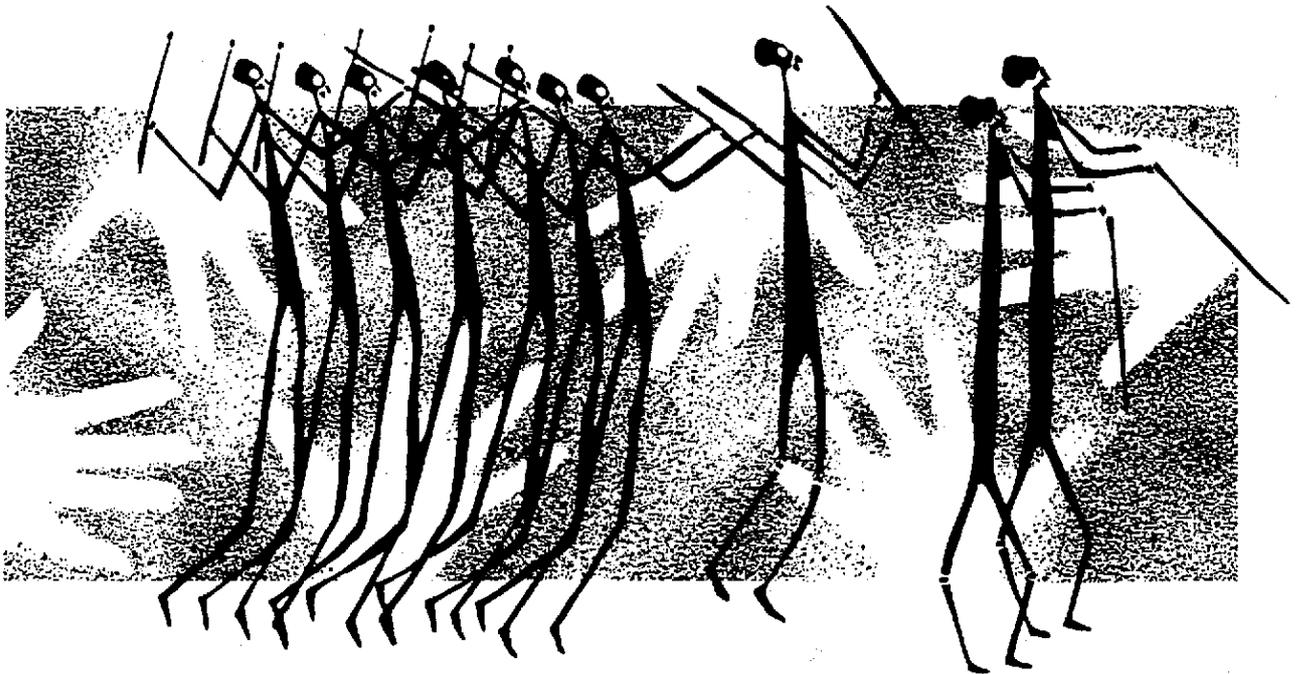


**Kakadu Region  
Social Impact Study**

**Community Report**



**Report on initiatives:  
November 1998 – November 2000**

**By Bob Collins  
Chair, KRSIS Implementation Team**

**November 2000**

Bob Collins,  
KRSIS Implementation Team  
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This report is a status report on outcomes arising from the Implementation of the Kakadu Region Social Impact Study (KRSIS). The KRSIS study produced two reports – the Community Action Plan and the Report of the Aboriginal Project Committee – in July 1997 (copies can be ordered from Publications, Supervising Scientist Division, GPO Box 461, Darwin, NT, 0801).

This report should be cited as follows:

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# **Kakadu Region Social Impact Study Implementation Team**

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Senator the Hon Robert Hill  
Minister for the Environment and Heritage  
Parliament House  
CANBERRA ACT 2600

Dear Minister

I have pleasure in forwarding to you a report on Kakadu Region Social Impact Study (KRSIS) initiatives from November 1998 – November 2000.

The Bininj members of the KRSIS Implementation Team value the progress that has been made to date and would like to see the KRSIS implementation process continue. A significant reason for this report is to allow interested parties including government to review the process and provide advice on its future.

Yours Sincerely



Bob Collins  
Independent Chair  
KRSIS Implementation Team

22 November 2000

## **Acknowledgments**

I would like to acknowledge and thank the following people and organisations for their contributions towards KRSIS outcomes and for assistance in the collection of information for this report:

- Members of the KRSIS Implementation Team;
- The staff of Parks Australia North;
- The management committees, staff and members of Aboriginal associations in the Kakadu region;
- Keith Williams, Ronald Lami Lami and Ralph Blyth from Energy Resources Australia;
- Tony Tapsell (Town Clerk), Jabiru Town Council
- The Jabiru CDEP team
- The Kakadu Health team
- Bill Feeney and the Djabulukgu Building and Construction Team trainees and apprentices
- Kakadu Tourism Hospitality trainees; and
- Ms Helen Garner – KRSIS Project Officer
- Ms Ann Webb – for assistance with production of this report

## **Abbreviations**

ABTR	Aboriginal Benefit Trust Reserve
ASSPA	Aboriginal Student Support and Parent Awareness Council
ATSIC	Aboriginal and Torres Strait Islander Commission
CACP	Community Aged Care Package
CAP	Crisis Accommodation Program
CAAPS	Council for Aboriginal Alcohol Program Services
CDC	Commercial Development Corporation (ATSIC)
CDEP	Community Development Employment Program
DETYA	Department of Employment, Training and Youth Affairs
DEWRSB	Department of Employment, Workplace Relations and Small Business
DHAC	Department of Health and Aged Care
DPMC	Department of Prime Minister and Cabinet
EA	Department of Environment Australia
ERA	Energy Resources of Australia
<i>eriss</i>	Environmental Research Institute of the Supervising Scientist
HACC	Home and Community Care
IHANT	Indigenous Housing Authority of Northern Territory
JTC	Jabiru Town Council
NLC	Northern Land Council
NPS	Night Patrol Service
KFRC	Kakadu Family Resource Centre
KRSIS	Kakadu Region Social Impact Study
NAHS	National Aboriginal Health Strategy
OAD	Office of Aboriginal Development
OATSIH	Office of Aboriginal and Torres Strait Islander Health
PAN	Parks Australia North
SAG	KRSIS Study Advisory Group
SIMC	Social Impact Monitoring Committee
SLAP	Service Land Availability Program
THS	Territory Health Services
OSS	Office of the Supervising Scientist
UNESCO	United Nations Educational, Scientific and Cultural Organisation

## Glossary of organisations

### *Commercial Development Corporation*

The Commercial Development Authority is an independent statutory authority under ATSIIC, which is committed to assisting indigenous people to be trained and employed in indigenous owned industry.

### *Djabulukgu Association Inc.*

An Aboriginal Association which was established in 1982. The Association has 90+ members, 27 of these are also members of the Gundjehmi Aboriginal Corporation. Djabulukgu has a community development philosophy and is committed to the continued development of Bininj skill levels through employment, training and economic opportunities. The Association provides member services, operates a number of income generating businesses and (since mid 1998) is also the ATSIIC approved service provider for the Kakadu Region. In this role it manages a CDEP program, Aged Care and Health Services and is currently overseeing extensive housing and infrastructure development projects.

### *Energy Resources Australia*

Energy Resources Australia (ERA) is a mining enterprise selling uranium oxide from the Ranger Mine in the Northern Territory and uranium concentrates sourced outside Australia to nuclear energy utilities in Japan, South Korea, Europe and North America. The Company is currently producing ore from its Ranger #3 open pit and is proceeding with the development of the new Jabiluka mine located 22.5 kilometres from the existing Ranger facilities. ERA is the third largest uranium mining company in the world.

### *Environment Research Institute of the Supervising Scientist*

**eriss** is part of the Science Group of Environment Australia in the Commonwealth Department of Environment and Heritage. **eriss** has an office in Jabiru and Darwin, and has the important statutory role of monitoring the health of the Alligators Rivers Region and assessing the environmental impacts of uranium mining. It also conducts environmental research on the impact of uranium mining, protection and management of wetlands, and other general environmental protection issues. **eriss** is a partner in the National Centre for Tropical Wetland Research based in Darwin. The Centre develops collaborative research and training programs related to tropical wetlands management.

### *Gagudju Association*

The Gagudju Association was established in 1980 as a consequence of the mining agreement for the Ranger Uranium mine. It has about 300 members from a number of land owning clans in the Kakadu region. Until mid 1998 it was the major service delivery organisation providing services to Aboriginal people in the region. It has also established a number of business enterprises including tourist accommodation properties within Kakadu National Park and a civil works contracting company.

### *Gundjehmi Aboriginal Corporation*

The Gundjehmi Aboriginal Corporation, comprising 27 adult members, represents the interests of the Mirrar clans. All members of the Gundjehmi Corporation are also members of the Djabulukgu and Gagudju Associations. The Gundjehmi Aboriginal Corporation is incorporated to receive mining royalties and look after the commercial, social and political interests of their members.

### *Jabiru Town Council*

The Jabiru Town Council is a local government council with delegated authority from the Jabiru Town Development Authority, and is responsible for the provision of services and maintenance of facilities within the Jabiru Township.

### *Kakadu Family Resource Centre*

The Kakadu Family Resource Centre provides a meeting place for Bininj women to get together and discuss women's and family issues, and also to develop enterprises and strategies for progressing family well being, health and education.

### *Minitja Aboriginal Corporation*

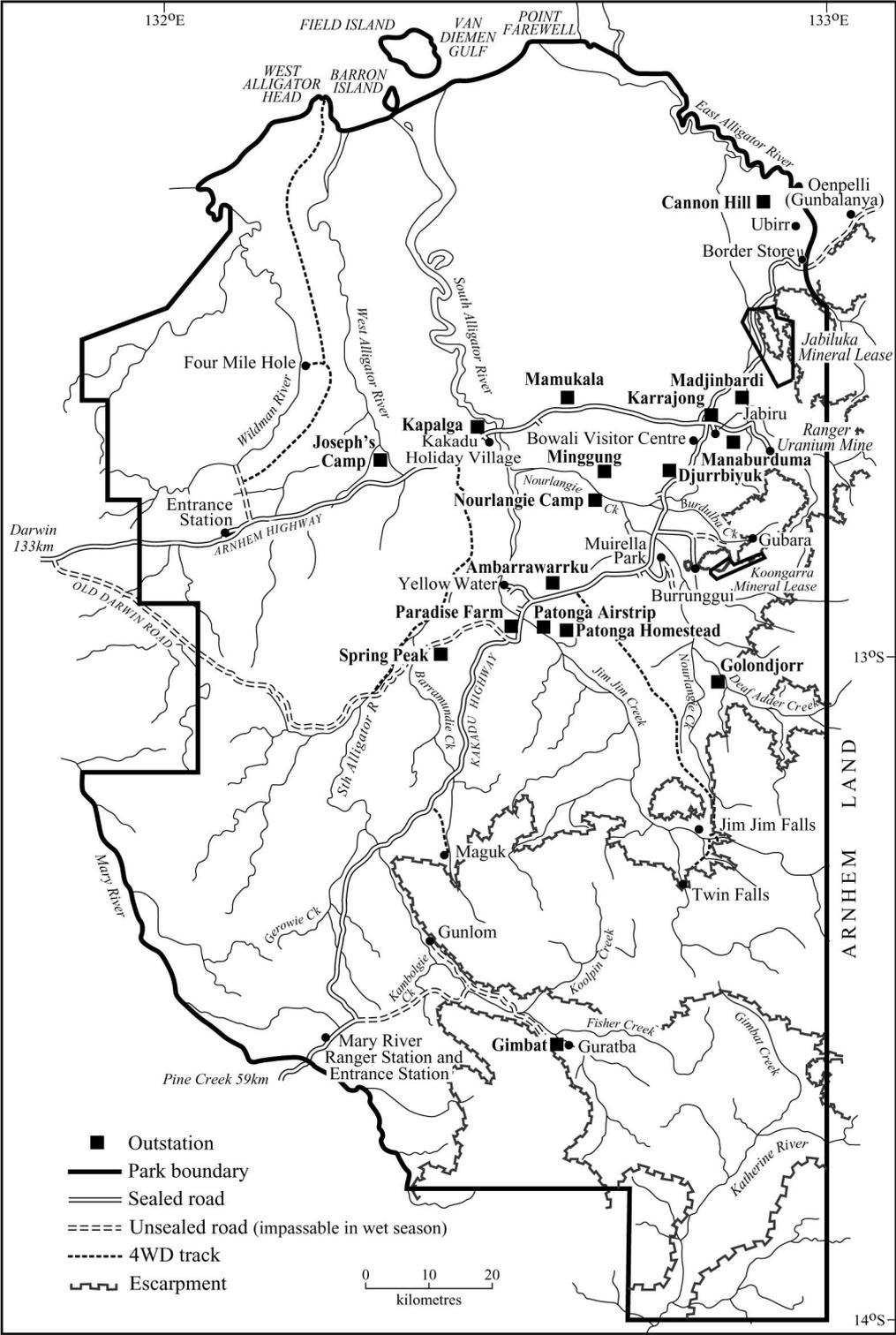
The Minitja Aboriginal Corporation, comprising approximately 20 adult members, has been established to promote the community development and cultural interests of the Limilngan people resident in Kakadu National Park.

### *Northern Land Council*

The NLC is a statutory authority established under *the Aboriginal Land Rights (Northern Territory) Act 1976*. Its role is to represent the interests of Aboriginal people, support them in land claims and assist with negotiations with third parties regarding commercial operations (eg. mining, tourism etc) on Aboriginal land.

