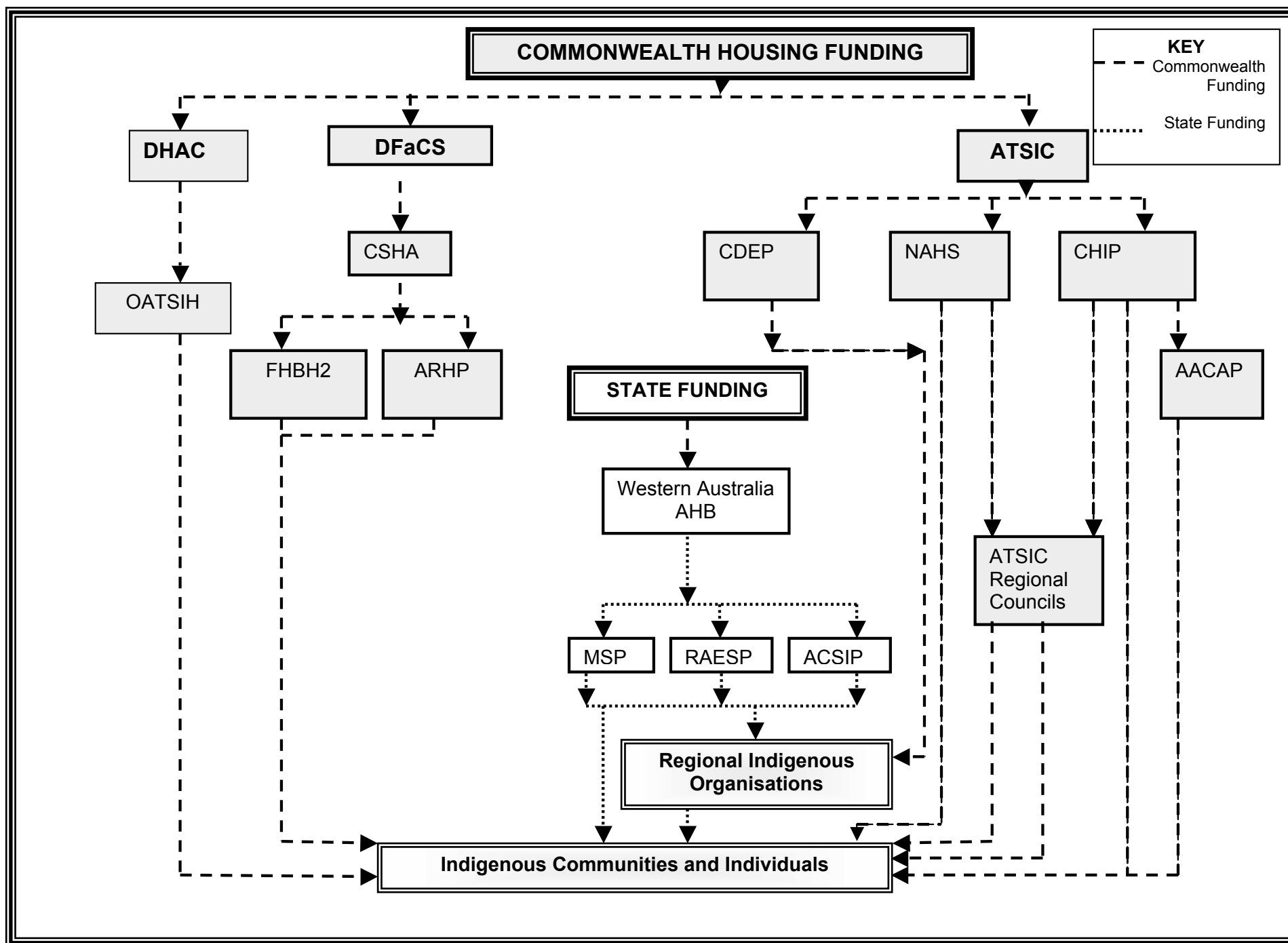


Diagram 3: West Australian Funding Flows after the 2002 Indigenous Housing Agreement

