

Tangentyere Council Inc
Submission to the Senate Standing Committee in Community
Affairs Inquiry into the
Stronger Futures in the Northern Territory Bill 2011 and two related
Bills



1 February 2012

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1. Executive Summary

Tangentyere welcomes the opportunity to make a submission to the Senate Standing Committee on Community Affairs regarding the Stronger Futures in the Northern Territory Policy Statement. The Australian Government has introduced three pieces of legislation to address the issues identified in the Stronger Futures Policy Statement. Tangentyere understands that Stronger Futures aims to address the unacceptable level of disadvantage faced by Aboriginal people in the Northern Territory.

The Stronger Futures in the Northern Territory Bill 2011, Stronger Futures in the Northern Territory (Consequential and Transitional Provisions) Bill 2011 and the Social Security Legislation Amendment Bill 2011 will operate for 10 years and therefore the implementation of measures included should not be rushed. The Commonwealth Government must allow time so that the essential feasibility studies can be done to grow partnerships with local Aboriginal controlled and run organisations focussed on delivering core business.

Through Tangentyere, the members of the Town Camp Housing Associations have established a range of services to address the needs of Town Camp residents and remote community visitors.

Within Central Australia, Tangentyere Council recognises the importance of developing strategies that address the goals, aspirations, needs and circumstances of all residents of Alice Springs and those accessing Alice Springs for the provision of services. Such services are not available in the outlying communities of the MacDonnell Shire, Central Desert Shire, Barkly Shire, Ngaanyatjarra Shire (WA) and the APY Lands (SA).

Tangentyere is concerned that many of the measures contained with these bills will have/have the following attributes:

1. The analogous duplication of the function of existing laws and by-laws;
2. The increase in the use of punitive measures for addressing social issues such as school attendance, problem drinking and substance abuse issues;
3. The erosion of self determination amongst Aboriginal people including Central Australian Aboriginal people;
4. The increase in complexity of legislative measures for addressing multidimensional disadvantage of Aboriginal people;
5. The lack of clarity existing in the execution of land reform;
6. The lack of measures to address the issues of 'urban drift', overcrowding and tenancy reform;
7. The reliance on measures that have not been fully evaluated or where the evidence of success is mixed;
8. The limited period available for community consultation and input into this legislation.

Tangentyere is concerned that Stronger Futures outlines strategies prematurely, including the extension of measures such as income management and the Student Enrolment and Attendance Measure (SEAM). Both the extension of income management and SEAM is being undertaken without the finalisation of the evaluation of these two initiatives. In addition, the proposed extension of income management and SEAM focuses on the use of punitive measures to achieve positive outcomes. Tangentyere Council prefers the development and implementation of positive policies and suggests a number of initiatives below which are aimed at achieving improved outcomes for Alice Springs Town Camp families.

Tangentyere Council and the Alice Springs Town Camp Housing Associations and Aboriginal Corporations have ongoing concerns that major Commonwealth and Northern Territory Government policy initiatives have

continued to accelerate the movement of people from remote communities in Central Australia into the Alice Springs Town Camps and the Alice Springs Township. Tangentyere Council conducted a mobility study during 2005 that identified a resident population of 1,950 people and a service population of 3,300 people¹.

There is much speculation amongst residents and program staff that the population density of dwellings has not decreased despite the 85 additional houses (see appendix 1). The increase in the number of dwellings, coupled with the perception that the occupancy rates of dwellings has been maintained suggests that the Town Camp resident population may have increased to well over 2500 people.

It is suggested that until the Strategic Indigenous Housing and Infrastructure Program delivers additional houses in Central Australian Aboriginal communities that the issue of overcrowding in the Alice Springs Town Camps will continue. Currently it should be noted that only three communities in Central Australia will receive additional housing. The following table outlines major works communities where new housing has been proposed (but not completed):

| SIHIP Major Works Communities | | | | |
|-------------------------------|------------|-------------|----------------------|--------|
| Local Government Area | Population | Communities | Priority Communities | Source |
| MacDonnell Shire | 7,200 | 172 | Ntaria | NTG |
| Central Desert Shire | 4,782 | 66 | Yuendumu, Lajamanu | NTG |

The lack of additional housing in Central Australia provides a good contribution to the list of reasons that promote urban drift and overcrowding in Alice Springs Town Camps and homelessness issues in general.

In addition to the issue of overcrowding experienced by Town Camp residents, the lack of new housing available in remote communities and the increase in the number of people sleeping rough, the waiting period for public housing in Alice Springs has dramatically increased:

| Alice Springs Public Housing Waiting Times | | | | | |
|--|-------------|-------------|-------------|-----------|------------|
| Dwelling Type | Jun 2007 | May 2009 | Nov 2010 | Jan 2012 | % Increase |
| 1 bedroom (Aged) | 9 months | 30 months | 40 months | 46 months | 411% |
| 1 bedroom | 38 months | 59 months | 49 months | 62 months | 63% |
| 2 bedrooms | 12 months | 36 months | 39 months | 45 months | 275% |
| 3 bedrooms | 27 months | 49 months | 47 months | 58 months | 115% |
| 4 bedrooms ² | Unavailable | Unavailable | Unavailable | 58 months | N/A |

2.1 Background

Tangentyere Council was established in 1977. Alice Springs had been a prohibited area for Aboriginal people until 1964. The repeal of the welfare ordinance act (1964) and the equal wages case (1968) resulted in many Aboriginal people living on the outskirts of the town with no provision for housing or accommodation. Tangentyere Council was formed to assist people to gain some form of legal tenure of the land they were living on in order to obtain water, electricity and housing. 18 Housing Associations (Town Camp communities) exist within Alice Springs. The conservative service population estimate for Town Camps is between 1,950- 3300,

¹ Foster, D, Mitchell, J, Ulrik, J and Williams, R 2005, Population and Mobility in the Town Camps of Alice Springs, A report prepared by Tangentyere Council Research Unit, Desert Knowledge Cooperative Research Centre, Alice Springs.

² Data for 4 bedroom houses was not available for June 2007, May 2009 and November 2010 due to the small size of 4 bedroom dwellings. The lack of larger houses has been an issue for the many Central Australian Aboriginal families which do not tend to conform to the average nuclear family model.

70% are permanent residents and 30% are either visitors or homeless.³ Tangentyere Council made a concerted effort to work with the Australian Bureau of Statistics during the national census last year. It is expected that when the new data is released later this year, a fair population count for Town Camp residents will be our best figures since 2005. However, the true number of visitors from remote communities will remain problematic.

Tangentyere Council is incorporated under the Northern Territory Associations Act (2008). The Housing Associations are individually incorporated and each has its' own elected Executive. Tangentyere Council has an Executive comprising the elected Presidents of each of the 16 Town Camps, a member of the Women's committee and a member of the 4 Corners committee. The 4 Corners committee comprises senior Aboriginal law people who advise on the integration of traditional law and matters of Executive responsibility. From this membership, the Executive council elects a Chair, a Vice Chair, Treasurer, Public Officer and Secretary. The Executive Council meets approximately every four weeks, or more often as needed.

Town Camp residents have been largely neglected by the mainstream. Through Tangentyere Council, residents have worked for 35 years to attain land, housing, services, and opportunities to address the devastating poverty and exclusion faced those living in Town Camps. Tangentyere Council is one of the largest employers of Aboriginal people in Australia.

Historically waves of remote visitors, inadequate housing levels, social policy resulting in drinkers being pushed into Town Camps, inadequate visitor accommodation, lack of infrastructure and services has resulted in endemic poverty in town camps.

While many residents of Housing Associations maintain safe family environments, there are others who struggle under the pressures of grief, trauma, poverty, overcrowding and alcohol. Town Camp residents have struggled to have their voices heard – in their efforts to create dry areas, reduce visitor numbers, and improve children's access to education and family support. Government policy and neglect has led to conditions that place children, young people, aged residents and families at risk.

2.2 Tangentyere Divisions and Social Enterprises

Tangentyere Council operates a large number of services managed by the following Divisions and Social Enterprises.