### *Parks Australia North*

Parks Australia North is a part of Environment Australia within the Commonwealth Department of Environment and Heritage. It is responsible for the management of Kakadu National Park, in a joint management arrangement with the park's Traditional Owners.



Map of Kakadu identifying outstations

# 1. Introduction

## Aim

This report has been prepared to:

- provide a public record of activities and initiatives that address the recommendations of the Kakadu Region Social Impact Study (KRSIS); and
- acknowledge and highlight the initiative, dedication and capacity of the Kakadu community in responding to the issues and challenges identified through the KRSIS.

## Background

The Kakadu Region Social Impact Study (KRSIS) was undertaken in the Kakadu Region in 1997 in response to a request by Aboriginal groups to examine the impacts of developments in the region, including tourism, mining and park management. In 1997, the KRSIS Study Advisory Group<sup>1</sup> delivered their findings and recommendations in a “Community Action Plan”. The Study Advisory Group was informed and advised by a KRSIS Aboriginal Project Committee<sup>2</sup>, which had representation from all Aboriginal Associations in the region (Djabulukgu Association, Gagudju Association, Minitja Aboriginal Corporation and Gundjehmi Aboriginal Corporation).

The KRSIS Community Action Plan was considered by Commonwealth and Northern Territory Governments, and Energy Resources Australia (ERA) during 1998 and their responses and commitments against KRSIS recommendations were detailed in a document titled “Consolidation of Responses to the KRSIS Community Action Plan” in November 1998. A KRSIS Implementation Team was then established (as recommended by the KRSIS Study Advisory group) to ensure the implementation of KRSIS actions.

## Implementation

### *Commonwealth level*

In response to the KRSIS Community Action Plan, a range of government programs have been brought together to deliver social and economic benefits to the communities of Kakadu. At the Commonwealth level, a High Level Taskforce<sup>3</sup> of Commonwealth government departments was convened by the Department of Prime Minister and Cabinet (DPMC) to ensure a coordinated whole of government approach to the implementation of KRSIS action.

### *Regional level*

At the regional level, KRSIS program design and delivery is coordinated by the KRSIS Implementation Team,<sup>4</sup> with an independent Chair, The Hon. Bob Collins. The Implementation Team was established to include representatives from all regional Aboriginal

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<sup>1</sup> See Appendix One for members of the KRSIS Study Advisory Group.

<sup>2</sup> See Appendix Two for members of the KRSIS Aboriginal Project Committee.

<sup>3</sup> See Appendix Three for members of the KRSIS High Level Taskforce.

<sup>4</sup> See Appendix Four for members of the KRSIS Implementation Team.

Associations, Commonwealth and Northern Territory governments, ERA and the Northern Land Council (NLC).

The Implementation Team has met on a number of occasions to advance KRSIS outcomes. While the majority of local Aboriginal organisations are enthusiastically participating in the KRSIS Implementation Team. The non-participation of the Gundjehmi Aboriginal Corporation has had some impact on the capacity of the Implementation Team to address certain issues and proceed in a fully inclusive way. This is explored more fully in Section 2: The Implementation of KRSIS.

### *Local level*

At the local level there are three active community groups or committees that have been operating for a number of years in Kakadu and continue to work on KRSIS-related issues. These action groups are convened through the Jabiru Town Council and meet either monthly or bi-monthly to address issues relating to: Accommodation and Infrastructure<sup>5</sup>; Alcohol (Gunbang)<sup>6</sup>; and Aboriginal Education, Employment and Training<sup>7</sup>. A number of KRSIS recommendations have been advanced through these fora in co-operative and collaborative ways, and with a real sense of community spirit. Strong examples of this can be seen in outcomes from training, housing and alcohol related initiatives.

## **Outcomes**

Through the process of implementing KRSIS-related actions, a number of significant outcomes have been achieved. These KRSIS outcomes will contribute to significant improvements in the life of Bininj (Aboriginal people from the Kakadu region) living in Kakadu National Park. As these improvements have been achieved, other gaps in facilities or services have become evident. This report includes mention of service gaps or unmet needs that may not have been addressed through KRSIS. These will form the basis of future action in the region to ensure appropriate and targeted economic and social outcomes for Bininj.

## **Structure of this report**

This report broadly reflects the structure of the KRSIS Community Action Plan. All recommendations outlined in the Community Action Plan are detailed in this report and where appropriate, the following information is provided in response to each recommendation:

- outline of the response to the recommendations from the Commonwealth Government, Northern Territory Government and ERA;
- a summary of related outcomes and achievements, as well as any progress towards outcomes;
- identification of any outstanding issues and discussion;
- detail of budget commitments and grant applications pending;

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<sup>5</sup> See Appendix Five for members of the Kakadu Region Accommodation and Infrastructure Action Group

<sup>6</sup> See Appendix Six for members of the Kakadu Region Gunbang Action Group

<sup>7</sup> See Appendix Seven for member for the Kakadu Region Aboriginal Employment and Training Action Group

- comments from members of the community, participants in programs and others on the outcome of KRSIS related initiatives.

It is important to recognise that some issues/areas raised through the KRSIS process are currently being addressed in other forums or through other mechanisms. For this reason, a number of the recommendations are reported on only briefly. The alternate forums/mechanisms are noted.

## 2. The Implementation of KRSIS

### 2.1 KRSIS recommendations:

- *The Commonwealth and Northern Territory governments, Energy Resources of Australia and the Northern Land Council establish a team to oversee the implementation of all Government-endorsed recommendations of the KRSIS Community Action Plan;*
- *The Implementation Team is independently chaired, meets quarterly and is constituted for a period of three years in the first instance;*
- *The Implementation Team consist of senior personnel with decision-making authority from the Commonwealth Government, Northern Territory Government, Northern Land Council, Energy Resources of Australia, Jabiru Town Council, Aboriginal and Torres Strait Islander Commission, and the KRSIS Aboriginal Project Committee;*
- *The key participants jointly fund the implementation process. Major resource commitments will be needed for a full-time regionally based secretariat, with program commitments and team participation to be the responsibility of individual agencies; and*
- *The Implementation Team be fully accountable via quarterly reporting to governments, the Region's Aboriginal population and all participants. The independent chair should report directly to relevant Ministers.*

### 2.2 Responses:

#### *Commonwealth government*

- Accepted the recommendation that an Implementation Team be established. Agreed that it should be independently chaired, be established for up to three years in the first instance and that it should be fully accountable via quarterly reporting to governments and to the Aboriginal people in the region.

#### *Northern Territory government*

- Agreed to participate in an independently chaired Implementation Team but reserved its position on the question of funding a full time regionally based secretariat and the participation of a reformed Aboriginal Project Committee pending resolution of disputes between Aboriginal groups and clarification of objectives.

#### *Local community*

- ERA committed (in principle) to funding up to 1/3 of costs Implementation Team and support for secretariat services.
- NLC and ERA negotiated a bilateral arrangement for establishment of an Aboriginal Social Impact Monitoring Committee (SIMC) under the provisions of the Jabiluka mining agreement.

## **2.3 Outcomes, achievements and progress**

### *Implementation Team established*

In November 1998, the Hon Bob Collins was appointed by the Commonwealth and Northern Territory government as the Independent Chair of the KRSIS Implementation Team. Since that time Mr Collins has established the Implementation Team with representation from key organisations in the region, and has overseen five formal meetings of the Implementation Team. Regrettably the Gundjehmi Aboriginal Corporation has declined to attend due to participation in the KRSIS team of representatives from ERA.

### *High level taskforce*

A High Level Taskforce of Commonwealth departments was convened by the Department of Prime Minister and Cabinet (DPMC), and met in Canberra in February 2000 to address implementation issues for KRSIS. This group included representatives from DPMC, the Department of Employment, Workplace Relations and Small Business (DEWRSB), ATSIIC, Environment Australia (EA/PAN), the Office of Aboriginal and Torres Strait Islander Health (OATSIH) and the Department of Health and Aged Care (DHAC). This meeting was used to address issues relating to Commonwealth government involvement in KRSIS.

### *KRSIS Project Officer appointed*

Parks Australia North (a part of Environment Australia) undertook to provide ongoing secretariat assistance for KRSIS implementation. A project officer was employed for a 6 month period from the start of November 1999 to May 2000. During this period the KRSIS Project Officer spent time in Darwin and the Kakadu region working with government and local organisations to progress the KRSIS recommendations, as well as providing secretariat support to the Chair of the KRSIS Implementation Team. The cost of the Project Officer was met by Parks Australia North.

### *KRSIS recommendations achieved or progress made towards their achievement*

There has been considerable work undertaken by a range of players to implement the recommendations set down in the original KRSIS Community Action Plan. The substantial achievement of KRSIS recommendations has been possible through a partnership or collaborative approach between various organisations or individuals, the Implementation Team and its Chair, and includes the three existing Committees or Action Groups in Kakadu that are convened by Jabiru Town Council. This report is a testament to that collective work, and illustrates that there has been strong and determined community effort towards the improvement of social and economic outcomes for Bininj, and to develop models which will give ownership and control to Bininj. This theme of community and collaborative effort is evident throughout this report.

## **2.4 Issues**

Key issues in relation to the ongoing implementation of KRSIS are outlined below.

### *The non-participation of the Gundjehmi Aboriginal Corporation*

The KRSIS implementation process has regrettably been boycotted from the beginning by the Gundjehmi Aboriginal Corporation. The Corporation has refused to participate while ERA is involved in any way. All other Aboriginal Associations and the Northern Land Council have continually reaffirmed their view that the involvement of ERA, in any Kakadu regional social impact forum is essential, given their status as a major organisation and employer in the region.

Considerable effort has been made to accommodate the concerns of the Gundjehmi Aboriginal Corporation. Following a meeting last year with officers of the Corporation, a proposal to restructure the KRSIS Implementation Team, by forming a Bininj only decision-making group and a second group of all other organisations (including ERA), was negotiated with and supported by all other participants, but rejected by the Gundjehmi Aboriginal Corporation. ERA has tried to accommodate Gundjehmi concerns by making arrangements for local Aboriginal staff, employed in ERA's community development office, to represent ERA on the Implementation Team.

In October 2000 the Gundjehmi Aboriginal Corporation was asked by Senator Hill, Commonwealth Minister for Environment and Heritage, to reconsider their non-participation in the KRSIS Implementation Team in light of the June 2000 recommendation of the Bureau of the World Heritage Committee that:

all affected parties and the Australian Government work to finalise a constructive solution to addressing the economic, social and cultural expectations of the people of Kakadu while protecting the full range of World Heritage values.

### *The appointment of a permanent 'KRSIS' Project Officer*

The appointment of a permanent Project Officer to support the ongoing implementation of KRSIS recommendations and related activities needs consideration. The project officer could have a brief broader than KRSIS, but include specific KRSIS projects. This officer would most ideally be located in Jabiru and work hands-on with the three existing local committees: the Accommodation and Infrastructure Action Group; the Aboriginal Education Employment and Training Group; and the Gunbang Action Group. The role could also incorporate responsibility for direct communication with Bininj about KRSIS and other related projects. Consideration needs to be given to how such a position would be funded, with the possibility of KRSIS partners sharing the cost as was initially recommended. Costs to date have largely been met by the Commonwealth government through EA, with some support services for the Chair of the Implementation Team being provided by the Northern Territory Government.

## **2.5 Funding sources**

A number of Commonwealth and Northern Territory government programs have been used as vehicles for the implementation of KRSIS initiatives. These include major indigenous specific housing, infrastructure, employment, training and health programs, which are funded by the Commonwealth through the Aboriginal and Torres Strait Islander Commission (ATSIC),

Department of Employment, Workplace Relations and Small Business (DEWRSB) and the Department of Health and Aged Care (DHAC).

The information provided in the following table illustrates new funding provided to the Kakadu region, which addresses KRSIS recommendations. Recurrent funding already being provided by Government in areas such as education, employment etc is not shown in the table. The table also includes some community contributions.

Many projects have been assisted by the willingness of a number of participants to support KRSIS initiatives by providing funding or in-kind resources. Examples of these are evident through this report, although it has not been possible to document and quantify all in-kind contributions here. Further details about funding sources are provided in each section.

**Table 2.1: Summary of KRSIS Funding Allocations \***

*Confirmed and committed:*

<i>Project area:</i>	<i>Government</i>	<i>ERA</i>	<i>Community</i>	<i>Total</i>
Implementation	\$100,000^			\$100,000
Housing and Infrastructure	\$5,731,200			\$5,731,200
Employment and Training	\$923,000	\$850,000		\$1,773,000
Education	\$20,000		\$15,000	\$35,000
Health	\$30,000^			\$30,000
Gunbang/Alcohol	\$75,000		\$145,000	\$220,000
Sport and Recreation	\$39,000			\$39,000
Communication	\$163,000			\$163,000
<b>TOTAL</b>	<b>\$7,081,200</b>	<b>\$850,000</b>	<b>\$160,000</b>	<b>\$8,091,200</b>

^ indicates estimate only

*Pending:*

<i>Project area:</i>	<i>Government</i>	<i>ERA</i>	<i>Community</i>	<i>Total</i>
Housing and Infrastructure	\$560,000			<b>\$560,000</b>
Employment and Training	\$900,000			<b>\$900,000</b>
Education	\$772,038		\$42,246	<b>\$814,284</b>
Gunbang	\$144,771			<b>\$144,771</b>
Sports and Recreation	\$215,000			<b>\$215,000</b>
Economic Futures	\$ 63,000		\$14,500	<b>\$77,500</b>
<b>TOTAL</b>	<b>\$2,654,809</b>		<b>\$56,746</b>	<b>\$2,711,555</b>

\* To June 2000

## ***Theme One : Social Conditions***

The KRSIS Study Advisory Group (SAG) noted a wide range of unsatisfactory social conditions requiring improvement across areas such as education, employment and training, housing and infrastructure, health and cultural and women's issues. As noted below there has been significant progress achieved in responding to the SAG recommendations.