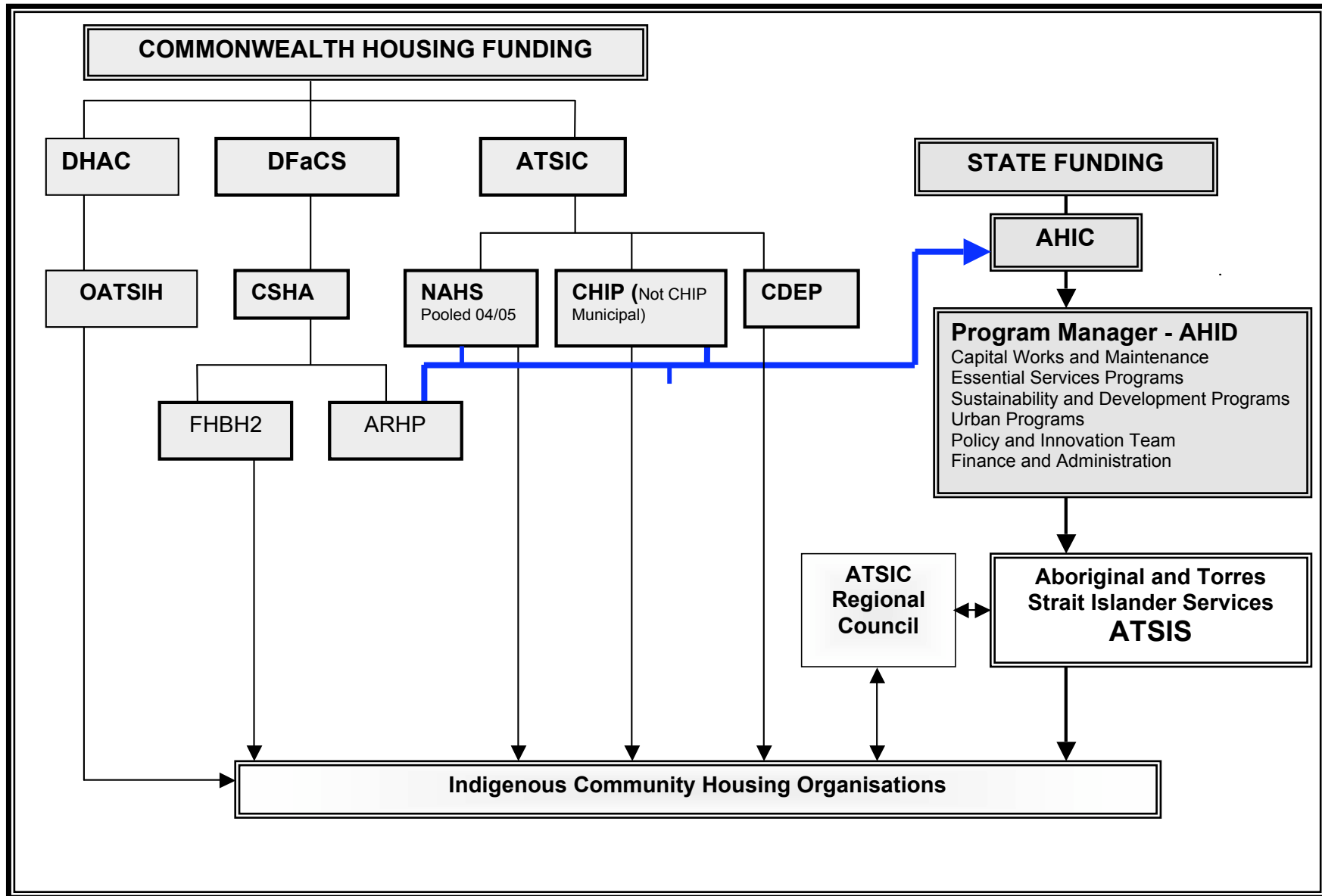


Diagram 4 - Pooling of WA Indigenous Housing Programs according to 2002 Indigenous Housing Agreement

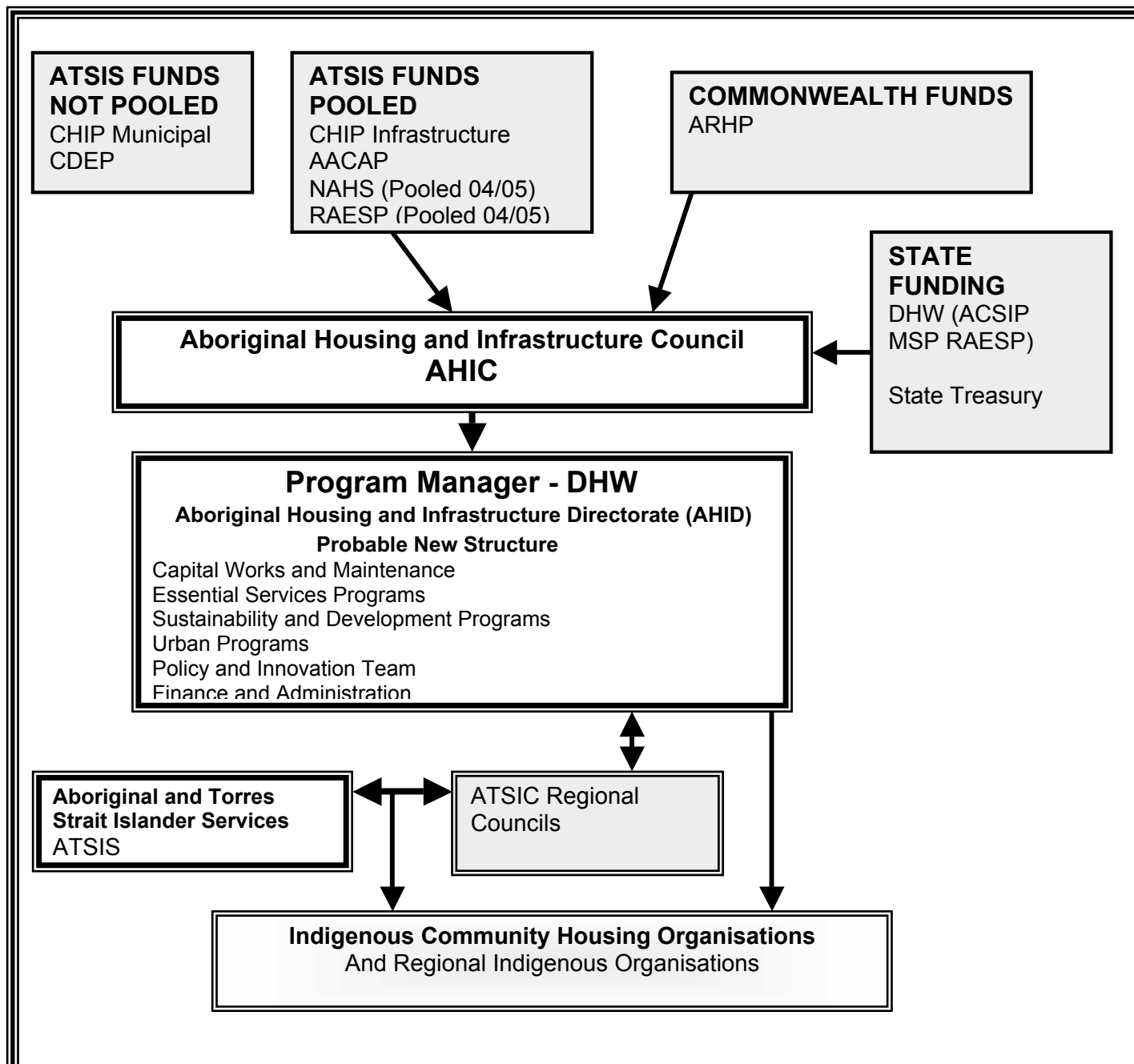


Diagram 5: Northern Territory Funding Flows in terms of the 2002 Indigenous Housing Agreement