Tangentyere Divisions:

- Early Childhood, Youth and Family Servicesⁱ
- Community Centresⁱⁱ
- Social Servicesⁱⁱⁱ
- Central Australian Youth Link Up Service
- Finance
- Office of the Executive Director
- Human Resources

³ Foster, D, Mitchell, J, Ulrik, J and Williams, R 2005, Population and Mobility in the Town Camps of Alice Springs, A report prepared by Tangentyere Council Research Unit, Desert Knowledge Cooperative Research Centre, Alice Springs.

Tangentyere Social Enterprises:

- Tangentyere Employment Service^{iv}
- Tangentyere Design
- Tangentyere Constructions

Separately Incorporated Bodies:

- Central Australian Affordable Housing Company (CAAHC)

CAAHC, unlike its predecessor Tangentyere Housing, is not a Division of Tangentyere. CAAHC is a separately incorporated company that is majority owned by Tangentyere Council.

During July 2010- April 2011 the Tangentyere Indigenous Case Management Service (ICMS) provided 4,300 remote community visitors on 13,000 instances with identity verification assistance allowing access to bank accounts and other services requiring proof of identity documents. The ICMS also provide 650 remote community visitors with travel assistance during the same period.

2.3 Collaborative Relationships

Tangentyere Council has strong relationships with Government and NGO services providers and funding bodies including the following:

- | | | |
|------------------------|------------------------|---------------------------|
| • Red Cross | • Anglicare | • Mission Australia |
| • Save the Children | • Licensing Commission | • Relationships Australia |
| • ABS | • Salvation Army | • Women's Shelter |
| • DHLGRS (NTG) | • DHF (NTG) | • DET (NT) |
| • FAHCSIA (AG) | • DoHA (AG) | • DCF (NT) |
| • Fred Hollows | • Desart ⁴ | • BDM (NT) |
| • NT Shelter | • ACOSS | • NTCOSS |
| • Electoral Commission | • Emergency Services | • Batchelor Institute |
| • ASTP | | |

2.4 Strategic Planning

Tangentyere Council will be undertaking an organisation wide strategic planning exercise early this year. One major focus of this strategic plan will be used to improve the efficacy, scope and coordination of intra/interagency collaboration and service delivery to the Alice Springs Town Camps over the next 5 years.

It is envisaged that a significant component of the strategic planning exercise will be used refine and standardise the methodology of the existing Community Hubs. Another component of the strategic plan will seek to develop a strategy for developing new Community Hubs and to conduct consultation with key stakeholders⁵ about the level of demand for additional Community Hub facilities.

⁴ Association of Central Australian Aboriginal Art and Craft Centres

⁵ Town Camp Housing Association/Aboriginal Corporation members, NGO Service Providers and Government

The major objective of this work will be to develop a comprehensive Community Hub Model; issues to be explored will include the following:

- Capacity to support Integrated Service Delivery;
- Gaps in Service Delivery;
- Community Engagement;
- Purpose of Town Camp Community Hubs;
- Access patterns of Town Camp Community Hubs;
- Proposed sites for Community Hubs;
- Proposed Community Hub Clusters;
- Formalisation of External Partnerships

Tangentyere Council recognises that the Community Hub Model needs to be developed further and that existing Community Hubs need to be evaluated to demonstrate their efficacy.

Regardless of work required to develop the model and strategies for improving the methodology of Town Camp Community Hubs Tangentyere Council remains convinced that these facilities confer major benefits in terms of community safety, early childhood services, school attendance, educational outcomes, community engagement and increased outcomes for external agencies. In addition Tangentyere Council adheres to the position that additional facilities are required to improve the accessibility of mainstream services to Town Camp residents.

Currently Tangentyere Council operates three (3) Community Hubs in the following Town Camps:

| Locality | Houses | | Population and Mobility Study | |
|-------------------|------------|------------------|-------------------------------|-----------------------------|
| | Town Camp | # Prior to SIHIP | Total | Residents (05) ⁶ |
| Hidden Valley | 23 | 47 | 243 | 497 |
| Yarrenyty Arltere | 22 | 34 | 184 | 284 |
| Karnte | 12 | 19 | 135 | 214 |
| Total | 150 | 218 | 1446 | 2129 |

Tangentyere Council submitted an application to the Alice Springs Transformation Plan to operate Community Hubs in Warlpiri Camp, Trucking Yards, Charles Creek and Abbotts Camp. In addition the application requested additional funding for the Karnte Community Centre. The additional Community Hubs were to extend support services to clusters of Town Camps that were located in close geographical proximity and who shared language and familial associations.

⁶ Foster, D, Mitchell, J, Ulrik, J and Williams, R 2005, Population and Mobility in the Town Camps of Alice Springs, A report prepared by Tangentyere Council Research Unit, Desert Knowledge Cooperative Research Centre, Alice Springs.

⁷ These projections are based upon anecdotal evidence, increased numbers of Town Camp dwellings, the failure of SIHIP to deliver new housing in remote Central Australia, Urban Drift and an assumption that new houses have not decreased population densities in Town Camp dwellings.

The following table identifies the extent to which the proposal (had it been successful) would have extended in-reach and service delivery to the Town Camps:

| Community Hub | Town Camp | Houses | | Population and Mobility Study | |
|-------------------|-------------------|------------------|------------|-------------------------------|-------------|
| | | # Prior to SIHIP | Total | Residents (05) | Projected |
| Hidden Valley | Hidden Valley | 23 | 47 | 243 | 497 |
| Yarrenyty Arltere | Yarrenyty Arltere | 22 | 34 | 184 | 284 |
| Northern Hub | Warlpiri Camp | 7 | 9 | 109 | 140 |
| Western Hub | Trucking Yards | 19 | 26 | 148 | 203 |
| | Morris Soak | 10 | 15 | 65 | 98 |
| Central Hub | Charles Creek | 21 | 21 | 121 | 121 |
| | Hoppys Camp | 11 | 13 | 167 | 197 |
| Abbotts Hub | Abbotts Camp | 6 | 6 | 74 | 74 |
| Southern Hub | Anthepe | 8 | 15 | 94 | 176 |
| | Ilparpa | 11 | 13 | 106 | 125 |
| | Karnte | 12 | 19 | 135 | 214 |
| Total | | 150 | 218 | 1446 | 2129 |

In support of the Community Hub Proposal:

- Tangentyere has successfully operated 'Community Hubs' for 10 years;
At Tangentyere we have been frustrated by the inability of Government to build on what works. Initiatives such as Yarrenyty Arltere Learning Centre (Community Hub) have been an outstanding success in achieving child and family support. Despite Tangentyere's continual advocacy for this model, and widespread sectoral support for this model to be expanded to other town camps, Government fails to see its benefits⁸.
- The 'Little Children are Sacred' report recommends multi-purpose family centres or 'hubs';

That in order to prevent harm and reduce trauma associated with abuse. It is vital there be significant investment in the development of family support infrastructure including the establishment of multi-purpose family centres or 'hubs' in remote communities or regional centres to provide an integrated holistic approach to working with families. These will be the focal point for the provision of local and visiting programs and services including prevention programs, child and family services, specialist services and public education. There will also be a focal point for reporting and action, strengthening and incorporating positive aspects of culture, to assist local workforce development and provide male and female workers 'gender security'.
- The 'Growing them strong, together' report recommends the development of 'Integrated Child & Family Centres', the report identifies that the following recommendation is urgent and needs to be implemented immediately (in less than 6 months):
That the planning processes around the development of integrated children and family centres in remote areas specifically address the service delivery needs of vulnerable and at-risk children and

⁸ NT Board of Inquiry into the Protection on of Aboriginal Children from Sexual Abuse, 2007, *Ampe Akelyernemane Meke Mekarle "Little Children are Sacred"*, report prepared by P. Anderson and R. Wild, NTG, Darwin.

families and promote collaborative practice amongst government and non-government service providers relating to these target groups⁹.

- The Australian Government Social Inclusion Agenda supports the following elements of the Community Hub model:
 - Effective partnerships between organisations to provide integrated services and a single entry point to all services;
 - Focusing effort on building social inclusion in particular locations (neighbourhoods and communities);
 - Use of innovative and replicable designs;
 - Approaches that help make service delivery effective for people with multiple disadvantages, including one stop shops (community hubs/centres);
 - Engagement of disadvantaged communities in decisions of all kinds to promote leadership at the local level;
 - Centre-based parent support.