### **3. Housing and Infrastructure**

#### **3.1 KRSIS recommendations**

- The activities of the Kakadu Accommodation and Infrastructure Group are acknowledged, endorsed and strongly supported;
- The proposed Kakadu Outstation Resource Centre be incorporated into future governance arrangements;
- The Indigenous Housing Authority of the NT (IHANT) undertake a systematic and independent review of housing needs and options for meeting housing and infrastructure needs;
- IHANT give priority to negotiating funding agreements to meet housing infrastructure and environmental health backlogs in the region and establish an appropriate upgrade and maintenance program for Manaburduma; and
- The Northern Territory government, ERA and Parks Australia consider options for provision of Aboriginal housing in Jabiru.

#### **3.2 Responses**

##### *Commonwealth government*

- Supported the review of housing needs and the need to ensure management of Aboriginal housing is integrated with mainstream governance arrangements. Noted that ATSIC was negotiating with the NT government regarding a joint policy for support of outstations, including the role of resource centres.

##### *Northern Territory government*

- Noted that the NT Department of Housing and Local Government had undertaken a broad based needs survey in the region and results were made available to ATSIC Jabiru Regional Council for regional planning. The NT government undertook to provide planning services under the SLAP (Serviced Land Availability Program) program. Noted that IHANT had endorsed an ATSIC Jabiru Regional Council proposal to allocate \$1.68m in the region over 3 years (to 2000) for outstation development work.



**Plate 1** New house at Mamukala outstation



**Plate 2** New house at Madjinbardi (Mudginberri) outstation



**Plate 3** New house at Djurrbiyuk outstation



**Plate 4** Interior of new house at Djurrbiyuk outstation

### *Local community*

- Kakadu Accommodation and Infrastructure Group (convened by the Jabiru Town Council) continues as a local forum to coordinate planning and funding submissions for Aboriginal housing in the Kakadu region
- Jabiluka mining agreement provides for ERA to fund housing (within 80 km of Jabiru) to value of \$740,000 pa in each of the first ten years following commencement of production at Jabiluka. Housing to be as determined by ERA and the Jabiluka Bininj Working Committee, with the houses to be serviced and maintained by ERA.

### **3.3 Outcomes, achievements and progress:**

An extensive housing and infrastructure program is well underway in the Kakadu region, providing new housing, housing upgrades and infrastructure to outstations. The IHANT and NAHS programs are administered through the Djabulukgu Association. The Djabulukgu Association have facilitated a process whereby Bininj have determined priorities for housing. The programs reflect needs as identified by Bininj, as opposed to government targets. It also has the active support of the Accommodation and Infrastructure Action Group, which continues to meet to ensure the current program runs smoothly, and that consideration is given to outstanding housing needs.

The program has also provided the opportunity for Bininj and other CDEP participants to learn a trade in the building and construction industry in their own community. A training program is underway with trainees and apprentices learning trades such as plumbing, painting and carpentry. Substantial elements of building and construction work are being carried out by a registered builder together with 2 Aboriginal apprentices (one plumber and one carpenter) and 4 Aboriginal trainees<sup>8</sup>.

#### *The IHANT/ National Aboriginal Health Strategy programs*

New housing construction, major upgrades of some existing housing and improvements to essential services infrastructure are progressing in a number of Kakadu outstations through the IHANT and National Aboriginal Health Strategy programs.

ATSIC have provided \$1.8M in 1999/00 for housing projects in Kakadu through the Indigenous Housing Association of the Northern Territory (IHANT). ATSIC, through the National Aboriginal Health Strategy (NAHS) has also allocated \$3.85M to improve infrastructure (namely power, sewerage and water reticulation) to Kakadu outstations. Remaining funds will be used for further housing construction and upgrades. An additional \$20,000 has been secured from the NT Department of Local Government to assist in meeting the costs of lot servicing. Planning, with local Bininj, has been completed and substantial construction work has occurred during the year 2000 dry season.

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<sup>8</sup> For more information, see details provided in Employment and Training Section.

This work is summarised below:

<b>Outstation</b>	<b>Work completed</b>	<b>Work in progress and/or planned for 2001</b>
Mikinj Valley	<ul style="list-style-type: none"> <li>• Upgrading of living, ablutions and cooking areas</li> <li>• Installation of new septic tank system</li> </ul>	
Cannon Hill	<ul style="list-style-type: none"> <li>• Two major house upgrades</li> </ul>	<ul style="list-style-type: none"> <li>• One new house</li> <li>• One major house upgrade</li> </ul>
Madjinbardi (Mudginberri)	<ul style="list-style-type: none"> <li>• Two new houses</li> <li>• Two major house upgrades</li> </ul>	<ul style="list-style-type: none"> <li>• Upgrading of power supply</li> <li>• Upgrading of water supply</li> <li>• Two new houses</li> <li>• Communal Laundry Facility</li> </ul>
Manaburduma	<ul style="list-style-type: none"> <li>• Two new houses</li> <li>• Communal Cooking facility</li> <li>• Two major house upgrades</li> <li>• Upgrading of ablutions facility</li> <li>• Upgrade of water supply</li> <li>• Sealing of roads</li> <li>• CDEP greening of parks and gardens</li> </ul>	<ul style="list-style-type: none"> <li>• Upgrade of power supply</li> <li>• Two new houses</li> </ul>
Kurrajong Flats	<ul style="list-style-type: none"> <li>• Upgrade of power supply</li> </ul>	
Mamukala	<ul style="list-style-type: none"> <li>• One new house</li> <li>• One minor house upgrade</li> <li>• One major house upgrade</li> </ul>	<ul style="list-style-type: none"> <li>• One major house upgrade</li> <li>• Upgrade of power supply</li> <li>• New Bore and upgrade of water supply</li> </ul>
Kapalga	<ul style="list-style-type: none"> <li>• Two new houses</li> <li>• One minor house upgrade</li> </ul>	
Djurrbiyuk	<ul style="list-style-type: none"> <li>• New house/outstation</li> </ul>	
Patonga Homestead	<ul style="list-style-type: none"> <li>• Ablutions upgrade and new septic system</li> </ul>	<ul style="list-style-type: none"> <li>• Upgrade of power supply</li> <li>• Upgrade water supply</li> <li>• One major House (Homestead) upgrade</li> </ul>
Patonga Airstrip	<ul style="list-style-type: none"> <li>• Three major house upgrades</li> </ul>	<ul style="list-style-type: none"> <li>• Upgrade of power supply</li> <li>• Upgrade water supply</li> <li>• Landscaping works &amp; removal of old car bodies</li> </ul>
Paradise Farm		<ul style="list-style-type: none"> <li>• New bore and upgrade of water supply</li> <li>• Upgrade of power supply</li> </ul>
Red Lily	<ul style="list-style-type: none"> <li>• Installation of disabled ablutions facility</li> </ul>	
Spring Peak	<ul style="list-style-type: none"> <li>• Three major house upgrades</li> </ul>	<ul style="list-style-type: none"> <li>• Upgrade of power supply</li> <li>• Upgrade water supply</li> </ul>

### *Housing management and maintenance program*

IHANT have also provided \$61,200 recurrent funding to Djabulukgu Association for the ongoing management and maintenance of the housing stock in the Kakadu region (this equates to \$1700 per house, per year).

- i. Housing Management – Djabulukgu collect rent from tenants to assist with the ongoing costs of managing the housing.
- ii. Housing Maintenance – Djabulukgu also operates a housing maintenance team through CDEP, which responds to both planned and unplanned maintenance requirements.

While these two functions are both performed by Djabulukgu, there is now an opportunity for a Housing Management and Maintenance ‘business unit’ to be formally established, which could employ Bininj to manage it. Such a business would be eligible to receive a \$50,000 business establishment grant through NAHS. This funding would be used to meet the business establishment costs (eg. computers, office equipment, and staff training).

### *Manaburduma community – Jabiru Township*

The Jabiru Town Council has given special attention to improving infrastructure and amenities at the Manaburduma community within Jabiru township.

This has included:

- Sealing of internal roads
- Successful lobbying of the Northern Territory government for funding to improve electricity and water supply
- Obtaining funding for streetlighting and fencing
- Improving landscaping within Manaburduma (with Greening Australia)
- Providing new playground equipment
- Completing infrastructure planning identifying sites for future housing development and open spaces
- Support for IHANT programs to improve housing and essential services infrastructure
- Negotiation of new management arrangements (with the Djabulukgu Association) for cleaning, grounds maintenance, tenancy management and housing maintenance at Manaburduma

## **3.4 Issues**

### *Forward housing program to meet outstanding housing need*

While the current housing program is extensive, it will not meet all outstanding housing need. Funding is required for another 25 to 33 houses and/or housing upgrades. The Djabulukgu Association will continue to seek funding for this, with the support of the Kakadu Accommodation and Infrastructure Group.

### *Establishing housing maintenance and management function as a separate business*

When the current housing program is completed, Djabulukgu Association will be managing approximately 70 properties. In recognition of the associated costs in managing a property portfolio, recurrent funding has been provided by IHANT. However, the organisation is currently investigating the feasibility of formally establishing a Housing Management and Maintenance Business. This would attract establishment funding and provide a further employment option for Bininj. Housing maintenance would continue to be carried out by the CDEP team.

### *Temporary accommodation : an Aboriginal Hostel in Jabiru*

The Accommodation and Infrastructure Action Group have identified the lack of accommodation (both temporary and permanent) in Jabiru as a critical issue, as it presents an impediment for Bininj living in outstations to participate in training and other opportunities that are based in Jabiru. The group is currently investigating the possibility of establishing an Aboriginal Hostel in Jabiru, which would not only provide temporary accommodation, but also employment opportunities. Aboriginal Hostels Management would assist in providing recurrent funding to meet operating costs and training for its future management by Bininj. The Djabulukgu Association has met with CDC to identify and explore a range of options.

## **3.5 Funding Sources**

<i>Project:</i>	<i>Source:</i>	<i>Grant:</i>	<i>In-kind:</i>	<i>Total</i>
Upgrade of water and sewerage infrastructure at Kakadu outstations (capital)	ATSIC, National Aboriginal Health Strategy (NAHS)	\$3,850,000		\$3,850,000
Housing provision at Kakadu outstations (capital)	ATSIC, Indigenous Housing Authority of NT (IHANT)	\$1,800,000		\$1,800,000
Lot servicing	NT Dept. of Local Government	\$20,000		\$20,000
Housing maintenance and management (recurrent)	ATSIC, IHANT	\$61,200		\$61,200
<b>TOTAL</b>		<b>\$5,731,200</b>		<b>\$5,731,200</b>

### *Pending*

Housing provision at Kakadu outstations (for 2000/01)	IHANT	\$560,000		\$560,000
<b>TOTAL</b>		<b>\$560,000</b>		<b>\$560,000</b>

## **Kakadu Region Housing and Infrastructure Program**

The genesis of the current housing construction and refurbishment program was an analysis of conditions of all outstation essential infrastructure by Djabulukgu Association in 1998. Basic infrastructure development plans were developed in consultation with residents, and there have been regular reports on progress. The current program reflects funding allocations under two federally funded programs: National Aboriginal Health Strategy (NAHS) and the Indigenous Housing Authority of the Northern Territory (IHANT).

A broad community consultation program for the IHANT program commenced with an Inception Meeting held at the Bowali Visitor Centre in December 1999. Consultations and meetings have continued on a weekly basis since. Site visits to outstations, and information gathered during these visits, has formed the basis for confirming community priorities for each outstation. There have also been more intimate meetings with individual family groups to discuss housing issues and develop design ideas. Photographs and images of design ideas, together with posters, maps, models and material samples were left with individual families so that they could consider the most appropriate design to meet their specific housing needs.

Troppo Architects have been working closely with Djabulukgu Association, who are administering the program. They have also developed a good working relationship with community members throughout the region. This has allowed for detailed discussions regarding appropriate areas for infrastructure, housing and community use including meeting areas, sport and recreation facilities, education and childcare facilities. Future community needs and potential growth have also been discussed, to ensure that the current planning, design and construction of facilities does not limit or inhibit any future projects. Final approval for agreed plans is sought from Traditional Owners, Parks Australia North, Jabiru Town Council and the Accommodation and Infrastructure Group.

Planning for the NAHS program is now complete and works will commence during 2000. This program will fund both the provision of essential infrastructure and new housing in the outstations.

(Source: Troppo Architects IHANT Report, March 2000)

## 4. Employment and Training

### 4.1 KRSIS recommendations

- *All major employers include employment and training strategies (with clear targets) in their corporate plans. Plans to be reviewed and reported on annually.*
- *The Community Development Employment Program (CDEP) and similar strategies be supported as a means of assisting the long-term unemployed to become more work ready.*
- *Options to exit CDEP (and other like programs) to pursue other kinds of work need to be fully explored*

### 4.2 Responses

#### *Commonwealth government*

- Accept recommendations relating to the development of employment and training strategies. *eriss* and Parks Australia to ensure their strategies are developed, refined and implemented.
- The Commonwealth will seek to have employment and training issues highlighted as a priority for the KRSIS Implementation Team.

#### *Northern Territory government*

- Northern Territory Education and Training Authority (NTETA) to work with the Kakadu Employment Education and Training Group to facilitate training opportunities.
- A senior NTETA manager to assist with developing a strategic plan to progress training and employment opportunities in the region.
- NTETA will consider funding (through Flexible Response Funding) additional training initiatives developed under a strategic plan.
- The NT proposed the Commonwealth Dept of Education, Training and Youth Affairs, NTETA and the NT Dept of Industry and Small Business join to develop a financial assistance package for the Kakadu Aboriginal Employment and Training Group.