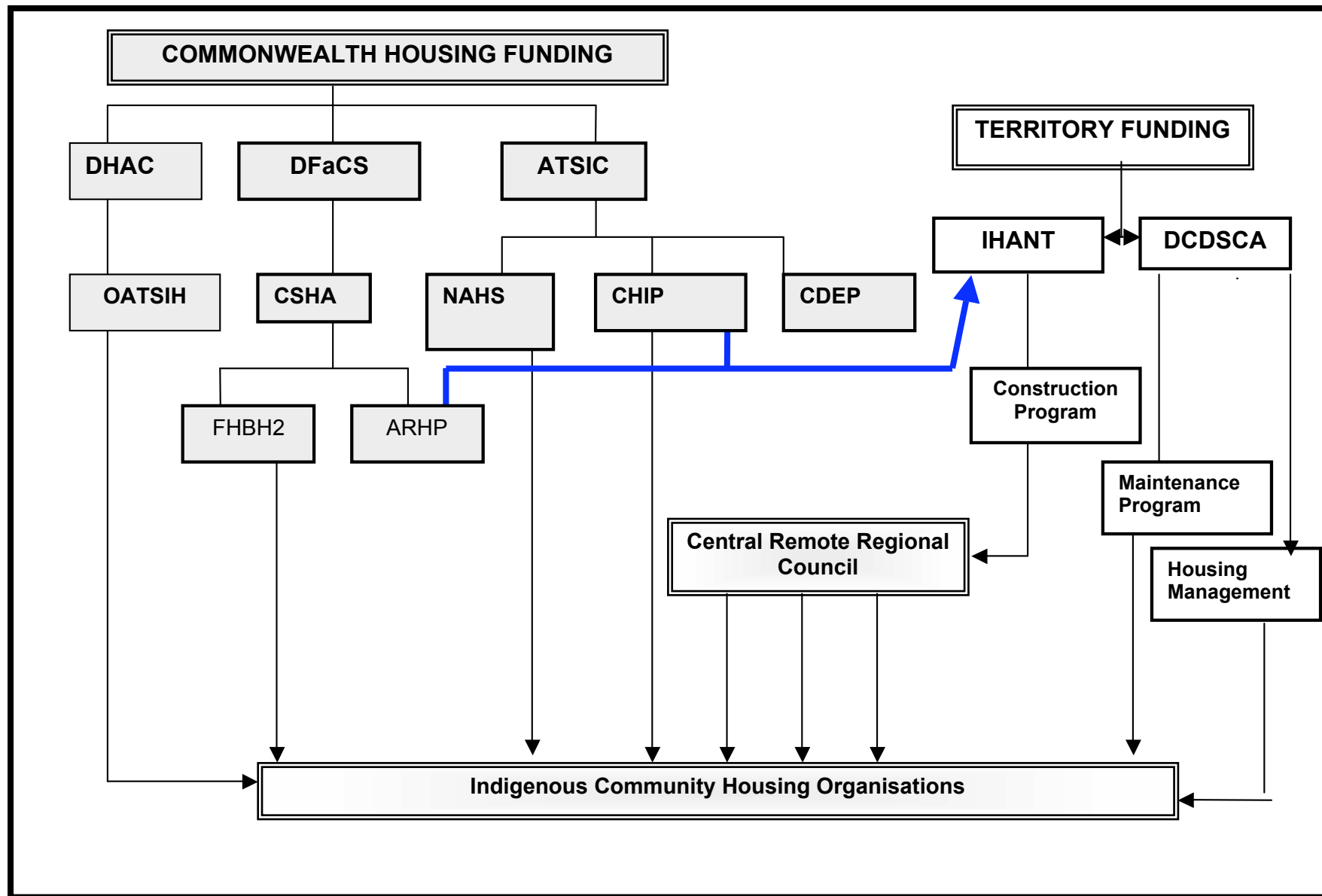


Diagram 6: NT/IHANT 2002/2003 Funding Process Map

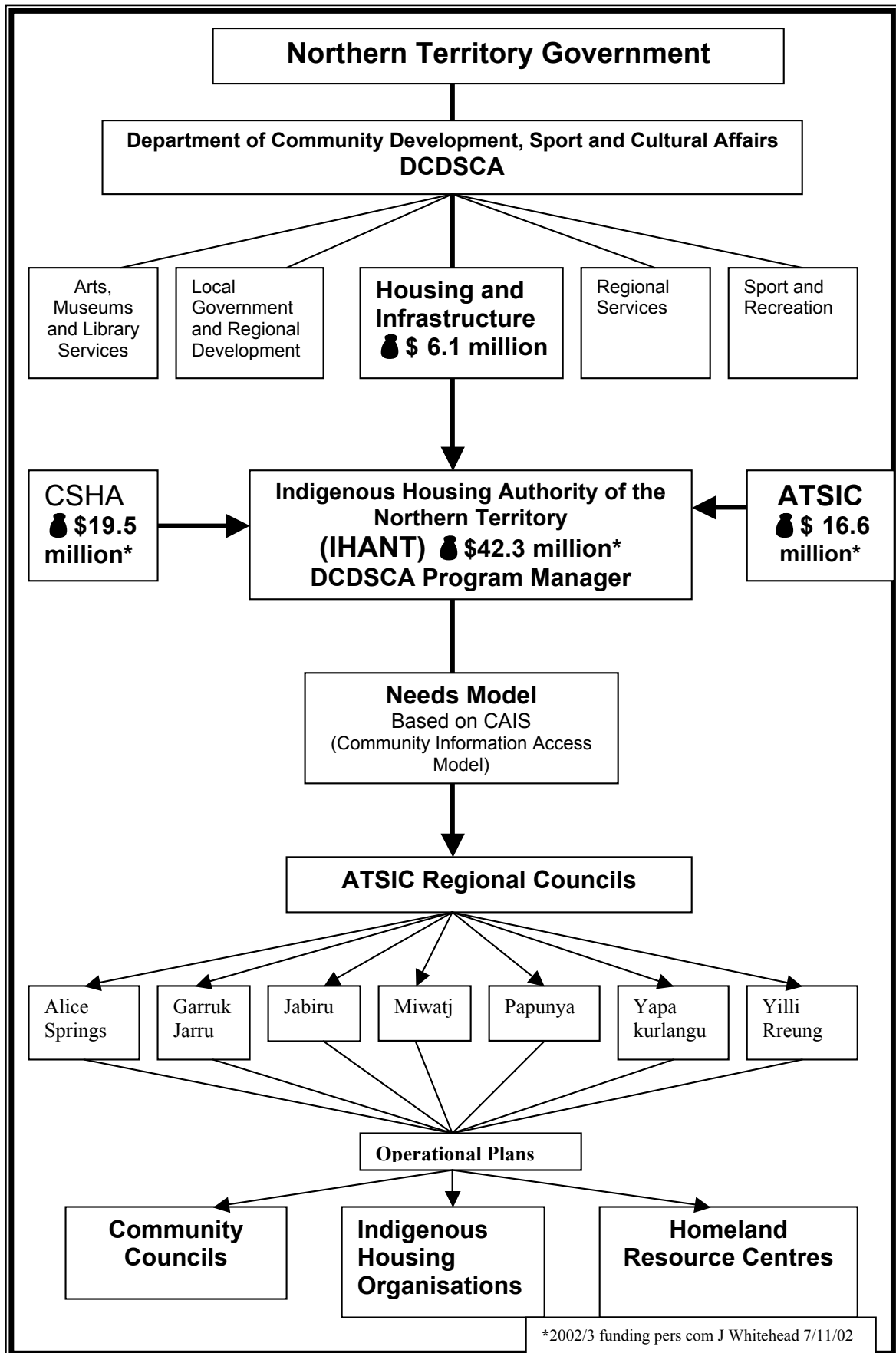