- Steering Committee for the Review of Government Service Provision 2011, *Overcoming Indigenous Disadvantage: Key Indicators 2011 Report* identifies Yarrenyty Arltere Learning Centre as a best practice model for engaging Aboriginal people:

The Yarrenyty-Arltere Learning Centre (NT) started in 2000, and over time has developed into a Family Resource Centre and an Inter-generational Centre where adults and children work and learn side by side. The centre runs programs covering health, education, social support and culture, and assists mainstream programs to provide services to community members. Planning and direction are provided by the Learning Centre Committee, comprising residents and families of people who use the centre, including young people. The Committee also liaises with the Yarrenyty Arltere Housing Association, which represents the whole of the town camp. Using culturally appropriate methods, and recognising the central role of the family in the lives of Aboriginal people, the Centre has increased educational and health outcomes for the children in the community. Learning hubs help children to enter the mainstream school system using play groups, homework centres and after school programs. The Centre has also strengthened the community, with decreases in inhalant misuse, domestic violence, crime and neglect (Productivity Commission Report 2011)

2.5 Community Engagement

Tangentyere Council retains a strong relationship with the residents of 16 Town Camp Housing Associations/Aboriginal Corporations and residents of the Central Australian Aboriginal Communities. Tangentyere Council can support external agencies through facilitating access to 16 Town Camp Housing Associations and the Tangentyere Executive Committee. Access to the Housing Associations can be supported both directly by Tangentyere and via the Central Australian Affordable Housing Company (CAAHC). Tangentyere Council is the founding member of the Central Australian Affordable Housing Company (CAAHC). CAAHC has regular contact with the Alice Springs

⁹ NTG 2010, *Growing them strong, together: Promoting the safety and wellbeing of the Northern Territory's children*, Report of the Board of Inquiry into the Child Protection System in NT 2010, M. Bamlett, H. Bath, and R. Roseby, NTG, Darwin.

Town Camp Housing Associations through Housing Association Meetings, Tenancy Management and Property Maintenance activities. These Housing Associations are as follows:

1. Warlpiri Camp (Ilperle Tyathe)
2. Palmers Camp (Aper Alwerrkngge)
3. Mt Nancy
4. Charles Creek (Anthelk Ewlpaye)
5. Trucking Yards (Nyewente)
6. Morris Oak (Akgwertnarre)
7. Hidden Valley (Ewyenper Atwatye)
8. Larapinta Valley (Yarrenty Altere)
9. Anthepe Camp
10. Little Sisters (Inarlenge)
11. Old Timers (Ilyperenye)
12. Ilparpa Camp
13. Abbotts Camp (Mpwetyerre)
14. Karnte Camp
15. Hoppys Camp (Lhenpe Artnwe)
16. White Gate (Irrkerlantye)

Programs such as the Indigenous Case Management Service, Night Patrol and Day Patrol provide services to a large number of clients from outside the Town Camps including remote community visitors, people living in Alice Springs Township and the homeless. As such these programs extend the engagement of Tangentyere Council well beyond the Housing Associations; the Indigenous Case Management Service for example provides services to in excess of 5000 clients.

2. Land Reform

Given the circumstance of chronic overcrowding on the Alice Springs Town Camps, Tangentyere Council and the Alice Springs Town Camp Housing Association and Aboriginal Corporations are interested in the proposed land reform. This interest extends to the private home ownership and social enterprise development by Town Camp residents but would require a number of safe guards including the following:

- Clause 34(8) should be modified to reflect that the Minister must obtain agreement from the lessee of the Special Purpose Lease/Crown Lease prior to making regulations for the use, subdivision, dealings, planning, infrastructure or any other matter related to the use of the land;
- Clause 34(9) should be removed;
- Special Purpose Leases and Crown Leases held by Town Camp Housing Associations/ Aboriginal Corporations should not be subdivided without the consent of the lessee (i.e. relevant Association/ Aboriginal Corporation);
- Special Purpose Leases and Crown Leases held by Town Camp Housing Associations/ Aboriginal Corporations were established for the purpose of providing Town Campers with security of tenure, housing and access to services. These leases provided for community ownership and control of land and assets. The intent of these leases must be maintained. Tangentyere and the Housing Associations/ Aboriginal Corporations support the development of a model that allows home ownership (by residents), social enterprise development (by residents) and social service delivery. No change to the use or tenure of leases should impact upon the community ownership of land;
- Clause 10.5 of the sublease between the individual Town Camp Housing Associations/ Aboriginal Corporations and the Executive Director of Township Leasing (EDTL) (the sublease) should be amended or removed. Currently this clause states that nothing prevents the EDTL from considering a request for a living area under lease of vacant land from a person other than the Association or the Associations' nominee. Tangentyere Council is concerned that the sublease contains no information about a consultative process to protect the interests of the lessee. The proposed land reform of the Town Camps increases the significance of this clause;

- The Town Camp housing management agreement should be amended so that the functions of the Town Camp Housing Reference Groups (HRGs) should be transferred to the Town Camp Housing Associations and Aboriginal Corporations. This would remove any perceived functional duplication, improve communication and return responsibility to the lease holders;
- The Minister should be bound by the intent of Clause 17.1 of the sublease which states that the EDTL (sublessee) must only use and permit the use of the land in accordance with the lease and including the development of the living area for the benefit of current and future residents;
- The Minister should be bound by Clause 17.3 of the sublease that states that if the lease restricts or places conditions on any development that the EDTL must comply with these conditions as if they were clauses within the sublease;
- Land Reform should not impact upon the security of tenure of Town Camp Special Purpose or Crown Leases; these should continue to be held in perpetuity by the Housing Associations and Aboriginal Corporations.

Tangentyere Council and the Alice Springs Town Camp Housing Association and Aboriginal Corporations are interested in investigating the feasibility of establishing a Community Land Trust. At present 14 Town Camp Housing Associations and Aboriginal Corporations hold 13 Special Purpose Leases and 2 Crown Leases (See Appendix 2). Tangentyere Council and its members are not opposed to Land Reform or Private Ownership but consider that land reform should not impact upon the security of tenure of the Housing Associations/Aboriginal Corporations and that any model should protect the Town Camp Special Purpose/ Crown Leases from large land developments.

One model under investigation is a Community Land Trust Model managed by a trustee that would allow Town Camp residents to purchase houses. House lots would be the subject of a 'ground lease'. Community Land Trusts arose out of philosophical and practical challenges to a dominant tradition of private ownership that treated land as a speculative commodity rather than a common legacy. For the majority of Town Camp Housing Association and Aboriginal Corporation members the land is viewed as a common legacy.

Community Land Trusts are a form of common land ownership where land is usually held by a Trustee (private non-profit organisation) and leased on a long term basis to members of the community or other organisations. Buildings and services on that land are then held as owned or leased properties by residents, businesses and/or other community housing providers. Ground leases are inheritable, and properties on leased land can be bought and sold at prices determined by resale formula spelt out in each Community Land Trust's ground lease. This arrangement can offer many of the widely acknowledged benefits of home ownership, including resident control over a dwelling, security of tenure and transfer of occupancy rights, and the potential for asset wealth building. Community Land Trusts are specifically designed to achieve these benefits under financing, pricing and regulatory arrangements that improve affordability for residents, while also protecting the long term affordability of the housing that is held for future generations.¹⁰

The purchase of houses and the leasing of lots would be limited to Town Camp Housing Association and Aboriginal Corporation members. Property ownership and subleases would be inheritable. Home ownership would be more affordable due to the 'ground lease' arrangement that would typically see the holder of the 'ground lease' making payments of \$20-\$50 per month to the Community Land Trust. In addition to the low cost of 'ground leases' the Community Land Trust holds an option to repurchase any home ownership properties on its land if an owner chooses to sell. The price is determined by a resale formula contained in the ground lease. The Community Land Trust would design a resale formula so as to try to balance equity returns

¹⁰ Crabtree, L., Phibbs, P., Milligan, V. & Blunden, H. (2012) *Principles and practices of an affordable housing community land trust model*. Melbourne: Australian Housing and Urban Research Institute.

to the seller with affordability to the buyer. This is intended to maintain the affordability of the stock in perpetuity while enabling a degree of equity gain to the seller.