#### *Local community*

- ERA committed to developing and implementing an Aboriginal Employment and Training plan under the Jabiluka mining agreement. This agreement provides for specific employment targets. If targets are not met ERA has to provide explanation and cash payment to NLC for use in developing local employment initiatives at the discretion of the Jabiluka Bininj Working Committee.
- ERA (from 11/97) is providing 100% funding for employment of Jabiru CDEP coordinator (who works from the Djabulukgu Association office).
- ERA is developing contract employment arrangements for Bininj through CDEP program.

### 4.3 Outcomes, achievements and progress

A broad range of employment and training opportunities have been developed which addresses KRSIS recommendations and are available to Bininj and other Aboriginal people in the mining, building, hospitality and other industries. These initiatives have received strong support from the Kakadu Aboriginal Education, Employment and Training Action Group.

#### *The CDEP Program*

The Community Development Employment Program (CDEP) operates within the Kakadu region, and is managed by the Djabulukgu Association. The Jabiru CDEP provides a community development approach to generating and filling local employment opportunities for and by local Aboriginal people, and provides an extensive training program. Jabiru CDEP recently won an award as ‘Best Northern Territory CDEP Program’.



**Plate 5** CDEP work crew developing skills to develop a contracting business

#### *Employer HOST program*

CDEP operates a HOST program, where CDEP participants are ‘hosted’ by local employers over a 12-week period in a ‘work experience’ opportunity. Fifteen CDEP participants have been offered permanent positions to date, as a direct result of this program. CDEP in Kakadu also operates a skills database to match individual skills to vacant positions in the local workforce as they arise. This was originally funded by ATSIC, and the CDEP Manager is seeking further funds to maintain this service in the region.

#### *Plant Operator’s Traineeship*

A collaborative effort between CDEP, Gagudju Association, and DEWRSB resulted in the commencement of a Plant Operators Traineeship in Jabiru in May 2000. Participants will have the option of pursuing a Certificate I, II or III in plant operation (one to three years duration).

#### *Kakadu Tourism Hospitality Traineeships*

Kakadu Tourism – a joint venture of the Commercial Development Corporation (CDC) and the Gagudju Association – owns and operates the Gagudju Crocodile Hotel and the Gagudju Cooina Lodge in Kakadu National Park. Hospitality traineeships for 22 Bininj and other Aboriginal people, conducted at the Gagudju Crocodile Hotel and the Gagudju Cooina Lodge, were launched on 7 February 2000. This program has been jointly funded by Northern

Territory University (NTU), DEWRSB, NT Department of Employment, Department of Training and Youth Affairs (DETYA) and the Aboriginal and Torres Strait Islander Commercial Development Corporation (CDC). Trainees completed their training on April 28, 2000 and most have been offered permanent positions in the region.

In October 2000 this hospitality training program won a national award for “Outstanding Contribution to Tourism and Hospitality Training in Australia”. As a consequence of this success, plans are now well underway for further courses – see information boxes.

#### *ERA Aboriginal Employment Program*

ERA have committed to increase their level of Aboriginal employment at ERA from a current 20% to 40% over the next three years. There are currently 45 Aboriginal people working at ERA and this is the highest level ever for ERA. Current areas of employment for Aboriginal employees includes: clerical, apprenticeships, laboratory assistants, mill services, security, environmental, supply, heavy equipment operators, human resources, Aboriginal Community Development and Management. The objective of the company is to grow this to 96 Aboriginal employees (40% of total employment) within the next three years. A highly proactive Aboriginal Employment and Training Plan has been developed to assist with this, and a Senior Aboriginal Affairs Officer and Aboriginal Policy and Training Officer employed. A mentor for Aboriginal employees is also employed, and provides a 24 hour ‘hotline’ to support ERA’s indigenous employees. Further support is provided through an Employment and Training Committee operating at the minesite.

#### *ERA Community Traineeship Program*

ERA has developed a community traineeship program for Aboriginal employees as one of its strategies to increase Aboriginal employment. It commenced with five 12-month traineeships in July 2000, and will increase by an additional ten traineeships in both the second and third years of the program (2001/02 & 2002/03). For more information see the box below.

#### *Parks Australia North Aboriginal Employment*

Parks Australia North has reviewed its Aboriginal Employment Strategy through a broad consultation process. Parks Australia North has maintained a level of 30% Bininj employees for a number of years and over the past twelve months has also employed three additional Bininj as trainee park rangers. These trainees receive on-the job training (including participation in the May 2000 Seasonal Ranger Training Program) and participate in formal accredited park management studies (Certificate II in Australian Land Conservation and Restoration through the Northern Territory University at Jabiru). Other initiatives being trialed in an attempt to increase Aboriginal employment include more flexible work arrangements. In March 2000, a job sharing trial in the Jim Jim District commenced, with two Aboriginal people sharing the one position on a 10 day on – 10 day off roster.

#### *Building Construction Worker Apprentices and Traineeships*

A group of committed Bininj and other Aboriginal trainees and apprentices have completed the Certificate II in Building Construction Worker – Grade 1, and a second round of trainees have commenced the course. Two Bininj have gone on to apprenticeships in Plumbing and Carpentry. Djabulukgu Association has been able to offer traineeships as part of the building program to refurbish and extend houses in the outstation communities because of the current housing program, meaning that trainees have not had to travel to and live in Darwin to complete their studies and on-the-job training. The project itself reflects a collaborative effort

between Djabulukgu, Jabiru CDEP, IHANT, DEETYA and the Learning Delivery Support NTDE based in Jabiru. For more information, see below.

### *Cross Cultural Training*

Employers in the Kakadu Region ensure that employees undergo cross cultural or cultural awareness courses (PAN, *eriss*, ERA, Jabiru Area School). The aim of these is to increase awareness in the community of Aboriginal issues and to engender respect for Aboriginal culture. For most employers, this is a compulsory requirement of employment, and some employers require staff to undertake the course on an annual basis.

## **4.4 Issues**

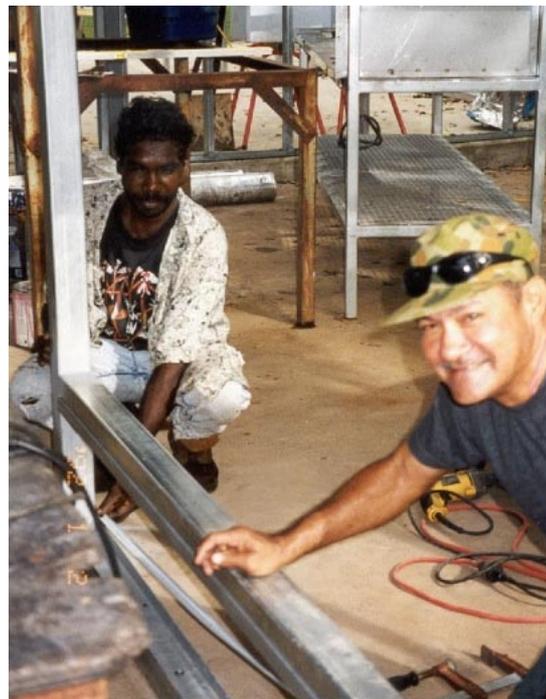
There has been a significant response to addressing the training needs of Bininj in order to ensure viable and appropriate employment options. Local employers including the Djabulukgu Association, PAN, ERA, Gagudju Association and CDC/ATSIC, together with training bodies, have developed creative approaches to the provision of training and employment opportunities.

With successful programs already under underway, local employers are looking at further developing collaborative training programs that will continue to ensure that Bininj have the opportunity to develop new skills and pursue a range of employment options. One such proposal is to develop an accredited training program for Aboriginal Tour Guides in conjunction with the established Seasonal Ranger program offered by PAN. PAN and Kakadu Tourism are currently developing a plan for this as an extension of the hospitality training being offered in Jabiru. This would see 30 Aboriginal people accredited over a three-year period. In addition, a further 60 trainee hospitality trainee positions are expected to be offered over the next three years and DEWRSB have verbally agreed to provide funding for these 90 traineeships

In addition, the Kakadu Health Services team will offer traineeships for Aboriginal Health Workers. They would like to employ both a male and female Team Leader.



**Plate 6** Apprentice plumber Neville Namarnyilk



**Plate 7** Trainee builder Tim Djandjomerr



**Plate 8** (above) Trainee Tim Djangjomerr helps construct a house at Manaburduma;  
**Plate 9** (below) Training at the NTEFA facility in Jabiru – oxy welding



**Plate 10** (above) Major upgrade of a house – Manaburduma (above);  
**Plate 11** (below) Trainees Rick Wesley-Baden and Andrew Moore helping each other





**Plate 12** Graduates of the Kakadu tourism hospitality course – now working as tour guides (photo courtesy of NT News); **Plate 14** ERA environmental field officers



**Plate 13** (above) Col Petterson – resident of Spring Peak outstation – receives an award from the Kakadu tourism course (photo NT News); **Plate 15** ERA trainee



## 4.5 Funding Sources

<i>Project:</i>	<i>Source:</i>	<i>Grant/Cash</i>	<i>In-kind:</i>	<i>Total</i>
Hospitality traineeships (22)	DEWRSB	\$193,000		\$193,000
ERA Community traineeships ( 25 over three years)	ERA DEWRSB	\$850,000 \$250,000		\$1,100,000
Plant Operators Traineeships (5)	Gagudju Assoc. DEWRSB est	\$50,000	Training facilities, equipment	\$50,000
Apprenticeships and trainees through NAHS program (5)	DEWRSB	\$190,000		\$190,000
CDEP co-ordinator's position	ERA est	\$100,000		\$100,000
Parks traineeships	PAN/EA est	\$140,000		\$140,000
<b>TOTAL</b>		<b>\$1,773,000</b>		<b>\$1,773,000</b>

### *Pending:*

Hospitality traineeships (60 over next 3 years)	DEWRSB est	\$600,000		\$600,000
Aboriginal Tour Guide traineeships (30 over 3 yrs)	DEWRSB est	\$300,000		\$300,000
<b>TOTAL</b>	<b>est</b>	<b>\$900,000</b>		<b>\$900,000</b>

## **Jabiru CDEP is an award winning program!!**

The Jabiru CDEP program, managed by Djabulukgu Association, has been operating for 2 years and is a progressive and successful program. This is evidenced by its recent win at the Northern Territory's Keep Australia Beautiful Council awards for the "Best CDEP" against many longer established programs. Other awards received included : "Best Community Development Activity" for the CDEP Homemaker program and "Best Project Under CDEP" for the Children's Activity Bus.

The CDEP program reflects a community development approach, with its own Committee that reports to the Djabulukgu Committee of Management. It operates in accordance with ATSIC guidelines, and on the basis of consultation with participants and the broader community.

Jabiru CDEP has approximately 122 participants, who are employed for at least 20 hours a week. It manages a number of programs and business enterprises. These include:

- Homemaker program – an environmental health program;
- Childhood Activity Bus – a school preparation program;
- Host Employer program – job experience and training with other employers;
- Night Patrol Service – expected to commence operation in May 2000;
- Housing management and maintenance team – for outstation housing stock;
- Jabiru Area School grounds contract;
- Tree felling, lopping and mulching contracts;
- Lawn, garden care and horticulture, woodchipping;
- Garbage collection at a number of sites; and
- Sports and recreation programs.

Training is a major component of CDEP. During 1999, 106 CDEP participants received accredited certificates. CDEP Co-ordinator David Webb says *"this represents individual tenacity and a big picture view by the team"*. Training included: building, welding, farm chemicals, tree felling, first aid, tractor use, horticulture, workplace trainer, business skills and driving.

A skills audit was also completed by CDEP and now assists local employers in identifying CDEP participants to potentially fill vacancies. CDEP participants are offered HOST positions, to enable them to trial particular work.

The CDEP Co-ordinator's position is funded by ERA, and because of this, the program has been able to employ a skilled co-ordinator and skilled supervisors to work within the program. This has had a profound impact on the transfer of skills to individual participants and the program's capability of taking on outside contract work.

*"the biggest problem we have for CDEP is losing people from the program to permanent jobs...we're delighted that people are able to find employment, we're just sorry that we lose the role models and trainers that are so central to our programs..."* David Webb, Co-ordinator of Jabiru CDEP

*"all in all, the CDEP program has been successful in developing the skill base of local people and improving the living conditions of Kakadu outstations"* Djabulukgu Association Annual Report 30/6/00

## **Kakadu Tourism Hospitality Traineeships – a new concept in indigenous training and employment**

A hospitality training program offered to Indigenous people commenced in Jabiru in February 2000 has produced outstanding results. 22 participants commenced the course, and 20 completed it and received their Certificate Level 2, Hospitality Operations in a graduation ceremony on May 15th. To achieve their qualification, trainees undertook a number of accredited training modules that were performed both on and off the job. All successful trainees were offered permanent positions at Gagudju Association's Crocodile Hotel, or Cooina Lodge in areas ranging across all aspects of operations (eg. gardening, bar and kitchen, reception etc) and at last count, 17 graduates had accepted employment offers. The training program was a learning experience for all concerned not just the trainees themselves. A review of the course has identified a number of weaknesses in the current arrangements and improvements will be made to future courses.

### **A collaborative effort....**

The training program was developed by Kakadu Tourism P/L and conducted by the Northern Territory University, but reflects a broader partnership with DEWRSB who provided funding for the trainee program and ATSIC's Commercial Development Corporation (ATSIC/CDC) who coordinated the course. Kakadu Tourism P/L has also provided considerable funding for the program and sees it as part of their long-term business strategy. On the ground, Tourism ITAB (NT), Employment National, DETYA and Crocodile Hotel HR Manager were all fundamental in getting the program up and running.