Diagram 7: IHANT Housing Management, Maintenance and Construction

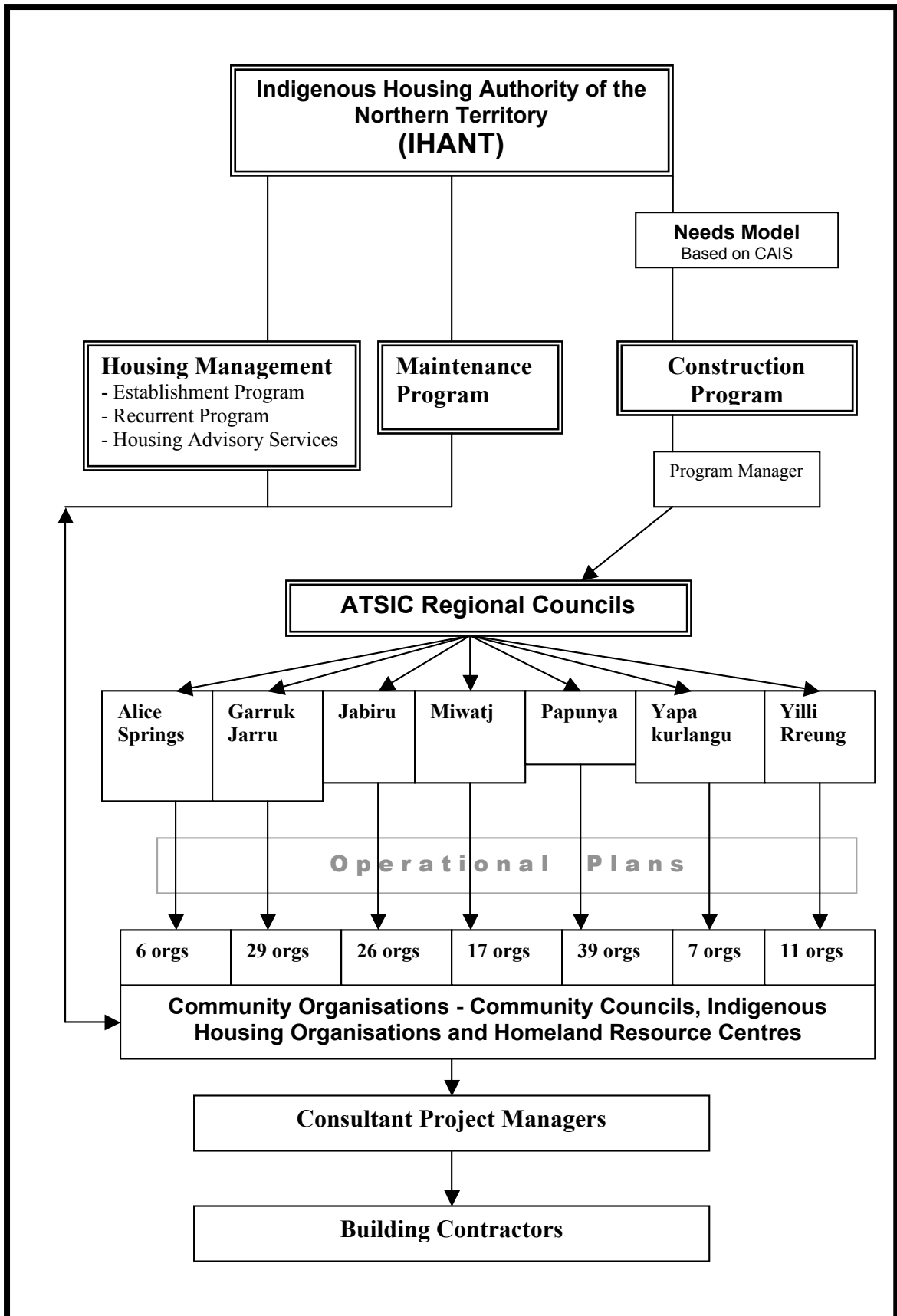


Diagram 8: Central Remote Model