As Community Land Trusts hold land in perpetuity and hold a repurchase option, these organisations have an ongoing interest in the condition of the properties and the stability of the owners. Community Land Trusts establish maintenance responsibilities in their ground leases; typically the Community Land Trusts will do major cyclical maintenance and residents do small and daily maintenance. Community Land Trusts also typically are notified by lenders if homeowners fall behind in mortgage payments and have the right to intervene to cure defaults and prevent foreclosures.¹¹

Tangentyere Council recommends that prior to progressing toward any model of private home ownership that the following steps need to be taken:

1. That a comprehensive feasibility study be conducted to determine;
 - How many residents and members of the Housing Associations want to own their own home;
 - How many residents and members of the Housing Associations are eligible to obtain a mortgage;
 - The preparedness of financiers to provide finance and mortgages for dwellings located on Town Camps;
 - The financial viability of a Community Land Trust Model developing homeownership models that are complemented by a community housing model that captures both Commonwealth Rental Assistance, NRAS and private finance to assist in the development of mixed tenure affordable housing for aboriginal people.
2. The availability and accessibility of shared equity arrangements available to residents and members of the Housing Associations;
3. The applicability of the National Rental Affordability Scheme for the development of rental properties on Town Camp leases. For example could the Community Land Trust or the Trustee apply for the National Rental Incentive available for the provision of rental premises to low income renters at <80% of market rental value;
4. The preparedness of the Commonwealth and Housing Authorities to accept 'ground leases' for government owned/leased dwellings as an alternative to the 40 year subleases need to be determined.

¹¹ Crabtree, L., Phibbs, P., Milligan, V. & Blunden, H. (2012) *Principles and practices of an affordable housing community land trust model*. Melbourne: Australian Housing and Urban Research Institute.

Summary of Tangentyere Concerns Regarding Land Reform

Tangentyere Council is greatly concerned that section 34 of the Stronger Futures Bill contains a number of subsections which give the government the power to unilaterally change special purpose leases which have been negotiated in good faith by Housing Associations in Alice Springs.

These substantive changes are being delegated to the executive government to be made through regulations, when no other policy, regulatory or non-regulatory options appear to have been considered or subject to consultation. Tangentyere Council is also concerned that the grant of this broad power will lead to uncertainty for parties to leasing arrangements.

The Housing Associations entered into the current subleases on the basis that certain protections and certainties arise from the underlying Special Purpose leases for all but two of the Housing Associations. The Special Purpose Leases Act provides a number of significant protections and rights for Special Purpose lease holders that do not exist under other legislation, including the Crown Lands Act. By deeming such leases to be Crown Land Act leases, the government would be taking away the protections which formed the basis for the negotiations.

Tangentyere Council considers that the proposed legislation and associated regulations are an unnecessary and disproportionate approach to land reform in Alice Springs. If the government is given the power to unilaterally amend the leases negotiated with the housing associations, this will lead to uncertainty and significantly undermine the integrity of any negotiations. In effect, the proposed changes remove any incentive for the government to genuinely negotiate with the Housing Associations.

Tangentyere Council does not oppose the intentions of government in seeking to facilitate housing and land reform in town camps, but considers that these changes are unnecessary in a context where the Housing Associations have been, and are willing, to discuss options and agree to development of the land, including housing development.

Tangentyere Council understands that a Regulation Impact Statement has been prepared for the Bill, but that it is only in relation to the alcohol proposals, and encourages the government to request the Office of Best Practice Regulation to assess whether a Regulation Impact Statement is required for the land reform sections prior to implementing any changes. Based on the Regulation Impact Statement and a consultation with the relevant stakeholders, a suitable solution (whether regulatory or legislative in nature) if one is required at all, should then be implemented.

For the reasons set out above, Tangentyere Council submits that proposed land reform sections as they are currently drafted are unnecessary and should not be enacted, especially without considering non-legislative or regulatory options and without further consultation with all relevant stakeholders, including the Housing Associations.

3. Improving School Attendance and Enrolments

Tangentyere Council is concerned about the proposed extension of the Student Enrolment and Attendance Measure (SEAM). The SEAM trial utilises, amongst other strategies, punitive measures including the ability to suspend certain income support payments of parents whose children are not enrolled or regularly attending school.

SEAM has been trialled in the following localities:

| | |
|----------------------|-------------------|
| Northern Territory | Queensland |
| Hermannsburg | Woodridge |
| Katherine | Kingston |
| Katherine Town Camps | Logan Central |
| Wallace Rockhole | Eagleby |
| Wadeye | Doomadgee |
| Tiwi Islands | Mornington Island |

Under the proposed changes to the Social Security Legislation Amendment Bill 2011, the SEAM measure would be rolled out to additional communities in the Northern Territory and integrated into the administration of the Northern Territory Government's 'Every Child Every Day' initiative.

The extension of the scope SEAM trials facilitated by Social Security Legislation Amendment Bill 2011 would come despite a lack of hard evidence on whether these measures target the right people and whether these measures are effective. The official evaluation of the SEAM trials is incomplete and no reports have been made publicly available.

Tangentyere Council recommends that increasing the number of punitive measures in an attempt to address truancy is an ineffective strategy for addressing academic performance and participation. There are a number of steps outlined in the SEAM process including the following:

1. Family Conferencing
2. Attendance Planning
3. Additional Support
4. Suspension of Income Support
5. Reinstatement of Income Support

Tangentyere Council supports the notion of family conferencing, attendance planning and additional support. The Council is however concerned that the suspension of income support will place increased pressure on individuals who are already facing issues related to multiple disadvantages. In addition, the process whereby suspended payments are reimbursed as a 'lump sum' payment at the end of the period of suspension is highly problematic. It perpetuates the phenomenon of 'feast and famine' prevalent amongst many families. The prevalence of such payments may stimulate further non-attendance issues.

The parents who don't always follow through with ensuring regular school attendance generally have multiple family problems for which they need intensive ongoing assistance to break down the barriers to productive participation. The introduction of punitive measures will further exacerbate the issues being faced by these individuals and are likely to have negative impacts upon family and rates/quality of participation of students.

Tangentyere Council recommends that responsibility for school attendance is not the sole responsibility of families and that NT Department of Education and Training (NTDET) schools should be audited and school programs evaluated for their performance and program effectiveness. It should be noted that all NTDET schools in Alice Springs have an attendance of above 83% according to the Australian Curriculum and Assessment reporting Authority (ACARA). Despite this relatively high attendance, academic performance is well below Australian averages. This lack of performance coupled with the relatively good rates of attendance suggests that poor attendance is not the only contributing factor to poor academic performance.

Tangentyere Council recommends that strategies for improving academic performance should include:

- An emphasis to be placed on schools/teachers engaging with multigenerational family members;
- An emphasis on engaging community (Housing Associations etc);
- Networking between schools and service providers such as community centres, youth services and sport and recreation service providers;
- Bicultural education;
- Employment of language speaking Aboriginal people as assistant teachers, language teachers and cultural liaisons;
- Increased training and professional development strategy for Aboriginal Teachers in Central Australia (DET could support the development of 100 Aboriginal Teachers in one decade etc);
- Town Camp Breakfast Programs (employing Town Camp residents and utilising Centrepay deductions from Centrelink benefits to contribute to the costs);
- School Lunch Program (employing Town Camp residents and Centrepay as per above);
- Town Camp Bus Service which is culturally sensitive ;
- Immediate evaluation of all NTDET schools and programs;
- Performance Management of School Principals and Senior Staff against KPIs¹²;
- Early Childhood Centres (Town Camp Clusters)- these services would focus on:
 - Hygiene
 - Nutrition
 - Reading/Story Telling
 - Bicultural Education (Language, Bush Foods, Art and Story Telling)
 - Local Employment
- Childcare (Town Camp Clusters) - these services would be subsidised for Town Camp Residents engaged in the workforce. These childcare facilities would focus on:
 - Hygiene
 - Nutrition
 - Reading/Story Telling
 - Bicultural Education (Language, Bush Foods, Art and Story Telling)
 - Local Employment
- Supervised Home Work Centres- staffed by Town Camp Residents;
- Expansion of community centres - community centres could support the activities of the numerous government and NGO services accessing the Town Camp.