CDC's Employment and Training Co-ordinator Bill Trewlynn played a leading role in establishing this program to create opportunities for more involvement of indigenous Australians in the hospitality and tourism industry. The program is also about creating partnerships with industry to ensure people get the skills and qualifications they need to find employment. And because the Crocodile Hotel and Cooina Lodge are Aboriginal owned enterprises, there was no better location than Jabiru. The long-term goal is to establish the Hotels as a training facility for indigenous people, capable of providing a supportive environment for learning in the hospitality industry.

### **About the trainees....**

The 22 trainees were aged between 17 and 37 years, with more than half of them being women. They came from all over Australia, although 7 are from the Kakadu region and live in the Park area and four are descendants of traditional owners.

### **What the trainees had to say....**

Mid way through the 12 week training program, trainees hosted a luncheon at the Crocodile Hotel in Jabiru for local employers and guests. Media from ABC, Imparja, Channel 8 and the NT News were present. One of the local trainees, Donna-Lisa McDonald, welcomed guests to the luncheon and gave an insight into the program from the trainee's perspective. She said:

*"Mr Bob Collins, Chairman of Kakadu Tourism, Mr Daniel Bucher, General Manager Gagudju Crocodile Hotel, invited guests and fellow trainees. Welcome to this luncheon.*

*Six weeks ago 22 of us walked into the Crocodile motel as young, enthusiastic jobseekers. We knew the road ahead was going to be a long and hard slog. The two things we all had in common was our Aboriginality and the motivation to get ahead.*

*While some of us had worked in the industry before, others were straight out of school, and for some it was a complete shift in career aspirations. Not only have we banded together as a group of trainees, we have come together as a family, and this family includes the training staff of the Northern Territory University and the staff of the two hotels. As a family, we have had some ups and downs, but our common goal to achieve success continues to motivate us to strive ahead in our purpose to gain qualifications and ultimately full time employment.*

*So today marks a special occasion for us as it provides us with the opportunity to utilise some of the skills we have gained over the past 6 weeks. It is our hope that the service we provide today is a reflection of our dedication and commitment we have to Kakadu Tourism who have provided us with the opportunity to undertake this program... ”*

This training course has been hailed as an important role model in providing training opportunities to indigenous Australians, linked to real employment options. One of the trainees, Tremaine Tittums, speaks of the difference the course has made for him:

*“I’ll be going to ... a restaurant or high class hotel and ask for a job without telling myself that I’m not capable of doing it, now I know I’m capable”.*

Other comments from trainees include:

*“It’s a really good experience, a new environment”*

*“We want this course to be a first for Aboriginal people in the industry”*

*“We hope we’ll be an inspirational model, that the idea will spread to other communities”*

*“Once we’ve got through the Certificate we’ll have the choice to work here or in the parts of Australia or overseas”*

*“We’re all in it together, learning new stuff”*

*“The hospitality industry needs more Aboriginal people”*

*“It gives us the chance of full time employment”*

*“I’d like to go on to train new trainees in the future”*

*“We’re all pretty excited”.*

Sources: Jabiru Rag 10/2/2000, Transcript of ABC News 21/3/00 7pm, Personal Interviews.

## **Postscript**

In October 2000 the hospitality training program won a national award for "Outstanding Contribution to Tourism and Hospitality Training in Australia". The program has now received funding for a new course commencing February 2001. The new course will include 15 places for hospitality trainees and five places for trainee tour guides. The February 2001 course is part of a rolling three year training program.

# **KAKADU TOURISM (GCH)**

## **MEDIA RELEASE**

**24 October 2000**

### ***Kakadu Tourism Award for Outstanding Contribution to Tourism and Hospitality Training in Australia***

Kakadu Tourism's Indigenous training program wins an award for Outstanding Contribution to Tourism and Hospitality Training in Australia.

Mr Bob Collins, Chairman of Kakadu Tourism said, "Kakadu Tourism was extremely happy that its Indigenous hospitality training program had taken out the award."

The award was presented at the recent Tourism Trainers Conference held in Brisbane by the peak industry training body 'Tourism Training Australia'. "It vindicates the great work being done to increase Indigenous employment within the Northern Territory tourism industry. The successful training program was about creating a partnership for learning and the Northern Territory University, who conducted the training, should be applauded for their contribution to this partnership", Mr Collins said. Most of the trainees completed the nationally accredited training and went on to gain full-time employment in the industry.

Mr Collins said "While most employers within the industry would like to employ more Indigenous staff, the assumption is that Indigenous people lack the skills and experience for the positions available. Kakadu Tourism hopes that the training program will provide these skills and experience and promote pathways for Indigenous jobseekers to the jobs available within this important industry."

Mr Collins said, "Kakadu Tourism will build on the success of the program and make some changes to the way the program will be conducted next year in light of a review of the program by the Northern Territory Tourism Training Board".

Mr Collins said, "I would encourage all Indigenous jobseekers interested in a career in the tourist industry to apply for the places that will be available on this successful program planned for February 2001. This could be the start of an exciting and rewarding career for them."

Kakadu Tourism is the joint venture partnership between the Aboriginal and Torres Strait Islander Commercial Development Corporation (CDC) and the Gagudju Association involving the Gagudju Crocodile Hotel and Gagudju Coinda Lodge in Kakadu.

## **Building Construction apprenticeship and trainees**

With an already well-developed CDEP maintenance team it was a natural progression to incorporate training opportunities into the housing program. Djabulukgu Association approached the funding bodies with this proposal, and received their full support.

The Building Construction training program commenced 18 months ago. The first round of trainees completed their Certificate I in Building Construction, and some chose to go on to full apprenticeships, a further two year commitment. The second round of trainees have been on the job for a number of months now. They are involved in all areas of refurbishment of a number of outstation houses in the Kakadu region. This includes: demolition works, replacement of internal walls, digging out earth for foundations and internal works.

Supervisors and on-the-job trainers Bill Feeney (builder) and Ron Westneat (plumber) said that *“the contribution and commitment by the trainees to the project has been excellent”*. The trainees have worked on each project from commencement through to completion. They have seen the trainee’s confidence flourish over time, and they have become more able and competent throughout their training.

Ron was particularly pleased to see one trainee, Neville Namarnyilk, go on to enrol in a plumbing apprenticeship under his guidance. Neville intends to stay in Jabiru and will become the only Bininj plumber there. He says he has learnt a lot, and wants to *“achieve this for our country, out people and our ourselves”*.

Round One trainees Ricky Wesley-Baden, Douglas Hunter, Patrick May and Rodney Nabanardi said that they had enjoyed the traineeship, particularly the roof work and learning about the hand and power tools. They all agree that it was *“good to do the training in Jabiru and not have to go to Darwin”*. They also said that the *“supervisors made it fun and teach us how to build better homes for our communities the right way and to be qualified to teach future generations”*.

Round Two trainees Tim Djandjomerr and Solomon Ardyalbang Cooper, both Bininj, say that the traineeship gives them *“some choices about their future”*. Solomon has recently returned to Kakadu, and is clear that he wants to continue with his training to complete an apprenticeship. Asked what they might be doing if they weren’t doing this training, they commented *“probably bumming around in Darwin, or be in gaol”*.

Training Manager Neville Driver says the trainees have reached a good standard and would continue to be an effective building team for the Djabulukgu Association.

## **ERA provides traineeships and employment opportunities to indigenous Australians....**

The employment of Aboriginal people is a major priority for ERA and is supported by senior management and proactive policies. These includes:

- (i) an Aboriginal Employee Development Officer whose primary role is to promote and enhance the employment of Aboriginal people. This includes involvement in the Company's Aboriginal Mentor program, aimed at ensuring Aboriginal people remain in the workforce;
- (ii) an Aboriginal Policy and Training Officer who has developed ERA's Aboriginal Employment and Training Plan. This sets out strategies for recruiting, training and retaining indigenous employees;
- (iii) a Senior Aboriginal Affairs Officer as part of the Aboriginal Community Development Unit which focuses on the needs of local communities.

The people employed in these positions are all Aboriginal and assume an important component of the ERA Management Team.

ERA is very supportive of the CDEP program and provides funding for the employment of the CDEP co-ordinator. ERA also provide employment and skills training to Aboriginal people in the Kakadu region. ERA continues to increase direct employment opportunities such as Kakadu Tourism P/L traineeships, promote and support indirect employment opportunities, and to facilitate 'skills development' of Aboriginal people.

### **Community Traineeship Program**

This program will provide employment for 25 people over the next three years. The training will focus on developing literacy and numeracy skills and self-confidence in the workforce. Entry to the program is via Jabiru CDEP HOST program. The training will be module based and provide the trainees with a nationally accredited qualification. ERA will provide a trainer to run the program, with one day a week set aside for the theory component. Traineeships will be taken over a period of 15 months, split into two distinct segments:

- (i) The first three months training will reflect the HOST work experience program, with trainees working only 4 days a week, although they will have the option to work a fifth day if they want to. If appropriate, skills based training in ERA specifically designed employment modules will also be commenced.
- (ii) The second part of the program is a more structured training program aimed at meeting individual needs, while retaining a focus on literacy and numeracy skills. Training will be modular based, ERA specific, accredited and undertaken in a designated Aboriginal training facility. The training will be taken over a 12-month period and provide a minimum face-to-face training requirement of 8 hours per week.

Trainees will be offered work in a variety of areas, depending on the needs of the business. They will be paid at approved industry standard rates, with training material structured to enable the trainees to receive formal accreditation. At the end of the 12-month period, trainees will be fully equipped to enter the workforce in permanent employment. Trainees will be supported throughout this period, with quarterly performance assessments to ensure the program is meeting the needs of the trainees and their employer. It is anticipated that all first year trainees will be in a position to take up employment with ERA on completion of their traineeship.

#### **Environment Workshop Team go to work....**

A group of indigenous employees make up the Environmental Workshop Team. Some of these are new trainees, some have been employed by ERA for a number of years. This is what they say about their jobs:

*“It is sometimes hard to do this job, as there’s always politics and to start with I was scared because I didn’t know much about the uranium. But I have lots of knowledge now and can understand better. If I wasn’t at ERA, I would probably be in gaol, or on the streets.”*

*“I’ve been here three months now, I was on CDEP but I want to stay here. I like gardening, because the work is outdoors and you get to move around. You pick up information on using the equipment.”*

*“I’m working in grounds maintenance. I had been in Darwin with no job, and came down for the weekend and saw a job vacancy. I applied and have been here two and a half years. If I wasn’t here, I’d probably be on the streets, drinking and smoking. It was difficult working here during the protests, but you get lots of support”*

*“I’ve been here three months now, I came from CDEP through the HOST program. I would love to stay here working in the gardening section. I like the work, and I am happy at the end of the day, satisfied”*

(Source: Personal interviews conducted on-site April 12, 2000)



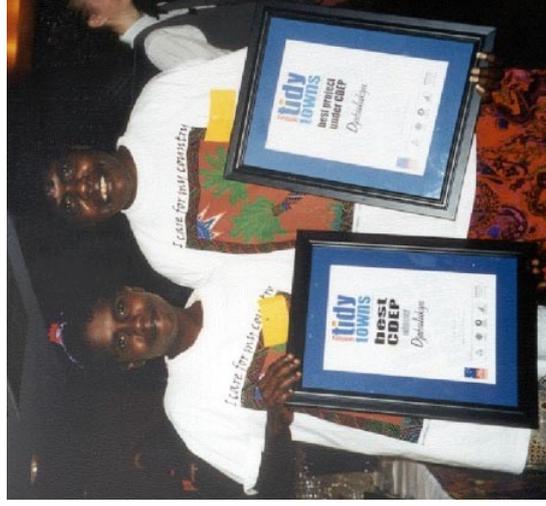
**Plate 16** Hospitality trainee Donna Lisa McDonalds welcomes guests to a luncheon – Gagudju Crocodile Hotel, Jabiru



**Plate 17** Trainee Sharon serving guests at a luncheon – Gagudju Crocodile Hotel, Jabiru



**Plate 18** Jabiru CDEP participants win the Northern Territory award for best CDEP project



**Plate 19** Jabiru CDEP participants Jaylene Nadjamerrek and Joanne Sullivan hold two of four awards presented to Jabiru CDEP

## 5. Education

### 5.1 KRSIS recommendations

*The Northern Territory Education Department (in consultation with the Northern Territory University) establish an **Aboriginal Education Centre** at Jabiru Area School. The Centre should include functions and programs such as:*

- *language and culture programs*
- *transitional classes*
- *homework classes*
- *teacher parent-contact*
- *breakfast/lunch programs*
- *cross cultural awareness for school staff*

*The Northern Territory Education Department, in consultation with Aboriginal Associations, Jabiru School Council & ASSPA Committee, establish an **Aboriginal Education Task Force** to:*

- *investigate need for an outstation pre-school facility*
- *undertake monitoring of Aboriginal education*
- *recommend action as required*

### 5.2 Responses

#### *Commonwealth government*

- Department of Education, Training and Youth Affairs (DETYA) will consult with the NTG to explore opportunities to establish an Aboriginal Education Centre to: enhance Aboriginal education in the region and; undertake an Aboriginal education monitoring program

#### *Northern Territory government*

- The NT will consult with DETYA re the Commonwealth response.
- The NT will examine proposals (with input from the Indigenous Education Council of the NT) for an Aboriginal Education Centre.
- The NT proposes that the Indigenous Education Council of the NT consult with the Jabiru Area School Council, the Aboriginal community and other stakeholders regarding an Aboriginal Education Task Force.