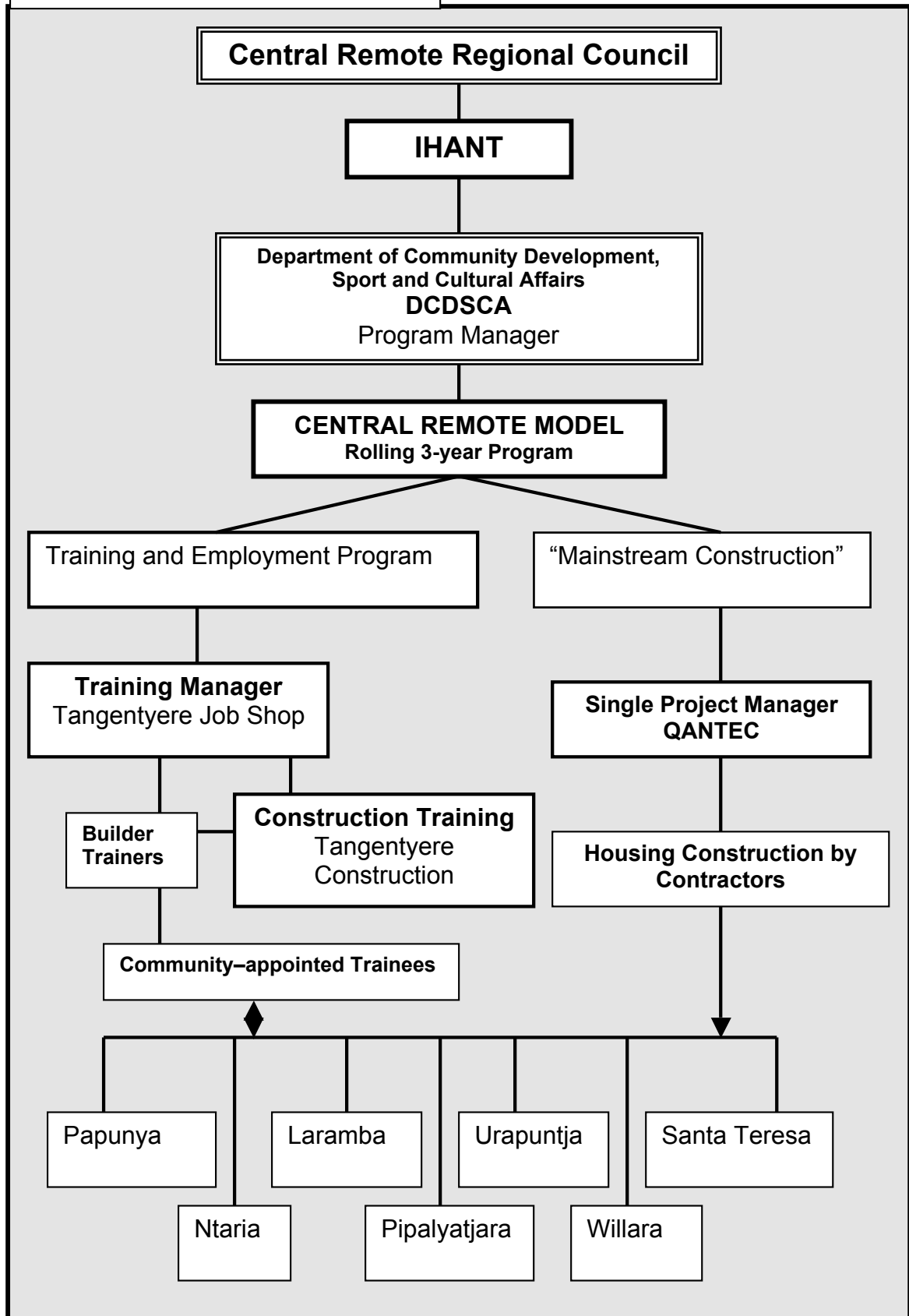


Diagram 9: Central Remote Regional Council Training and Employment Model

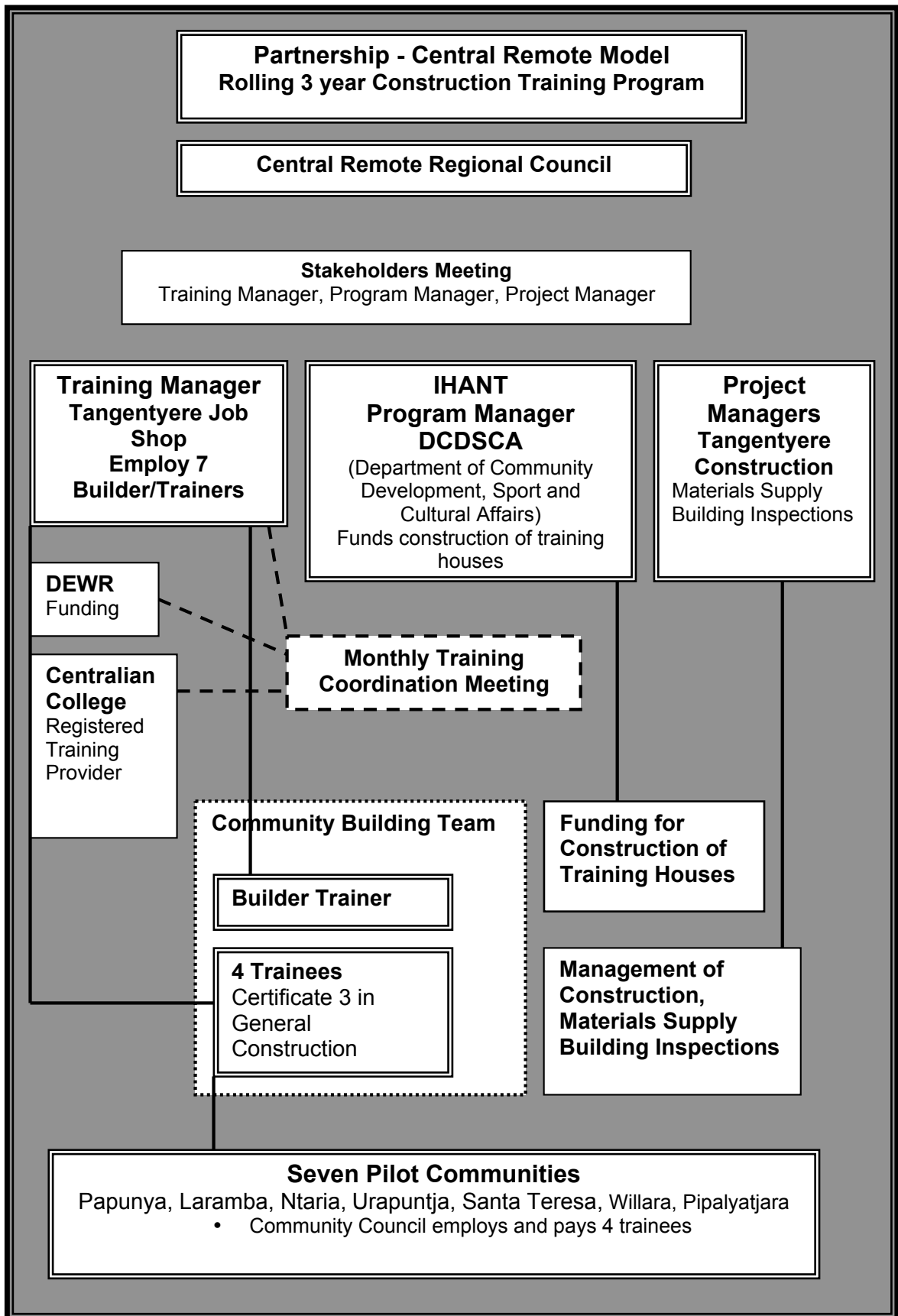