Appendix 3 outlines the relative performance of students attending local NTDET schools and demonstrates that despite good rates of attendance amongst the student population that the educational outcomes such in areas such as reading, writing, spelling, grammar and numeracy are well below Australian averages.

¹² Anecdotal evidence of Town Camp residents demonstrates that changes in staff and the associated methodology of classes/schools can have a significant impact upon attendance and academic achievement of students. Principals and senior staff should be required to meet certain KPIs including an ability to engage with family, community and cultural awareness. Where schools and classes are failing to meet expectations (or indeed exceed them) action needs to be taken in conjunction with the community, stakeholders and the Department.

The following table outlines information available from the Australian Curriculum and Assessment Reporting Authority (ACARA) website. The associated comments outline perceptions of the various engagement strategies utilised by the schools and perceptions of the aptitudes of the various schools to recognise the needs of the students.

| School | Aboriginal Students | ESL | Comment |
|-----------|---------------------|-----|--|
| Ross Park | 60 | 85 | Lowest proportion of Aboriginal students. Strongest performing school in Alice Springs. Ross Park will not accept enrolments from outside of its catchment; this area includes the highest socio-economic populations in Alice Springs. A large portion of the catchment population for Ross Park is closer to Gillen, Bradshaw and Sadadeen Schools. |
| Bradshaw | 147 | 101 | Bradshaw has the second best academic performance of local primary schools. Bradshaw has the best performance of Alice Springs Schools with a large Aboriginal student population. 66% of the Aboriginal student population from Bradshaw has English as a second language. This suggests that a specialist unit such as Irrkerlantye is a successful model. Perhaps the Commonwealth and NTDET should evaluate the 6 NTDET operated schools to identify what programs are working and which should be replicated. |
| Gillen | 167 | 127 | Gillen has a specialist learning centre that operates in conjunction with YALC and Gillen Primary. |
| Sadadeen | 106 | 5 | The recognition of only 5 language speakers amongst the Sadadeen student population cannot be correct. Sadadeen has Hidden Valley, Ilpeye-Ilpeye and White Gate in its student catchment area. These localities have a large proportion of language speakers amongst their resident populations. |
| Braitling | 136 | 87 | Trips to remote community, engagement with traditional owners and Indigenous Leadership Programs etc. It does not appear that Braitling has the equivalent of a specialist unit. |
| Larapinta | 120 | 0 | The recognition of no language speakers cannot be correct amongst 120 Aboriginal students. |

Tangentyere recommends that where strategies such as the Irrkerlantye model appear to be working that these should be evaluated and that the positive attributes of such models should be extended to other locations.

Finally it is worth acknowledging the historical and contemporary commitment of Town Camp families to the attendance and participation of their children in appropriate formal education. It was the desire to seek appropriate educational options that saw the development of Yipirinya School (see below):

Yipirinya School was founded on the initiative of the Indigenous Elders of the Town Camps of Alice Springs and is testimony to the fact that there are positive outcomes from these communities, despite adverse publicity.

In the 1970's the town camp elders wanted a school of their own. They felt that the Government Schools did not properly cater for their children because traditional Languages and Culture were ignored and because their children felt that they were outsiders and were frequently teased. The elders wanted a school where Indigenous Languages and Culture were prominent, where there was a strong Aboriginal presence and where their children felt comfortable.

In 1978 the Yipirinya School Council was formed and in 1979 the first classes were started in the town camps. In

1981 the Council applied for registration of the School but this was originally rejected. After an appeal to the Supreme Court the School was finally registered in September 1983. The site in Lovegrove Drive was offered in 1984 and the School moved to Tangentyere Council until the first stage of building was completed in September 1988 and the second stage by November 1989.

4. Tackling Alcohol Abuse

The concept of the prevention paradox assists in understanding prevention approaches in the areas of public health and public safety. This approach suggests that more (net) harm may be prevented through universal interventions – focusing on the majority who are less seriously involved in harmful alcohol/drug use, rather than through interventions that only target the smaller proportion of high-risk users¹³.

In contrast to this acknowledgement by the Commonwealth Preventative Health Taskforce the Northern Territory Government has made the following statement in relation to recent alcohol reforms, *'the vast majority of Territorians drink responsibly, these reforms target the problem drinker so people who are not banned will only have a minor inconvenience by showing ID at point of sale'*.

High levels of harmful alcohol consumption have long been recognised as a problem in Alice Springs¹⁴. Although this has often been framed as an 'Aboriginal problem, excessive alcohol consumption is also a problem within the non-Indigenous population of Alice Springs'¹⁵. While high levels of consumption are a problem in the Aboriginal population, it has been estimated that non-Aboriginal consumption levels in Alice Springs are about twice the national average¹⁶.

Tangentyere has noted that historically the majority of significant Local, Northern Territory and Commonwealth Government alcohol reforms that have taken place since the Northern Territory Emergency Response (and prior to the NTER) appear to target those who:

- Drink in Public Spaces;
- Reside in Aboriginal Communities, Town Camps and Outstations;
- Have been held in Police Protective Custody;
- Have been charged with a Criminal Offence related to Alcohol;
- Consume Low Cost *High Alcohol Volume Products*

All levels of government have introduced measures to address problem drinking in the NT. The Northern Territory Government has introduced 'dry town' legislation; court imposed drinking orders, proof of identity requirements and alcohol restrictions. The Alice Springs Town Council has used by-law provisions to enable rangers police like powers to levy fines for public drinking and public drunkenness.

Despite these measures the issue of alcohol, substance and drug misuse has increased since the intervention.

¹³ Technical Report No 3: Preventing alcohol-related harm in Australia: a window of opportunity. Prepared for the National Preventative Health Taskforce by the Alcohol Working Group, Commonwealth of Australia 2008-2009

¹⁴ Lyon, P. (1990) *What Everybody Knows About Alice: a Report on the Impact of Alcohol Abuse on Alice Springs*. Alice Springs: Tangentyere Council.

¹⁵ MacKeith, S., Gray, D. & Chikritzhs, TN. (2009), Review of 'Moving beyond the restrictions: the evaluation of the Alice Springs Alcohol Management Plan': a report prepared for the Alice Springs People's Alcohol Action Coalition, National Drug Research Institute, Perth.

¹⁶ Gray, D. and Chikritzhs, T. (2000). *Regional variation in alcohol consumption in the Northern Territory*. Australian and New Zealand Journal of Public Health, 24: 35–38

| Alcohol, Substance Abuse and Drug Related Incidents ¹⁷ | | | | | | |
|---|-------|-------|-------|-------|---------------------|----------|
| | 06-07 | 07-08 | 08-09 | 09-10 | 10-11 ¹⁸ | Increase |
| Alcohol | 2462 | 3354 | 4412 | 4317 | 4147 | 68% |
| Substance | 320 | 434 | 554 | 612 | 569 | 78% |
| Drug | 189 | 258 | 233 | 298 | 381 | 102% |

Please note that the rates of alcohol, substance abuse and drug related incidents identified for the period 2010-11 have been calculated using the following information (FaHCSIA. *Closing the Gap in the Northern Territory Monitoring Report January- June 2011 Part 1, page 16.*):

- Between 2008-09 and 2010-11 the number of alcohol related incidents declined by 6%.
- Between 2009-10 and 2010-11, substance abuse incidents reported declined by 7%.
- Drug related incidents reported increased by 28% from 2009-10 to 2010-11.

The Stronger Futures in the Northern Territory Bill 2011 and the Social Security Legislation Amendment Bill 2011 outline additional measures being proposed to address the issue of Alcohol Abuse and Problem Drinking. Tangentyere Council is opposed to a number of these provisions and their perceived impacts including the following:

- The delegation of the ability to make referral of individuals for 'targeted income management' for the purpose of addressing alcohol misuse to agencies such as the Alcohol and Other Drugs Tribunal;
- Increasing penalties for the possession and supply of alcohol in Alcohol Protected Areas;
- The lack of clarity provided on the minimum standards to be applied to Alcohol Management Plans;
- The lack of clarity provided for the time frame and approval process for Alcohol Management Plans;
- The analogous duplication between Commonwealth, Northern Territory Government and Local Government laws and by-laws for the control of alcohol misuse and problem drinking;
- The increase in the use of punitive measures for addressing alcohol misuse;
- The reliance on measures that have not been fully evaluated or where the evidence of success is mixed to address alcohol misuse and problem drinking.