#### *Local community*

- ERA (through the Jabiluka mining agreement) will provide funding for a cross cultural program for school staff & students and 50% of the establishment cost of an Aboriginal Education Unit (or towards otherwise improving the education for local Aboriginals).
- The ERA commitment is for \$200,000 in year one and recurrent funding of \$70,000 pa.

### **5.3 Outcomes, achievements and progress**

An independent report investigating indigenous education outcomes across the Northern Territory was recently completed by Bob Collins (titled “Learning Lessons”). The findings of this report reflects the current situation in the Kakadu region, with Bininj students recording poor attendance and educational outcomes. The issue of improving educational outcomes for Bininj students has widespread support through out the community.

#### *Aboriginal Education Taskforce*

An Aboriginal Education Taskforce has been reconvened through the Jabiru Area School to provide advice and assistance on indigenous education issues throughout the school year. Cross-cultural awareness training for teachers at the Jabiru Area School was provided for every teacher in 1999.

#### *Consultancy into an appropriate model for Aboriginal Education Unit*

A consultative report on establishing a new Aboriginal Education Unit at Jabiru Area School was completed in December 1999 by Dr Murray Garde. The report recommended Government fund the provision of an Aboriginal Education Unit on the grounds at the existing Jabiru Area School. The report proposed a number of options for staffing the centre, and also suggested that a purpose built facility be provided for indigenous students. This report reflected the views of many people in the Kakadu community and has strong community support.

#### *Establishment of an Aboriginal Education Unit at Jabiru Area School*

A detailed proposal for an Aboriginal Education Unit in Jabiru was developed in March 2000 by the Jabiru Area School Aboriginal Education Taskforce, AASPA and the School Council and has been provided to both the Northern Territory and Commonwealth Governments. This proposal largely reflects recommendations proposed by Dr Murray Garde in his consultancy report and is consistent with the recommendations of “Learning Lessons”; the recent review of indigenous education in the NT, (Collins, 1999). Both governments committed to supporting the establishment and operating costs of the Aboriginal Education Unit.

In July 2000 the Commonwealth Ministers for Environment and Heritage (Senator Hill) and Education (Hon. Dr D Kemp) jointly announced funding of \$600,000 for a three-year program to improve educational outcomes for young Aboriginal people in the Kakadu region. The program, to be delivered from Jabiru Area School, is based on the March 2000 proposal presented to Senator Hill and focuses on more visits by teachers to homeland communities, bridging programs to enhance indigenous participation in school life, increased integration of Aboriginal language and Aboriginal cultural values into the school community and more school-wide focus on improving enhanced educational outcomes for indigenous students. The program will aim to develop stronger links between the school and local Aboriginal people so that bininj feel more comfortable in participating in and contributing to the life of the school.

The KRSIS Implementation Team endorsed the most recent plans for the development of Aboriginal education programs at the Jabiru Area School at their meeting in November 2000.

In June 2000, a new Principal was appointed to the Jabiru Area School and the development of a new ‘whole school’ strategic plan has led to a new emphasis on indigenous education as core work of the whole school – see information box in section 5.4.

### *Outstation pre-school facilities*

Permanent pre-school facilities have been designed and established at four outstations (Cannon Hill, Patonga, Madjinbardi, Manaburduma). The Commonwealth Department of Family and Children's Services, Jabiru Town Council and the Aboriginal Benefits Account have jointly funded this project. The facilities are being constructed utilising CDEP labour, and operated by local women supported through the CDEP Early Childhood program.



**Plate 20** Early childhood activities at a Kakadu outstation



**Plate 21** Early childhood activities at a Kakadu outstation

### *CDEP Early Childhood Program*

The Early Childhood Program is designed to assist pre-school Bininj children to be better prepared to make the transition to primary school. This program goes direct to the communities in outstations. The CDEP Children's Activity Bus visits each outstation each week, providing toys, books and other materials and activities. The provision of permanent

pre-school facilities at each outstation will mean greater flexibility in the outstations, with a capacity to provide pre-school activities according to their own timetables.

#### *Cultural Heritage Education/Multimedia project*

The Djabulukgu Association submitted a proposal for Commonwealth funding of an indigenous cultural heritage multimedia project (based at the Jabiru Area School) to the Department of the Environment and Heritage. The application for funding has been sought under the Department's Cultural Heritage Projects Program.

The project aims to establish a multi-media information system to assist young Bininj to develop a better understanding of the cultural traditions and knowledge of the Kakadu West Arnhem region, and preserve that knowledge in an accessible form for all Bininj. It is expected that the multimedia resource will be of great assistance to Bininj cultural maintenance and also generate many educational and social benefits. The proposal is designed to record cultural heritage material from all Aboriginal groups in the Kakadu region, and has received support from all the Aboriginal Associations with the exception of the Gundjehmi Aboriginal Corporation. Gundjehmi Aboriginal Corporation declined to support the proposal, on the grounds that they are independently pursuing a similar proposal on behalf of their own members.

Regrettably the Djabulukgu Association's application for funds was unsuccessful in the first round of applications but the Djabulukgu Association has been encouraged to reapply in Round 2 - expected in early 2001. Officers of the Department of Environment and Heritage are assisting with development of the new application.

## **5.4 Funding Sources**

<i>Project:</i>	<i>Source:</i>	<i>Cash:</i>	<i>In-kind:</i>	<i>Total</i>
Consultancy by M. Garde	Dept. of Education NT	\$5,000		\$5,000
Cross cultural training for teachers	ERA	\$10,000		\$10,000
Pre-school facilities at outstations	Dept. of Children and Family Services Jabiru Town Council Aboriginal Benefits Account	\$15,000 \$ 5,000 \$10,000	CDEP labour & Early Childhood Program.	\$30,000
<b>TOTAL</b>		<b>\$45,000</b>		<b>\$45,000</b>

*Pending:*

Aboriginal Education Unit (\$200,000 x 3 years)	Commonwealth and NT Governments	\$600,000		\$600,000
Indigenous cultural heritage project	Dept. of Environment and Heritage, CHPP	\$152,038		
	Parks Aust. North QANTM	\$20,000	\$22,246 \$20,000	\$214,284
<b>TOTAL</b>		<b>\$772,038</b>	<b>\$42,246</b>	<b>\$814,284</b>



**Plate 22** Participating in the Sydney Olympics 2000 Torch Relay



**Plate 23** Early Childhood Activity Centre – Patonga outstation



**Plate 24** Early Childhood activities at Manaburduma



**Plate 25** Early Childhood activities at Manaburduma

## Aboriginal Education Unit for Jabiru

A number of studies over recent years including the report of John and Gwen Bucknell to the KRSIS Aboriginal Project Committee have noted the lack of participation by local Aboriginal people in the Kakadu region in formal education. This is almost absolute in the case of secondary-aged children. Poor and often sporadic attendance means that children can go to school for many years and achieve very little. Important contributors to the extremely poor educational outcome are not only poor attendance, but significant under-enrolment of the total cohort of school-age children in the region.

*“There are no detailed data on academic achievement of Aboriginal children of school age in Kakadu largely because most Aboriginal children either do not attend school at all or so irregularly to make learning minimal”.* Dr Murray Garde, November 1999.

An obvious result of this is that the significant local employment and leadership opportunities that exist for local Aboriginal people to a greater degree in the Kakadu region than elsewhere in the NT are simply not being realised. A central role of the AEU at the Jabiru Area School will be to focus on a partnership with the local community to turn this around.

The AEU will concentrate on delivering basic literacy in Standard Australian English, numeracy, relevant health education, and life skills in a framework which will integrate Aboriginal cultural subjects into the total curriculum. The AEU will have an important role in forging a connection between the Jabiru Area School and the local Aboriginal community. *“The AEU should be a culturally comfortable place where Aboriginal people can drop in at any time and feel welcome to participate or just observe. The goal will be to establish the AEU as an Aboriginal space.”* Garde, 1999.

The outcomes to be achieved by the AEU are as follows:

- ❑ *There will be a significant measurable increase in the school attendance rates of indigenous students attending Jabiru Area School.*
- ❑ *There will be a measurable improvement in literacy attainment by primary aged students at Jabiru Area School.*
- ❑ *Jabiru Area School will demonstrate, in real terms, that it has become more inclusive and welcoming to indigenous students and their parents by actively engaging with and valuing indigenous culture.*
- ❑ *Jabiru Area School will demonstrate that there are policies and procedures in place that will ease the anxieties of indigenous parents and assist their involvement in the life of the school.*
- ❑ *Jabiru Area School will demonstrate that it has extended its influence well beyond the “school fence”, to create positive and lasting links with indigenous families within the JAS catchment area of Kakadu National Park.*
- ❑ *Jabiru Area School will demonstrate that it has developed a broad and strategic consultative network that is inclusive of all stakeholders and patrons, particularly indigenous parents.*

*Successful implementation of the aforementioned initiatives will require a solid and tireless commitment to educational reform by the entire Jabiru Area School community. This reform will be successful.* JAS Indigenous Education Submission, March 2000

*“we need to address early intervention regarding education for indigenous children otherwise opportunities for them will not be realised... It’s amazing to still see Bininj kids complete 8 years of schooling and still be illiterate...”* School Council President, May 2000.

## **Improving Learning Outcomes for Indigenous Students at Jabiru Area School**

The appointment of the new Principal in June 2000 and the development of a whole-school Strategic Plan resulted in a wave of staff energy and community commitments towards improving outcomes for the indigenous students of the Kakadu region.

Indigenous education quickly became embedded as the *core work of the school* with the rapid provision of a wide range of educational programs and services, more inclusive curriculum and methodology and a cross sectoral model of service delivery. By the end of September 2000 the school had in place a range of innovative strategies to improve attendance and participation in schooling, student health, literacy and numeracy achievement, relationships with indigenous families and their communities and links with indigenous organisations and traditional owners.

School industry links and local employment options for indigenous youths were also explored, with special strategies to recruit skilled indigenous and non indigenous staff being implemented.

The development of systematic record keeping, measurement and data collection processes, to enable accurate measurement of attendance and learning outcomes, was a high priority in Term 4, 2000.

**Some of the most innovative and effective programs currently operating from the school include:**

- Mobile school program, which delivers "school" to arrange sites within the park, targeting pre-school children, non-attenders and caregivers
- Daily nutrition program, which analyses and meets the specific needs of family groups of students
- Bridging classes for new and irregularly attending students
- Pastoral care groups for primary aged and adolescent students, to build self esteem and monitor wellbeing within the school system
- Intensive literacy and numeracy programs
- Attendance incentive programs, with a focus on the performing arts, excursions within Kakadu National Park, and developing life skills
- Continued implementation of units of work resulting from the trial Indigenous Language program instigated in 1998–99
- ESL in the Mainstream professional development training for staff.

**Five months of intensive work has resulted in the following outcomes:**

- Improved attendance rates and student health standards
- Happier, more relaxed students
- Some improvement in rates of student progress in literacy and numeracy
- Favourable comments from Indigenous parents on the more welcoming environment
- Active student participation in learning
- Community support for school initiatives towards improved outcomes for indigenous students
- Formal data collection and record keeping has commenced
- Renewed staff commitment, enthusiasm and participation in programs.

Successful implementation of these and future initiatives to improve educational outcomes requires the continued support and commitment to educational reform from the staff of Jabiru Area School. However, adjustments to whole school culture and structures are assisted by the constructive collaboration now becoming more evident between students, teachers and the community members of Jabiru.

Christine Kerslake

PRINCIPAL

7 November, 2000

## 6. Health

### 6.1 KRSIS recommendations

- *Gagudju Association be encouraged to maintain its health services*
- *Priority attention be given to ante-natal care and environmental health services and community education in those areas*
- *The NT and Commonwealth governments continue to support the Jabiru Aged and Disabled Care Service*
- *NT Health Services make a concerted effort to establish key baseline health indicators and a system for reporting and monitoring by the Jabiru Health Clinic*

### 6.2 Responses

#### *Commonwealth government*

- Will encourage a local organisation (with support from NT and Commonwealth health agencies) to continue provision of health services, especially in the areas of antenatal care and environmental health.
- Undertakes to continue support for Aged and Disabled Care Service.

#### *Northern Territory government*

- NT Health Services sponsored a local Health Issues workshop, October 1998.
- Territory Health Services committed to expanding “Strong Women, Strong Culture, Strong Babies” program in the Kakadu Region.
- Territory Health Services ‘Remote Health Information System’ to be introduced in Jabiru Region.
- Territory Health Services undertakes to continue to support environmental health service to remote communities.

#### *Local community*

- Djabulukgu Association has taken over management of the Gagudju Health team and has developed new management structures to ensure the provision of quality services to the local community, directed by the local community.

### 6.3 Outcomes, achievement and progress

A number of processes have been undertaken or commenced in the Kakadu region, in order to ensure continuous improvement in the delivery of health and related services so that opportunities for preventing health issues arising can be optimised, and that services are responsive and meet the specific needs of Aboriginal people in the region. Processes have been put in place to ensure that Bininj are fundamental to decision-making processes about how services are delivered. Some of these are outlined below.

### *The Health, Aged Care and Disability Service – new management arrangements*

Djabulukgu Association first assumed responsibility for the provision of Health, Aged Care and Disability services in 1998 as the ATSIC recognised service provider for the Kakadu region. The Commonwealth and NT Governments have provided continued funding to Djabulukgu in this regard. Most recently, due to growth in this area, Djabulukgu have restructured these services under the same arm, and employed a Health Services Manager, to oversee their operation, and to grow the services to meet the changing needs of the Aboriginal community in a structured and coordinated way. The team moved to a new location in April 2000. The future development of these services will be guided by Bininj through a newly formed Kakadu Health Advisory Panel

### *Aboriginal Health Top End Planning Study*

A recent study, funded by the Office of Aboriginal and Torres Strait Islander Health (OATSIH), has now been completed and provides some baseline data on health indicators. The study is known as The Aboriginal Health Top End Planning Study and was completed in January 2000. The study reviewed the need for improvement to health services across all Aboriginal communities in the north of the Northern Territory, including the Kakadu region. The final report outlines relative need for health services across all Top End communities.