Diagram 10: Kullarri Regional Organisational Structure 2003 - 2004

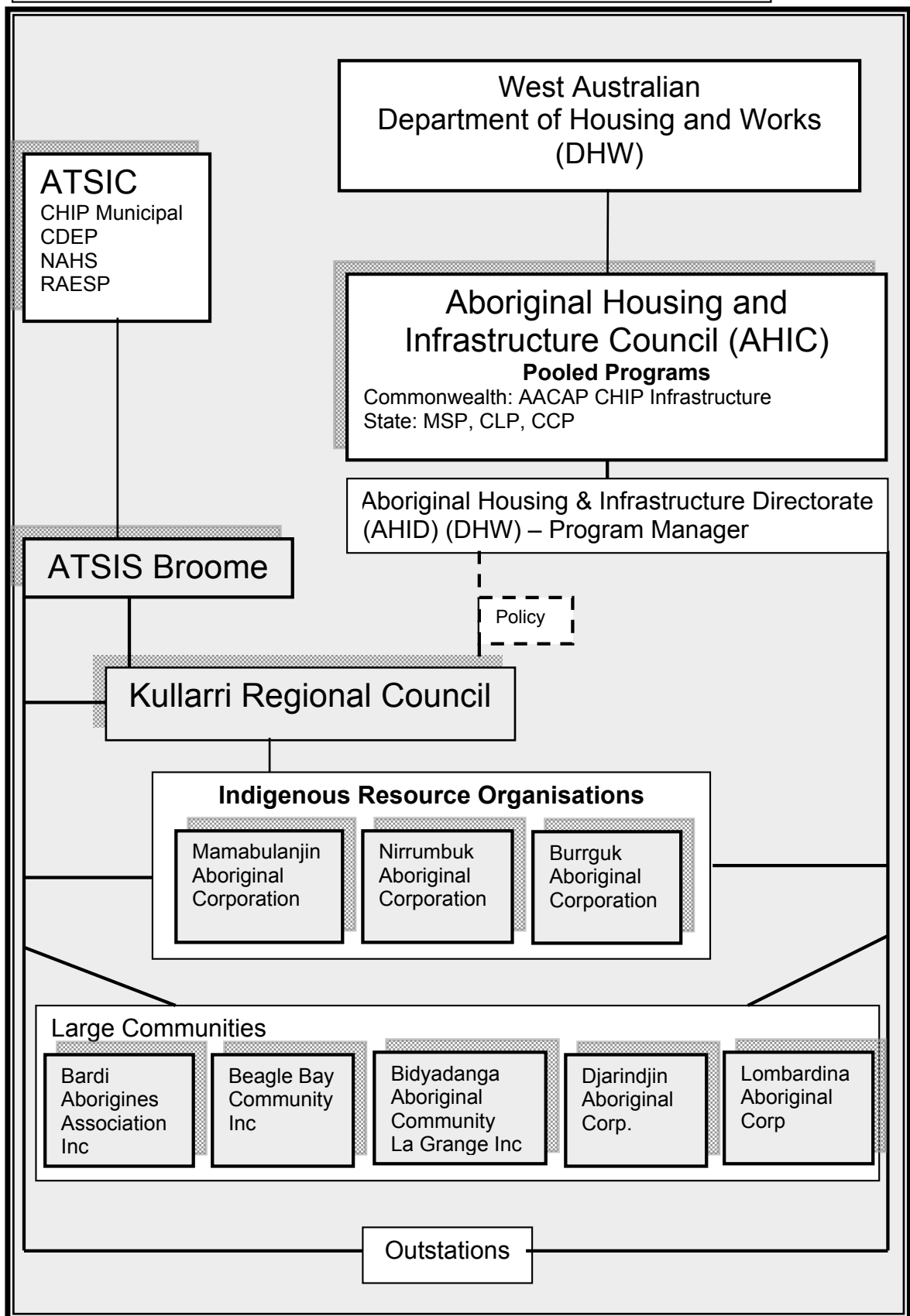
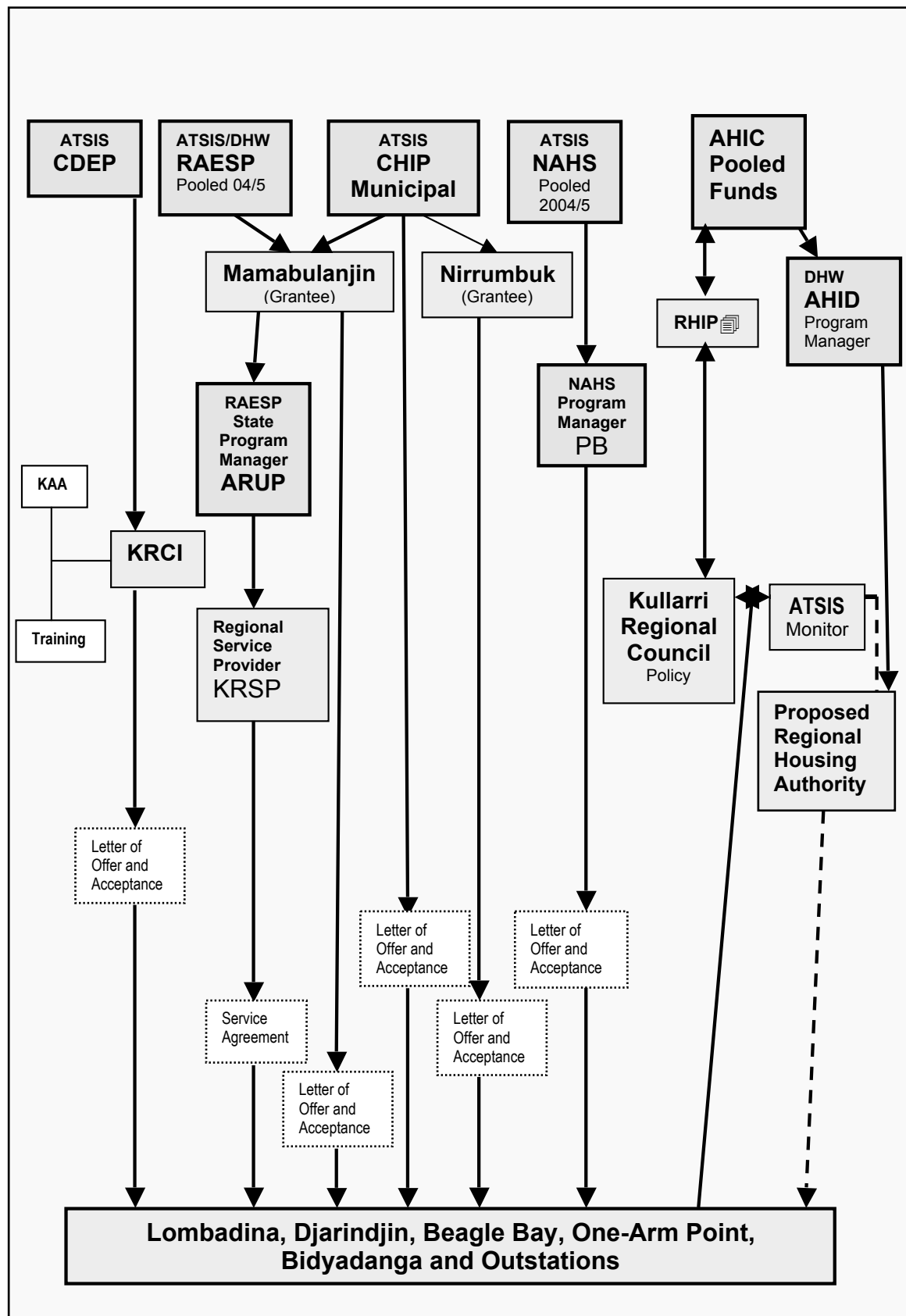