Tangentyere Council supports the development of a program promoting the 'responsible use of alcohol' and is developing a model for the consideration of potential funding organisations:

Responsible Drinking

Tangentyere Council supports the development of an outreach program for the promotion of the responsible use of alcohol amongst 'Town Campers', 'Rough Sleepers' and other Central Australian Aboriginal residing in Alice Springs. Outreach workers would need to be qualified in Family Therapy, Health Promotion and Alcohol and Other Drugs Work. The project would include a literature review of analogous projects from around Australia with a view to developing culturally appropriate toolkits for staff that would allow the development and delivery of further programs. The outreach team would coordinate intra/interagency service delivery for the purpose of making and receiving referrals and to avoid the duplication of service delivery with other programs. Tangentyere would be interested in running an initial pilot program with one (1) Coordinator and four (4) outreach teams composed of one (1) male and one (1) female each. In addition Tangentyere would like to explore an additional component of this model that would see the development of a professional development model allowing this program to deliver workshops to non-government service providers and

¹⁷FaHCSIA. *Closing the Gap in the Northern Territory Monitoring Report January- June 2010 Part 2, page 58.*

¹⁸FaHCSIA. *Closing the Gap in the Northern Territory Monitoring Report January- June 2011 Part 1, page 16.*

residents concerned about alcohol misuse and problem drinking. Such 'professional development' could increase the footprint of this project and empower community members to tackle the issue directly or to enter the area of community services work. The final component of the proposal would see the development of 'local community campaigns', this would be in partnership with language speaking Aboriginal people, community members, amateur video makers and local media (such as CAAMA, ICTV, NITV, PY Media, PAW Media etc.

Tangentyere Council also believes that the Federal Government should provide more resources to assist in redressing the extensive levels of domestic and family violence evident in Alice Springs Town Camps. The levels of violence are extreme and totally disruptive to safe and happy family life. Until Town Camp residents feel really safe, in our experience, they are generally rendered incapable of engaging in other activities. This extends to getting the children to school every day. Please note that Tangentyere has been consulting with NAPCAN about redressing violence on Town Camps. We are aware of and support their proposal for the "Growing Respect" project. The project focuses on family violence prevention. The resulting programs will be informed by local community research. The consultations are continuing. Tangentyere is also represented on the Integrated Response to Family Violence in Alice Springs reference group.

5. Income Management

Tangentyere Council and the Town Camp Housing Associations and Aboriginal Corporations remain opposed to the continued blanket system of compulsory income management for individuals who receive one of the following forms of income support:

- Youth Allowance
- Newstart Allowance
- Parenting Payment (Single and Partnered)

Tangentyere Council maintains the perspective that blanket compulsory income management undermines the principal of self determination and reduces the potential for service providers to achieve meaningful engagement with individuals for the development of financial literacy and numeracy, budgeting and financial planning.

Compulsory income management sends the message that the Commonwealth Government does not consider that people residing in the Northern Territory who receive income support from Centrelink can take responsibility for their income and expenditure. Further income management has eroded in many instances people's capacity for taking responsibility as Income Management Deductions and a Basics Card automatically takes care of all expenses. Previously people would be more engaged with over the counter transactions using currency. The use of currency for people with poor literacy and numeracy allows for a much more tangible transaction than the use of a card (particularly when you don't know the balance of the card).

Tangentyere Council understands from the April 2011 Senate Estimates that 16,848 individuals were subject to income management (as on the 22nd April 2011). In addition, it is understood that the average cost per person on income management in the Northern Territory is over \$4,000. On this basis the cost of income management in the Northern Territory alone would be in excess of \$67,000,000 per annum.

Tangentyere Council holds the position that the cost of administering income management could be better redistributed between service provider organisations for the delivery of services to vulnerable families. \$67 million could fund a number of service providers Northern Territory wide for the delivery of services to vulnerable families suffering from issues related to multidimensional disadvantage.

Tangentyere Council understand that Social Security Legislation Amendment Bill 2011 will also allow for the following extensions of income management:

- The extension of compulsory income management to recipients of social security pensions or allowances who are referred by Northern Territory Government agencies such as the Northern Territory Alcohol and Other Drug Authority;
- The extension of compulsory income management to recipients of social security payments in five regions outside the Northern Territory on referral from child protection authorities, or Centrelink social workers on the grounds of 'vulnerability'.

Another issue with the extension of income management is that the evaluation of income management is yet to be finalised and as such there is no conclusive evidence that income management delivers the outcomes intended by its introduction. The fact that income management was not included as a topic for discussion as part of the Stronger Futures consultation process conducted by FaHCSIA encourages the perception that the Commonwealth Government intends to extend income management (geographically and functionally) regardless of whether available research suggests that it works or not.

6. Employment and Economic Participation

Since the advent of the Northern Territory Emergency Response Northern Territory Aboriginal people have been increasingly represented by negative stereo-types centred on issues such as welfare dependence, unemployment, alcohol abuse, antisocial behaviour, violence and child abuse. Additionally the increase in the Alice Springs population through urban drift and high fertility rates has been the focus of significant negative media commentary and public speculation. The RDA¹⁹ Regional Development Plan for 2010 to 2012 describes 'Urban Drift' and those who have relocated to major urban centres as follows:

Urban drift is a generic term used to describe situations across the nation whose only similarity is the movement of people from remote to urban communities. In the Territory the position is even more extreme than in most other jurisdictions. We have a unique situation here where the majority of the movement, although some of it is camouflaged by visiting hospital or prison inmates, is primarily to gain access to grog. Even the Rascals in New Guinea who are a huge criminal element initially came out of the bush seeking work whereas few if any of the vagrants within Territory urban communities have any intention of seeking work.

To increase employment and economic participation amongst Central Australian Aboriginal people this type of negative stereo-typing needs to be addressed.

Tangentyere Council recognises an opportunity to develop a stable and culturally competent local workforce. The idea behind this is that local people will become employed reducing the reliance on interstate workers. This in turn will reduce the demand for housing through a reduced immigration from interstate. This reduced demand will occur concurrently with an increased income for many local people who become employed. An increased income will allow many to enter the housing market.

Stronger Futures must address the social myths about the participation of Aboriginal people in the local economy. It must be recognised that the capacity of the tourism lobby to drive and influence social policy has reduced the capacity for the realisation of increasing the economic participation and employment of Central Australian Aboriginal people. Many opportunities exist for responding to the opportunity created by the

¹⁹ Regional Development Australia

delivery of services to MacDonnell Shire, Central Desert Shire, Ngaanyatjarra Shire (WA), APY Lands (SA) and the Alice Springs Town Camps.

In addition the Commonwealth needs to acknowledge the work of researchers such as Gerritsen et al which outlines the importance of the Aboriginal contribution to the economy of Alice Springs and Central Australia (I am certain that the findings of this work can be extrapolated to the rest of the Northern Territory). The following quote outlines the existing importance of Aboriginal people and Aboriginal organisations to Alice Springs:

The Aboriginal contribution to the Alice Springs region's economy is increasingly crucial. What would happen if all the Aboriginal people in Central Australia and Alice Springs suddenly disappeared? Obviously the result would be economic catastrophe: the Alice Springs economy would shrink by about 40 percent almost immediately and there would be widespread non-Aboriginal out-migration. What would be left is a residuum of the current infrastructure, thus encouraging further out-migration. The Alice Springs economy would embark upon a downward spiral of economic decline²⁰

Tangentyere Council recognises a number of potential areas of growth including the following:

- a) Development of additional affordable housing on Town Camp leases through the use of 'ground leases' and the creation of additional apprenticeships (in building and infrastructure). This proposal would depend on the receipt of support from the Commonwealth Government for the development of a Community Land Trust. Tangentyere would look to subsidise new dwellings through the National Rental Affordability Scheme;
- b) Development of an Aboriginal Community Services workforce. Although a significant proportion of the Tangentyere Council workforce is Aboriginal it is recognised that the number of training opportunities for people in the areas of Community Services Work and Alcohol and Other Drugs Work are limited. One example of this lack of resources includes an inability to undertake a Certificate IV in Alcohol and Other Drug Work through Charles Darwin University²¹. Limited places are available through the Department of Health and Families but there is a significant waiting list.