### *Coordinated Health Care Trials*

The OATSIH is currently liaising with organisations in the region regarding Aboriginal health care services, and are supporting the community to investigate Health Board models based on recent successful trials at Katherine West and Tiwi Islands. The Kakadu region is in a position where it can benefit from the experience of these other Aboriginal communities who have developed their models over a 2-3 year period. The Djabulukgu Association Health Team is currently liaising with these and the Jawoyn community regarding different models, and is preparing itself by restructuring how services are delivered and establishing an Advisory Panel.

### *Focus on environment health issues*

Djabulukgu Association has overseen a multi-pronged strategy to address environment health issues for Bininj. This includes:

- (i) The introduction of preventative mechanisms, such as the Homemaker program (run through CDEP) which educates, trains and supports Bininj to minimise the risk of potential disease in their homes;
- (ii) Responsive services through the Health Team, which provides medical solutions to problems as they arise, and also offer general health education programs; and
- (iii) The establishment of a Health Advisory Panel through which communication between Bininj and Balanda can be improved, and provide a pro-active mechanism for Bininj on issues they identify as most important.

### *Establishment of Kakadu Health Advisory Panel*

A Health Advisory Panel for Kakadu is currently being established by the Health Services Team. This will provide an important mechanism for information and feedback between the Health Team and Bininj. See information box below.

## 6.4 Issues

Significant progress has been made in meeting KRSIS recommendations. As services have been established and refined, unmet needs have also been identified. One unmet need is the provision of facility based respite care.

### *Health Services Manager*

On-going funding for the position of a Health Services Manager remains unresolved. This position is critical for the successful operation of these local indigenous health services and funding issues need to be resolved quickly.

### *A facility-based respite service*

An outstanding issue, which is becoming more critical, is the need to have a facility-based respite centre for Bininj with high level support needs. Respite provides the opportunity for both the client and the carer to have a much-needed break, and can make the difference in sustaining an in-home support arrangement. This can prevent someone having to move into permanent or full-time care away from the home and their family. This would present a specific dilemma for Bininj as there are no such services (eg. nursing homes) available in Jabiru, therefore the person would have to go to Katherine or Darwin, a few hours away from their family. The new Health Services Manager will be investigating the establishment of a respite service in Jabiru, and will need to seek both capital funding for the provision of a suitable facility, as well as recurrent funding to pay for the operation of the service and its carers/staff. Respite support will be provided from the Health Services new office in Jabiru in the interim.

### *Improved outstation health facilities*

Another identified need is for permanent, yet simple, shelters at outstation from where the Health Team can operate. At present, the Health Team has to enter people's home, which is not always appropriate.

### *Women's Health Issues*

The new Health Services team (incorporating Aged Care and Health) will endeavour to build strong links with the Kakadu Family Resource Centre, to enable women's and children's health issues to be more effectively addressed. A representative from the Centre will be asked to participate on the new Health Advisory Panel.

### *Links between Health and Education*

The independent study undertaken into Indigenous Education in NT titled "Learning Lessons" clearly indicates that linkages between health and education could contribute to significant improvement for Aboriginal people. The most appropriate place for this to happen will be the Aboriginal Education Unit at the Jabiru Area School, as it would provide an avenue for increased contact with parents and families, and provide a mechanism for education about health issues.

## 6.5 Funding Sources

<i>Project:</i>	<i>Source:</i>	<i>Cash:</i>	<i>In-kind:</i>	<i>Total</i>
Aboriginal Health Top End Planning Study	ATSIC–OATSIH	\$300,000 (part thereof)		\$300,000 est
<b>TOTAL</b>				<b>\$300,000 est.</b>

Ongoing or recurrent funding for the Health Team is provided through Territory Health Services and through the Commonwealth Government CACP and HACC programs. This amounts to approximately \$335,000 per annum: approximately \$200,000 from THS, \$100,000 through CACP and \$35,000 through HACC.



**Plate 26** The Kakadu Health Services Aged & Disability Care Team – servicing outstation communities in the park



**Plate 27** CDEP Night Patrol Service – a new service in the Jabiru region

## **Health Services and Management (Djabulukgu Association)**

### **Aged Care Services**

Djabulukgu Association took over the responsibility for management and delivery of Aged Care Services from Gagudju Association in 1998. The service is funded by Territory Health Services, through the Home and Community Care (HACC) and Community Aged Care Package (CACP) programs. Both these programs are designed to assist people who have increasing support needs to be able to continue living in their own homes. The Aged Care Team currently provides these services to 30 people living in outstations across the Kakadu region. The actual nature of support is determined through consultation with the client, their family and the Health Team. 10 clients are supported under CACP and receive a higher level of support. Personal care and support is provided either by family members or through CDEP.

The Aged Care program offers the following services: daily meals; CDEP carers; laundry service; home help; shopping and delivery; personal care; trips to Jabiru for shopping or clinic visits etc; fishing and hunting trips; provision of essential items; purchasing of essential equipment as required; overnight care for people who need to go to Jabiru if they are too sick to return to their outstation.

### **The Health Team**

Funding for the Health Team is provided by Territory Health Services, and this funds a Doctor and two Aboriginal Health Workers. The Doctor and the Aboriginal Health Workers operate from Jabiru for three days of each week, and on the other two days, operate from outstations. The team provides primary and preventative health care

The Doctor is well respected for his approach to working directly with the community, and is committed to consulting with the Bininj community so that priorities for health services are determined by Bininj and result in appropriate service delivery. He believes that increased involvement of Bininj through participation on a Health Advisory Committee will assist the health team to provide services in a more culturally appropriate manner.

### **Establishment of a Kakadu Health Advisory Panel**

The Health Services Manager is currently establishing a Kakadu Region Health Advisory Panel to provide feedback to the Health Team on the effectiveness of health services for Bininj. Djabulukgu Association Committee of Management at its April 2000 meeting approved the concept of forming such a body. The Advisory Panel will be comprised of Bininj members only, and have 2 representatives from each Aboriginal Association and also the Family Resource Centre. It will provide an avenue to:

- improve day-to-day communication between the Health Team and Bininj;
- address policy issues relevant to the service and its future delivery;
- provide advice on health priorities and best or most culturally appropriate methods of service delivery;
- provide ongoing feedback and monitoring of outcomes; and
- consider the different models and merits of forming a Health Board.

This is considered to be a necessary forum for current health issues, and could form the basis of a future Health Board.

## 7. Gunbang (Alcohol)

### 7.1 KRSIS recommendations

- *Every effort is made to support the implementation of the Corporate Plan of the Gunbang Action Group. The Northern Territory Government should provide support for counselling and administrative support.*
- *Parks Australia North and the Liquor Commission consult with the Gunbang Action Group on all applications to establish permanent liquor outlets that have the potential to impact on the region.*

### 7.2 Responses

#### *Commonwealth government*

- Believes there is an urgent need for both Aboriginal and non-Aboriginal people of the region to tackle the issue as a community through controls on the availability of alcohol coupled with alcohol education and counselling services.
- Parks Australia North will support the implementation of the Corporate Plan of the Gunbang Action Group and consult with the Gunbang Action Group on liquor license applications.

#### *Northern Territory government*

- The Northern Territory Liquor Commission will continue to consult with the Gunbang Action Group on liquor licensing in and adjacent to the Region.
- The NT government's Living With Alcohol Program has provided \$70,000 as a contribution to salary, vehicle and operational costs of an alcohol counsellor for the Kakadu region (program to be delivered through Combined Aboriginal Alcohol Program Services [CAAPS])
- The NTG committed to considering submissions for support from the Gunbang Action Group

#### *Local community*

- Gunbang Action Group established (1995/96) and continues to implement its corporate plan developed following 'Gunbang or Ceremonies' report - commissioned 1996
- Under the terms of the Jabiluka mining agreement ERA will pay an indexed \$70 000 per annum for addressing alcohol issues – for use on projects such as employment of a counsellor, development of a community education plan and the establishment of a night patrol. Funds to be used at discretion of Bininj Working Committee.

### 7.3 Outcomes, achievements and progress

Alcohol (Gunbang) related issues are addressed locally through the Gunbang Action Group. This forum has membership from the majority of organisations in the region<sup>9</sup> and has a well developed Corporate Plan/Strategy. A coordinated and comprehensive strategy to address alcohol related issues in the region is in place. This is reflected by the following projects: a night patrol service, dry-out shelter, women's refuge and family violence strategy. These projects will complement the work of the region's CAAPS counsellor and greatly enhance the capacity of the community to address this issue of alcohol and its impacts.

#### *Kakadu Night Patrol Service*

Funds have been provided through the Northern Territory Government's Living with Alcohol program to establish a community-based Night Patrol service for the Kakadu region. The program, under the management of local indigenous people, aims to provide quality, community-based care for people affected by alcohol abuse.

A Co-ordinator and Team Leader have been employed, two vehicles purchased, and 20 CDEP participants have received requisite training (driving, first aid etc) for employment in Night Patrol service. A community information program has been undertaken by the Co-ordinator and Team Leader to inform the community of the purpose of the service, and how it will operate and establish a high profile for the service within the community. The service started in June 2000 and as part of this program a night shelter has also been established to provide overnight care for people affected by alcohol. The Night Shelter commenced operations in August 2000.

The service has been funded by the NT Living With Alcohol program and the Bininj Working Committee (which has provided \$140,000 for operational costs over the first two years of the service). See Information Box below.

#### *Indigenous Family Violence Strategy*

An application has been made for a grant from the Office of the Status of Women to fund an Indigenous Family Violence Strategy. This program would compliment the work of the CAAPS Counsellor, and together with the introduction of the Night Patrol Service and Women's Refuge, assist in providing a holistic approach to dealing with the impact of alcohol in the community. The grant would employ a counsellor to work directly with individuals within the community.

#### *Women's Refuge*

At the request of local Aboriginal women, negotiations are underway with NT Housing to secure funding through the Crisis Accommodation Program (CAP) for establishment of an Aboriginal women's/families refuge in Jabiru. An appropriate property has been secured through the Environmental Research Institute of the Supervising Scientist (*eriss*). *eriss* has also agreed to provide all required furniture and whitegoods. Verbal approval has already been received from NT Housing. Negotiations regarding on-going funding are continuing.

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<sup>9</sup> See Appendix Six.

## 7.4 Issues

A key issue as communicated by the new Night Patrol Co-ordinator and Team Leader, is the need to appreciate cultural issues and differences in dealing with alcohol harm minimisation strategies. The Night Patrol staff believe a key to the service working is that it be Bininj run and managed, and that there is appreciation of the need to talk to and inform Bininj about the role these projects will play in their community. The need to have both male and female workers / alcohol counsellors has been raised a number of times in the Gunbang Action Group meetings, and it is hoped that a positive outcome from the application for a Family Violence Grant will enable this to happen in Kakadu.

## 7.5 Funding Sources

*Confirmed:*

<i>Project:</i>	<i>Source:</i>	<i>Cash:</i>	<i>In-kind:</i>	<i>Total</i>
Night Patrol Service	NT Living with Alcohol. Bininj Working Committee	\$75,000 \$140,000		\$215,000
Dry Out Shelter	Gagudju Association	\$5,000	Rent waiver	\$ 5,000
Refuge	<i>eriss</i>		Furniture and whitegoods	
<b>TOTAL</b>		<b>\$220,000</b>		<b>\$220,000+</b>

*Pending:*

<i>Project:</i>	<i>Source:</i>	<i>Cash:</i>	<i>In-kind:</i>	<i>Total</i>
Women's Refuge (for 5 years)	NT Housing	\$ 44,771		\$44,771
Indigenous Family Violence Strategy (18 month program)	Office of the Status of Women	\$100,000		\$100,000
<b>TOTAL</b>		<b>\$144,771</b>		<b>\$144,771</b>

## Kakadu Region Night Patrol Service

A new 24 Hour Night Patrol Service (NPS) commenced operating in Kakadu in June 2000, servicing Jabiru and the surrounding outstations. The service is operated through Jabiru CDEP, with a governing committee comprised of Traditional Owners and members from all Aboriginal Associations in the region. The Service was initially identified by the Kakadu Gunbang Action Group as a much-needed service. The Action Group continues to support all such initiatives in the region designed to combat the effects and impacts of alcohol abuse.

Co-ordinator Valda Shannon and Team Leader Cyril McCartney, hope to do themselves out of a job within a year. They believe this is sufficient time for the Night Patrol workers (Bininj employed through CDEP) to gain the essential experience required to take on the supervisory roles. Valda and Cyril bring a wealth of experience to their position, both having established Night Patrol services in other Aboriginal communities in the Northern Territory.

The Night Patrol Service will be the first point of call in relation to alcohol related disturbances. The service will give individuals the chance to go voluntarily with the NPS staff to the dry-out shelter (also referred to as a diversionary centre). In situations where individuals refuse to go with the NPS, the police will be called. This gives the community, and the individual concerned some choice. It also gives the community a chance to manage this issue itself, through a service governed and operated by Bininj. Valda says this is what gives the services its *“real sense of community”*. Cyril commented *“this will only work if the community want it, it needs the support of the community to keep it working and successful”*.