Diagram 11: Kullarri Regional Funding Process 2003 - 2004



ATTACHMENT 3: THE POLICY ENVIRONMENT (APPENDIX TO CHAPTER 2)

This appendix briefly outlines the policy environment relevant to the present study. The appendix covers key national policy developments that give direction to Indigenous housing policy, recent developments within the various programs and funding mechanisms at the Commonwealth level, and policy and programs in Western Australia and the Northern Territory. The latter are the subject of detailed discussion in future chapters and so the emphasis here is on the Commonwealth level.

Strategic policy direction in the area of Indigenous housing is provided by both the Commonwealth and States and Territories. A number of key national policies are currently reshaping the institutional structure of Indigenous housing in Australia. These are:

- The Council of Australian Governments (COAG)'s *Reconciliation Framework*
- *Building a Better Future: Indigenous Housing to 2010*
- *Common Reporting Framework*.

The Council of Australian Governments (COAG) is the peak inter-governmental forum charged with policy reforms of national significance. (Department of the Prime Minister and Cabinet 2003). At its inaugural meeting in December 1992, COAG endorsed the *National Commitment to Improved Outcomes in the Delivery of Programs and Services for Aboriginal Peoples and Torres Strait Islanders*. This seminal document recognised the importance of an improvement in the delivery of programs and services to Indigenous people and that the underlying and fundamental causes of Indigenous disadvantage and inequality need to be addressed. (ALGA 2002; COAG 1992). The *National Commitment* also highlights the need for the rationalisation of Indigenous policy, programs and funding at different levels and establishes a framework for the negotiation of Indigenous Housing Agreements between each State or Territory and the Commonwealth (ALGA 2002; COAG 1992). These Indigenous Housing Agreements have become the major mechanism for housing program coordination and rationalisation in the Northern Territory and Western Australia

At the COAG meeting in November 2000, the *National Commitment* document was reaffirmed in a *Reconciliation Framework* which emphasised outcomes, program coordination, flexibility and partnerships with Indigenous communities. One of the agreed priority actions was "reviewing and re-engineering programmes and services to ensure they deliver practical measures that support families, children and young people" (COAG 2000 p. 7). In addition, COAG committed to two initiatives relevant to this research: first, a trial of an integrative "whole of government" approach in up to 10 regions or communities; and second, a need for more Indigenous research. It also called for Ministerial Councils to develop benchmarks, action plans, performance reporting strategies and undertook to drive the changes with a review in twelve months (COAG 2000). The expected review reported that all States and Territories had made some progress in addressing the priority areas although the development of action plans and performance reporting was "slower than expected" (COAG 2002a)

Probably the most influential document to date in Indigenous housing was produced by the Housing Ministers Conference in May 2001 and is entitled *Building a Better Future: Indigenous Housing to 2010*. This arose out the COAG Reconciliation Framework documents mentioned above which called on Ministerial Councils to steer the reconciliation process through action plans, benchmarking and performance reporting. The *Building a Better Future* document outlines a *vision* for Indigenous Housing, which focuses on:

- access to appropriate, affordable well-maintained housing; ·
- a sustainable and active Indigenous community housing sector acting in partnership with governments;
- Indigenous housing policies and programs developed and administered with Indigenous communities (FaCS 2002c).

The document also outlines the *desired outcomes* from the “new directions” over the next ten years. These desired outcomes are:

- better housing;
- better housing services;
- more housing;
- improved partnerships;
- greater effectiveness and efficiency;
- improved performance linked to accountability;
- the coordination of services (FaCS 2002c).