7. Community Development Employment Program- Community Development Stream

Tangentyere Council recommends that the Community Development Stream of CDEP needs to be viewed as a vehicle for both increasing community engagement as well as ultimately increasing the participation of Town Camp residents in the workforce.

Tangentyere Council has identified a number of fundamental considerations for developing effective projects. It should be noted that Tangentyere Council has encountered limitations inherent in the service agreements and/or their interpretation by FaHCSIA that suggest that CDEP and successor programs need structural readjustment to accommodate a number of these fundamental considerations.

CDEP projects and providers should aim to:

- Deliver projects that add value to Town Camps, Residents and Participants;

²⁰ Gerritsen, Rolf; Stanley, Owen; and Stoeckl, Natalie (2010) "The Economic Core? The Aboriginal Contribution to the Alice Springs/Central Australian Economy," *Journal of Economic and Social Policy*: Vol. 13: Issue. 2, Article 5.

²¹ Numerous pieces of legislation and council by-laws from all levels of government outline punitive measures for problem drinking and alcohol abuse.

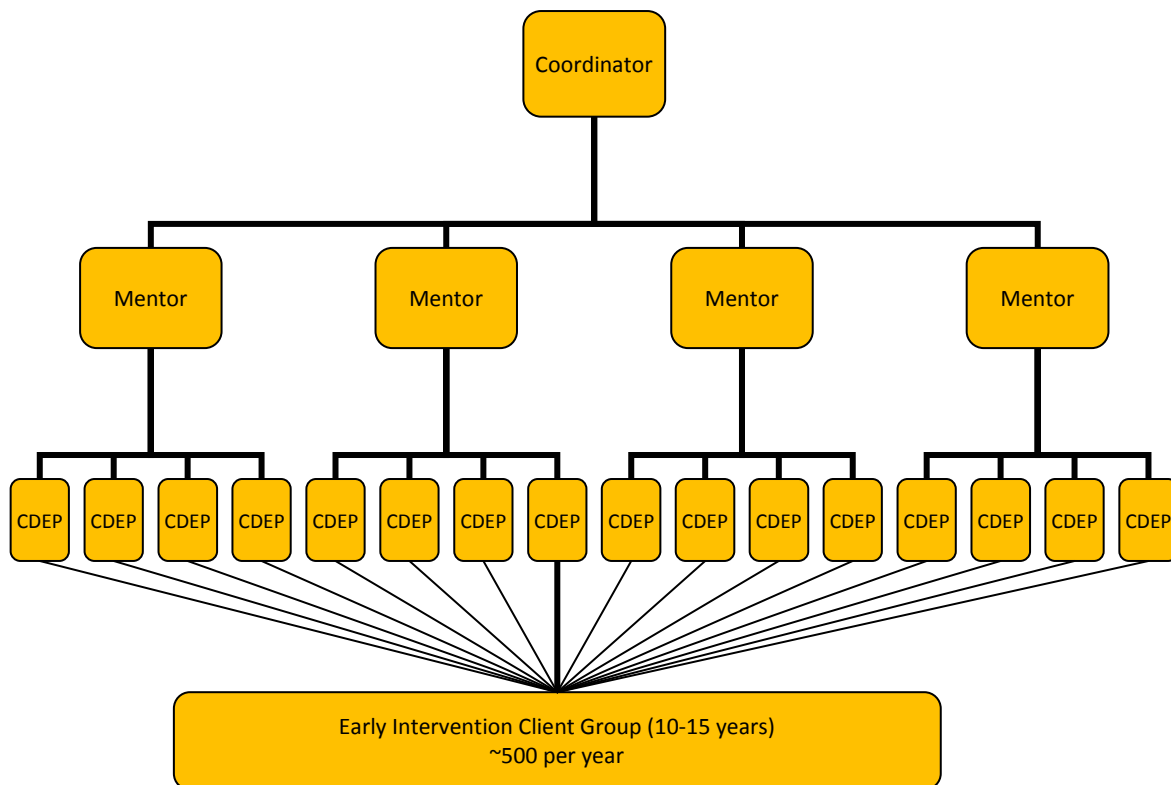
- Deliver projects that support the development of a local Aboriginal Community Services Workforce;
- Deliver projects promoting the direct engagement of participants with their community;
- Deliver projects that enhance food security (community gardens, cooking etc);
- Deliver projects that address the modifiable risk factors of preventable chronic illnesses;
- Deliver projects that enhance educational outcomes;
- Deliver projects that promote the collaboration between CDEP and service providers;
- Deliver projects that address the building blocks of Closing the Gap

Tangentyere Council recommends that the Commonwealth consider the reintroduction of CDEP wages. Further the Council considers that CDEP should not be subject to income management and individuals actively contributing to community and developing skills through CDEP should be entitled to a slight pecuniary gain (compared to passive income support).

Case Study- Community Youth Bicycle Mechanics Project

Tangentyere Council would like to outline the Community Youth Bike Mechanics Project as an example of a project that was developed to utilise CDEP participants to help facilitate ‘diversionary’ activities to ‘at risk’ children and young people in Alice Springs. Tangentyere Council considered that this model had the potential to achieve a number of positive outcomes for both the CDEP participants and the ‘at risk’ children participating in the ‘diversionary activities’.

The innovative nature of this project was initially well received by FaHCSIA and the project received funding as a CDEP Extension Project. Once funded however many limitations were placed on the service delivery of the project. The major limitation placed upon the project included a direction to alter the service delivery plan to exclude ‘at risk’ children from participating in the project. The original proposal is outlined in the following diagram and text below (briefly):



The Community Youth Bike Mechanics Project is a bike rebuilding project. The project aims to engage CDEP participants aged 16-24 to assist in the delivery of bike mechanics workshops and related activities to young people aged 10-15 who are disadvantaged or 'at risk' living in Central Australia.

The Community Youth Bike Mechanics Project was developed in consultation with ASYASS who operated the Deadly Treadlies Project from 2003-2009. Deadly Treadlies was developed as an alternative to substance abuse, boredom, antisocial behaviour and crime.

'At risk' young people are trained in a variety of skills including mechanical skills, personal development and business skills. CDEP participants will develop work skills, acquire training and develop community engagement. Employment pathways will include bike mechanics, community work and sport & recreation.

The Community Youth Bike Mechanics Project has two major functions including:

i. Community Development Employment Project;

The engagement of 16-24 year old CDEP participants to facilitate the development of work skills and attributes to enhance long term participation in employment, education and training through the following:

- Project Participation & Delivery;
- Training and Supervision of young people aged 10-15 in Bike Mechanics and Riding;
- Non Accredited Training in Bike Mechanics, Sport & Recreation and Youth Work;
- Work Readiness Training

ii. Early Intervention and Diversion Program:

The engagement of young people aged 10-15 years in an Early Intervention and Diversion Program. The Youth Bike Mechanics Project engages young people through bicycle mechanics and riding. The project aims to work with disadvantaged young people from Central Australia and has been developed in response to the needs and desires of young people and as an alternative to substance abuse, boredom, antisocial behaviour and crime.

Service delivery will occur through:

- Workshops at Tangentyere Council;
- Outreach to the Alice Springs Town Camps;
- Outreach to Central Australian Remote Aboriginal Communities;
- Outreach to Central Australian Schools (Alice Springs & Remote)

iii. Rationale for Project Design

This model represents the most logical configuration. It is the 10-15 year old client group that is most readily engaged with bikes and riding. It is this engagement which will allow CDEP participants to be mentored as sport & recreation workers, youth workers and trainers through their assistance to project staff in the delivery of bike mechanics workshops, riding activities and other sport & recreation activities. Workshops for the 10-15 year olds will only happen after school hours and form one component of the CDEP activity. This model would create a high profile for the project amongst town campers and the broader community. This model would have allowed 4.5 hours per day to be spent facilitating programs tailored to CDEP participants in the absence of other young people. The model being proposed would have contributed to the Australian Government's

response to the Bath Report by directly engaging young people aged 10-15 (and possibly younger) through the facilitation of workshops 16 times per week (after school hours) and through the direct on-the-job training of 16 CDEP participants (at any one time). The project would accommodate for the engagement of CDEP participants to be engaged in training related to bicycle mechanics, life skills, community work, literacy & numeracy and nutrition etc. The facilitation of workshops for early intervention clients by CDEP participants will be supported by program staff. This facilitation will be done in collaboration with Tangentyere Youth Activity Service.