The third major document of significance is the *Common Reporting Framework*, which was developed by FaCS and ATSIC to assist the States and Territories with the strategic planning and reporting required by the *Building a Better Future* regular evaluation and review (FaCS 2002d; ATSIC 2001a). The *Common Reporting Framework* is an important part of the Indigenous Housing Agreements in both Western Australia and the Northern Territory. In Western Australia, the Regional Housing and Infrastructure Plans (RHIPs) that are submitted by each ATSIC Regional Council are based on the *Common Reporting Framework* (Government of Western Australia 2002). In the Northern Territory, the 5-year rolling Strategic Plans developed by IHANT are developed “having regard to” the *Common Reporting Framework* (Northern Territory Government 2002).

Within the Commonwealth Government, the responsibility for Indigenous Housing lies primarily with ATSIC, the Aboriginal and Torres Strait Islanders Commission, assisted by the Department of Family and Community Services (FACS). FaCS is the lead agency in the Commonwealth State Housing Agreement that provides strategic direction and a framework for all public housing funding, including Indigenous housing.

ATSIC is a Commonwealth statutory body that was established in 1990 under the Aboriginal and Torres Strait Islander Commission Act 1989. On 1 July 2003, the administrative wing was separated from the elected wing and renamed ATSIS (Aboriginal and Torres Strait Islander Services). The elected wing continues to be known as ATSIC (ATSIC 2003a; ATSIS 2003). ATSIC elections are held every three years, the last being in October 2002. These elections elect local representatives to 35 Regional Councils. The Regional Councils form 16 zones, each of which elect a Commissioner to sit on the Board. The ATSIC Board determines national policy whereas the Regional Councils determine local policy. Prior to 1 July 2003, the Regional Councillors played an important role in determining funding priorities in their area (ATSIC 2003a). This role of the Regional Councils has been transferred to ATSIS “to clearly distinguish roles within ATSIC and to remove the potential for conflicts of interest in decision-making over funding” (Naidoo 2003; ATSIC 2003a).

At the time of writing (August/September 2003), the exact repercussions of this Separation of Powers on the Indigenous housing sector in Western Australia and the Northern Territory are not clear. ATSIC is one of the key parties to the Indigenous Housing Agreements in both states and has representation on the two funding bodies, IHANT and AHIC.

ATSIC's two main programs are relevant for this research:

- The Community Development Employment Program (CDEP) is ATSIC's largest funding program and provides training and employment to Indigenous individuals in urban, rural and remote areas. Although not specifically a housing program, it enables many of the housing-related programs in remote areas and its importance should not be underestimated
- The Community Housing and Infrastructure Program (CHIP) is ATSIC's second largest expenditure program. There are five CHIP elements: Housing; Infrastructure; Municipal Services; National Aboriginal Health Strategy (NAHS); and Program Support.

ATSIC is also implementing actions aligned to the *Building a Better Future: Indigenous Housing to 201* and the *Reconciliation Framework*. As mentioned above in the discussion of the Reconciliation Framework, ten priority projects are to assist the Commonwealth in developing new policy that will include a focus on governance and capacity-building (COAG, 2002). On 2 July 2003, Tjurabalan and its Comprehensive Regional Agreement Process was announced as a West Australian site for the COAG whole-of-government service delivery trials to Indigenous communities and regions (Senator Chris Ellison 2003). There were 6 specific goals agreed to for the COAG WA Site Project. These included the following priorities of relevance to this study: Infrastructure Provision (roads, houses, utilities etc); Resource Community Consultation Agents, Building capacity of Residents to engage, Building capacity of Governments to engage. (Alan Stewart Consulting Services, 2003).

The provision of housing for Indigenous people in Western Australia is outlined in the Agreement for the Provision of Housing and Infrastructure for Aboriginal and Torres Strait Islander People in Western Australia July 2002 – June 2007. The current Indigenous Housing Agreement is the second Indigenous Housing Agreement and represents a partnership between the Commonwealth Government, the West Australian Government and ATSIC for the provision of housing and infrastructure. The key change brought about by the current West Australian Indigenous Housing Agreement is the establishment of a framework for the pooling of housing and housing-related infrastructure funding. Pooled funding includes funding from Commonwealth Sources (mainly FaCS and ATSIC), the West Australian State Treasury as well as the lead agency for Indigenous Housing in Western Australia, the Department of Housing and Works. (Government of Western Australia 2002). These changes are still in the process of being implemented. The actual implementation of the West Australian Indigenous Housing Agreement has been identified as a Key Issue specific to Western Australia and is discussed in the Research Findings chapters below.

In October 2001, the Government of Western Australia signed an agreement entitled Statement of Commitment to a New and Just Relationship between the Government of Western Australia and Aboriginal Western Australians. Although not housing-specific, this agreement recognizes the injustices of the past and provides for the negotiation of a State-wide Framework to enable agreements at the local and regional level. DIA has been charged with implementing the Statement of Commitment. A key aspect of this Statement of Commitment is an undertaking to work in partnership with Indigenous people. To this end, the West Australian Government is supporting the development of regional and local agreements, to be developed with the community and local, State and National Level (Department of Indigenous Affairs 2002a). These agreements, such as the Tjurabalan Comprehensive Regional Agreement, are developed according to Regional Agreements Manual produced by ATSIC (ATSIC 2001b).

The Northern Territory was the first state or territory government to sign a Indigenous Housing Agreement which spanned the years 1996 to 1999 and established IHANT (Indigenous Housing Authority of the Northern Territory), the peak Indigenous housing

body in the Northern Territory. This Indigenous Housing Agreement provides for the pooling of Indigenous housing funds from ATSIC and other Commonwealth sources as well as the Northern Territory's contribution. These pooled funds are allocated by IHANT and used for all aspects of housing ranging from the construction of houses to the renovation of existing homes. (Northern Territory Government 2002; DCDSCA 2003). A detailed discussion of the Northern Territory Indigenous Housing Agreement is provided in the Case Study and Research Findings chapters below.

The Case Study and Research Findings chapters also provide details of two innovative policy developments in the Northern Territory that are the focus this research project and the basis for selection of the NT case studies. These are the Central Remote Model (formerly known as the Papunya Model) and the Wangka Wilurrara Regional Partnership Agreement (formerly known as the West MacDonnells Model).

AHURI Research Centres

Queensland Research Centre
RMIT-NATSEM Research Centre
Southern Research Centre
Swinburne-Monash Research Centre
Sydney Research Centre
UNSW-UWS Research Centre
Western Australia Research Centre

Affiliates

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