Appendix 1: Projected Town Camp Population Increase

| Town Camp | | Houses | | | Population (Mobility Study, 2005) | |
|-------------------|------------------|------------------|---------------|------------|-----------------------------------|--------------------|
| Official Name | Alternative | # Prior to SIHIP | # Since SIHIP | Total | Residents | Service Population |
| Ilperle Tyathe | Warlpiri | 7 | 2 | 9 | 109 | 140 |
| Aper-Alwerrkngge | Palmer's Camp | 6 | 1 | 7 | 51 | 60 |
| Itwiyethwenge | Basso's Farm | 2 | 0 | 2 | 9 | 9 |
| Mount Nancy | Mount Nancy | 11 | 0 | 11 | 63 | 63 |
| Anthelk-Ewlpaye | Charles Creek | 21 | 0 | 21 | 121 | 121 |
| Nyewente | Trucking Yards | 19 | 7 | 26 | 148 | 203 |
| Akngwertnarre | Morris Soak | 10 | 5 | 15 | 65 | 98 |
| Ewyenper-Atwatye | Hidden Valley | 23 | 24 | 47 | 243 | 497 |
| Yarrenyty Arltere | Larapinta Valley | 22 | 12 | 34 | 184 | 284 |
| Anthepe | Drive In | 8 | 7 | 15 | 94 | 176 |
| Inarlenge | Little Sisters | 13 | 9 | 22 | 154 | 261 |
| Ilyperenye | Old Timers | 8 | 1 | 9 | 89 | 100 |
| Ilparpa | Ilparpa | 11 | 2 | 13 | 106 | 125 |
| Mpwetyerre | Abbotts Camp | 6 | 0 | 6 | 74 | 74 |
| Ilpeye Ilpeye | Golder's Camp | 9 | 6 | 15 | 61 | 102 |
| Karnte | Karnte | 12 | 7 | 19 | 135 | 214 |
| Lhenpe Artnwe | Hoppy's Camp | 11 | 2 | 13 | 167 | 197 |
| Irrkerlantye | White Gate | n/a | n/a | n/a | 41 | 41 |
| Total | | 199 | 85 | 284 | 1914 | 2765 |

Appendix 2: Outline of Town Camp Governance and Tenure

| Association/Aboriginal Corp. | Alias | Special Purpose Lease | Crown Lease | Parcel | Title | Area (ha) |
|------------------------------|------------------|-----------------------|-------------------|--------|----------------------|-----------|
| Ilperle Tyathe Assoc. Inc | Warlpiri | SPL-450 | | 1 | Volume 623 Folio 349 | 8.72 |
| Aper-Alwerrkngge Assoc. Inc | Palmer's Camp | SPL-459 | | 1 | Volume 622 Folio 260 | 0.917 |
| Itwiyethwenge ²² | Basso's Farm | SPL-554 | | 1 | Volume 192 Folio 046 | 0.734 |
| Mount Nancy Assoc. Inc | Mount Nancy | SPL-409 | | 1 | Volume 622 Folio 358 | 4.25 |
| Anthelk-Ewlpaye Assoc. Inc | Charles Creek | SPL-426 | | 3 | Volume 622 Folio 183 | 13.45 |
| Nyewente Assoc. Inc | Trucking Yards | SPL-449 | | 1 | Volume 622 Folio 182 | 6.9 |
| Akngwertnarre Assoc. Inc. | Morris Soak | SPL-438 | | 1 | Volume 622 Folio 176 | 2.76 |
| Ewyenper-Atwatye Assoc. Inc. | Hidden Valley | SPL-473 | | 1 | Volume 622 Folio 177 | 28.55 |
| Yarrenyty Arltere Assoc. Inc | Larapinta Valley | SPL-536 | | 1 | Volume 191 Folio 062 | 90.61 |
| Anthepe Housing Assoc. Inc. | Drive In | SPL-412 | | 1 | Volume 622 Folio 178 | 14.41 |
| Inarlenge Assoc. Inc. | Little Sisters | | Crown Lease-1112 | 1 | Volume 333 Folio 116 | 8.9 |
| Ilyperenye Assoc. Inc. | Old Timers | SPL-550 | | 1 | Volume 192 Folio 020 | 2.65 |
| Ilparpa Aboriginal Corp. | Ilparpa | SPL-493 | | 1 | Volume 622 Folio 259 | 3.57 |
| Mpwetyerre Aboriginal Corp. | Abbotts Camp | SPL-543 | | 1 | Volume 622 Folio 185 | 1.54 |
| Karnte Aboriginal Corp. | Karnte | | Crown Lease- 1111 | 1 | Volume 622 Folio 184 | 7.51 |
| Lhenpe Artnwe Assoc. Inc. | Hoppy's Camp | n/a ²³ | | n/a | Volume 622 Folio 183 | 13.45 |

²² The Itwiyethwenge (Bassos Farm) Special Purpose Lease is held by Mt Nancy Association Inc.

²³ See Charles Creek (i.e. Lhenpe Artnwe is part of SPL-426)

Appendix 3: Demographic Information and Performance of students (Year 3) attending local NTDET schools (ACARA Website)

| School | Students | % Aboriginal | ESL | Town Camps | Attendance | Reading | Writing | Spelling | Grammar | Numeracy |
|-----------|----------|--------------|-----|---|------------|---------|---------|----------|---------|----------|
| Average | | | | | | 414 | 419 | 399 | 417 | 395 |
| Ross Park | 354 | 17% | 24% | N/A | 92% | 418 | 396 | 369 | 387 | 388 |
| Bradshaw | 273 | 54% | 37% | Morris Soak Namatjira Little Sisters Old Timers | 86% | 357 | 378 | 357 | 335 | 341 |
| Gillen | 239 | 70% | 53% | Larapinta Valley Abbotts Ilparpa Anthepe Karnte | 86% | 300 | 348 | 343 | 326 | 345 |
| Sadadeen | 159 | 67% | 3% | Hidden Valley White Gate Ilpeye Ilpeye | 83% | 245 | 306 | 297 | 223 | 300 |
| Braitling | 289 | 47% | 30% | Nyewente Lhenpe Artnwe Charles Creek Mt Nancy Palmers camp Warlpiri Camp | 90% | 335 | 348 | 321 | 325 | 340 |
| Larapinta | 260 | 46% | 0% | N/A | 90% | 360 | 359 | 343 | 328 | 359 |

ⁱ Family and Youth Services includes the following programs:

| | |
|--|------------------------------|
| • Circuit Breaker Youth Camp Program | • Family Wellbeing |
| • Early Childhood Development Services | • Safe Families Project |
| • Ketyeye Program | • Nutrition for Life Project |
| • Mwerre Families Project | • Land and Learning Project |
| • Youth Activity Services | • Drum Atweme |
| • Tenancy Support Program | • Case Management Team |

ⁱⁱ Community Centres

| | |
|----------------------------------|----------------------------------|
| • Hidden Valley Community Centre | • Hidden Valley Community Centre |
| • Karnte Community Centre | • Men's Place Project |

ⁱⁱⁱ Social Services includes the following programs:

| | |
|---|--------------------------------------|
| • Community Day Patrol | • Community Night Patrol |
| • Youth Patrol | • Indigenous Case Management Service |
| • Tangentyere Aged and Community Services | • Research Hub |
| • Tangentyere Artists | |

^{iv} Tangentyere Employment Service includes the following programs:

| | |
|--|--------------------------|
| • Community Development Employment Program | • Job Services Australia |
| • Alice Springs Employment & Training Services | |