State-of-the-art communication systems have been fitted in the two NPS vehicles, and this will ensure effective communication between the Night Patrol Staff, Police, Women’s Refuge, Dry out shelter and the general community. Staff uniforms have been designed by the staff and are already being seen around Kakadu.

The Kakadu Night Patrol Service provides an opportunity for Bininj to manage a service for their own community. It is a voluntary service and provides an opportunity to identify people with high level support needs. The NPS supports the development of good relationships within the community between the NPS and other related services (eg. women’s refuge, family violence strategy, police, health team, family resource centre etc). It is part of an integrated and coordinated strategy to address alcohol harm minimisation, with a strong and supportive culture for its workers.

The Team Leader has spent a lot of time consulting with the Bininj community about the role the NPS will play, and how it will operate. This has included community meetings at a number of outstation communities including Manaburduma, Mudginberri with Patonga/Jim Jim District where there was a vote of 100% support for the service.

In addition, there has been significant interest from CDEP participants to be employed in this service, and some may find it surprising that this interest has come mainly from women. At the end of April 17 people had been trained in First Aid, and 12 in CAAPS course in preparation. The training program for staff includes: driving; team development; use of radio communications; conflict resolution; understanding the effects of alcohol; occupational health and safety; clinic training and policy development. Debriefing will be offered to staff to assist them to deal with difficult or violent situations.

Source: Personal interviews with David Webb, Valda Shannon and Cyril McCartney

## 8. Sport and Recreation

### 8.1 KRSIS recommendations

- *the Northern Territory Government support the expansion of sporting and cultural activities in the Region*
- *Initiatives in the region promoting Aboriginal sport and recreation be encouraged and supported by the Northern Territory Government.*

### 8.2 Responses

#### *Commonwealth government*

- Supportive of initiatives to expand opportunities for sport and recreation in the Region.

#### *Northern Territory government*

- The Department of Sport and Recreation approved a grant of \$20 000 to Jabiru Town Council for on-going employment of an art and recreation officer.
- The Department of Sport and Recreation will look to expanding its support to the region through its Local Government and Indigenous Sport Program including advice, strategic planning community organisation development and coaching.

#### *Local community*

- JTC seeking to gain funding for expansion of sport and recreation programs managed by the JTC - unsuccessful to date.

### 8.3 Outcomes, achievements and progress

#### *Jabiru Town Council Arts and Recreation Program*

Jabiru Town Council run an Arts and Recreation Program, funded by the Department of Sports and Recreation. This provides funding for: a drop-in youth facility; Children's Christmas party; Children's activities; holiday programs; co-ordination of tournaments; provision of gymnasium and tennis courts and provision of children's playgroup equipment.

#### *Djabulukgu Sports and Recreation Program*

Djabulukgu Association has secured funds from ATSIC for the provision of a range of Sports and Recreation Programs. These will be in addition to the current Football and Women's basketball competitions. The Djabulukgu Association is also investigating the feasibility of bringing inter-community competition to Jabiru in future years. Djabulukgu is currently seeking capital funding to construct a full size football oval at Mudginberri outstation.

### *Kunbarllanjja Sports and Recreation programs*

A new Sports and Recreation Officer appointed at the Kunbarllanjja community is developing programs and identifying possible funding sources to further develop sport and recreation opportunities, particularly for young people in the community.

### *Kakadu Regional Sports Carnival*

Jabiru Town Council has assisted with the organisation of a local sports carnival featuring indigenous sporting activities.

## **8.4 Issues**

Issues relating to Sports and Recreation are addressed through the Aboriginal Education, Employment and Training Action Group, and are also a focus of the Jabiru Town Council and CDEP. Local communities show strong support for Football, and are excited about the possibility of a new oval being constructed at Madjinbardi, which would provide a top quality field for local and inter-community football matches. One outstanding need identified in a recent Action Group meeting was for the school to develop and run some structured sports programs to further encourage young Bininj to be involved in Sports and Recreation programs.

## **8.5 Funding sources**

<i>Project:</i>	<i>Source:</i>	<i>Cash:</i>	<i>In-kind:</i>	<i>Total</i>
Sports and Recreation programs for outstation residents	ATSIC	\$39,000		\$39,000
<b>TOTAL</b>		<b>\$39,000</b>		<b>\$39,000</b>

### *Pending:*

<i>Project:</i>	<i>Source:</i>	<i>Cash:</i>	<i>In-kind:</i>	<i>Total</i>
Casual Sports and Recreation Officer to manage outstation S&R programs	Dept. of Sports and Recreation (NT)	\$15,000		\$15,000
Construction of new sports oval at Madjinbardi	DSR	\$200,000		\$200,000
<b>TOTAL</b>		<b>\$215,000</b>		<b>\$215,000</b>

## ***Theme Two : Cultural Issues***

Since the KRSIS Implementation program began, progress has been made in response to the SAG recommendations in respect of the establishment of a Family Resource Centre, cultural maintenance activities and communications.

### **9. Women's Resource Centre**

#### **9.1 KRSIS recommendations**

The proposal for a Women's Resource Centre in Jabiru be supported and pursued in consultation with the senior traditional owner.

#### **9.2 Responses**

##### *Commonwealth government*

- Commonwealth acknowledges the need to ensure the development of a culturally appropriate Women's Resource Centre for the Kakadu region.
- Commonwealth agencies, including ATSIC, will consult with the Northern Territory Government to examine options for integrating this initiative with others, such as improved health care and servicing arrangements.

##### *Northern Territory government*

- The Office of Women's Policy will continue to liaise with the community and Commonwealth and Territory agencies with responsibility for implementing such proposals.

##### *Local community*

- ERA will provide, under the terms of the Jabiluka mining agreement, \$250,000 for establishment and a further \$100,000 pa for a Women's Resource Centre. Funding will be distributed according to directions of the Jabiluka Bininj Working Committee.

#### **9.3 Outcomes, achievements and progress**

##### *Establishment of Family Resource Centre in a permanent and appropriate facility*

The Kakadu Family Resource Centre (KFRC) has been operating out of an interim facility for some time in Jabiru. It provides a meeting place for Bininj women to come together and address issues relating to family well-being, health and education. It also presents a forum in which women can suggest and develop appropriate business enterprises such as arts and crafts. The Centre is managed through a Committee of Management, and employs a worker.

The Gagudju Association have offered the KFRC a peppercorn lease on an ideal permanent facility, the Daluk Daluk building, and negotiations are underway to finalise the lease arrangements.

## **9.4 Issues**

The Family Resource Centre provides an important meeting place for Bininj women, and an appropriate forum in which to address issues such as nutrition and good health for babies, young children and the general community. It also a place where women can interact and explore different economic opportunities, such as the establishment of an arts and crafts centre or sales. A permanent and adequate space in which to conduct these activities will greatly enhance the capacity of women in the region. The Centre also has an important role to play through its participation on the Health Advisory Panel, informing the Health Team and working with them to provide appropriate and effective health related intervention and prevention.

## 10. Ceremonies

### 10.1 KRSIS recommendations

Aboriginal associations in the Kakadu Region support and encourage participation in ceremonial activities by:

- seeking funding from the Aboriginal Benefit Trust Account and regional organisations for vehicles; and
- examining options for providing financial and in-kind support to individuals to participate in ceremonial activities.

### 10.2 Responses

#### *Commonwealth government*

- Acknowledges that maintenance of Aboriginal culture and law is important for Aboriginal families and communities in the region. Responsibility for this lies with Aboriginal people and their associations.
- If requested, the Commonwealth will, within the capacity of its agencies in the region assist participation in ceremonial activities (for example, through the use of flexible working arrangements for its employees).

#### *Northern Territory government*

- The Territory notes that the maintenance of language and culture is essentially a responsibility of Aboriginal people themselves.
- Territory agencies, such as the Department of Museums and the Arts and the Aboriginal Areas Protection Authority, will continue cooperation with Commonwealth agencies and Aboriginal clan groups with the preservation of rock art sites and other sites of significance.

#### *Local community*

- Local Aboriginal Associations & staff of the NLC have discussed the need to clarify responsibilities for providing assistance for funerals and associated ceremonies.

### 10.3 Issues

The NLC have successfully sought funding from the Aboriginal Benefits Account of \$2,000 per person for cultural maintenance activities. Reimbursement will be available through ATSIC.

Employers in the region provide flexible working arrangements and support their Bininj employees to be able to attend ceremonial activities.

# 11. Communication

## 11.1 KRSIS recommendations

- Existing institutional communications barriers should be removed
- When there is negotiation towards a legally binding agreement there should be a requirement for a nominated formal negotiator
- All organisations in the Region develop and implement communications strategies, and report annually on performance
- the major employers in the Region, in consultation with the Northern Territory University, establish regular cross cultural training, obligatory for all employees and available to all residents in the Region
- all major employers in the Region develop a standard information package to be provided to all potential employees explaining the responsibilities and benefits of working and living in the Kakadu Region
- Jabiru Town Council introduces mechanisms to recognise Aboriginal people and their culture foster communications and develop community attitudes, which reflect and promote the cultural heritage of the region. These mechanisms may include:
  - *an Aboriginal liaison committee, with Aboriginal and non-Aboriginal representatives who are resident in the Region;*
  - *an introductory function and information package for all new residents*
- Aboriginal participation in the Region (eg. consultation over employment agreements), where possible, be through development of regional policies to minimise excessive burden individual consultation would place on Aboriginal people
- the NLC develop a manual on best practice communication with Aboriginal people of the Kakadu Region.

## 11.2 Responses

### *Commonwealth government*

- Commonwealth agencies in the region will seek to improve their communication strategies and ensure any inappropriate legislative and institutional barriers that prevent effective communications are removed
- Parks Australia and *eriss* will further develop and implement effective and accountable communication strategies that include regular cross-cultural training for all employees. Activities to be reported on an annual basis.
- Parks Australia and *eriss* to promote the value of cross cultural training for all employees and residents in the Region and work with other employers in the Region to develop acceptable communication strategies and information packages

#### *Northern Territory government*

- The Office of Aboriginal Development will promulgate among Territory agencies any communication strategies and protocols developed in the Region.

#### *Local community*

- ERA to implement cross cultural training for all staff.

### **11.3 Outcomes, achievements and progress**

#### *eriss Aboriginal Communications Unit*

An Aboriginal Communications Unit (ACU) was established with the appointment of a Manager and Officer in March 2000. The ACU is responsible for the development of an Employment and Training program within *eriss* aimed at involving Traditional Owners in the research work *eriss* conducts on their land. Implementation of this plan commenced in June 2000. *eriss* has also developed communication strategies to ensure that the results of their research are distributed to all affected parties. They are currently developing policies that will ensure that communication with Traditional Owners and Affected Aboriginals is a key and compulsory component of every project they undertake.

#### *Cross cultural training*

Cross cultural training is compulsory for all employees of PAN, *eriss*, ERA and Jabiru Area School, with some local employers requiring their staff to undertake the training on an annual basis. The NLC participate and monitor ERA induction training, and support and utilise the Senior Bininj Panel as a conduit for community consultation.

#### *NLC communications manual*

The NLC are currently investigating the development of a best-practise manual for communication with Bininj. They have sought funding for this and expect it will flow from current negotiations on Section 44. The NLC intend to provide a free-call information service for Bininj, in language, and this should commence in early 2000/01. NLC are very supportive of the Interpreter Training for this reason.

#### *Interpreter Service for Kakadu*

In order to improve communication between Bininj and Balanda, and assist in removing legislative and institutional barriers to effective communications, the Kakadu community have investigated the possibility of establishing an Interpreter Service. This service would greatly enhance communication between the two groups, as many Bininj do not speak English, or speak it as their second or third language, which limits their capacity to participate in English speaking forums. This is particularly critical where Bininj are involved in complex legal negotiations, such as those related to mining. Employer groups in Kakadu (Parks Australia North, Djabulukgu, NLC, Jabiru Town Council etc) strongly support the proposal to establish an Interpreter Service in Jabiru. They report that where interpreters have been present at meetings, the level of participation by Bininj is significant, as opposed to where meetings are held only in English.

In order to progress this concept, an information session was held in Jabiru on March 28, 2000 for Bininj and employers to hear about the structure and content of the Diploma of Interpreting that is run through Bachelor College. A number of Bininj and employers attended the session and have indicated their interest in registering for the course. The Diploma takes a year to complete, with one study week each month which will be held in Jabiru. Two of these sessions will be held outside Jabiru; one in Bachelor and one in Darwin. Feedback from Bachelor College indicates that this is the first time that an approach has been made by employer groups. This course is only available to Bininj, and would ultimately provide a flexible employment option for those who complete the course and gain accreditation and registration. In addition, the Northern Territory Government has recently established an Aboriginal Interpreter Service, operating through the Chief Minister's Office. The Commonwealth Government has provided funding of \$800,000 for this purpose.

#### 11.4 Funding sources

<i>Project:</i>	<i>Source:</i>	<i>Cash:</i>	<i>In-kind:</i>	<i>Total</i>
Cross Cultural training <i>eriss</i>	<i>eriss</i>	\$4,000 p/a		\$8,000 (over 2 years)
<i>eriss</i> Aboriginal Communication Unit	<i>eriss</i>	\$130,000	Office and admin costs	\$130,000+
PAN Cross Cultural Training	PAN	\$3,500 p/a		\$7,000 (over 2 years)
Agency Awareness Course	ATSIC	\$18,000		\$18,000
Establishing a Jabiru Interpreter Service	Funding sources being investigated	TBA		TBA
<b>TOTAL</b>		<b>\$155,500</b>		<b>\$163,000</b>

## *Theme Three : Economic Development*

This section of the report deals with the specific recommendations on the development of a strategic economic development plan. However it should be noted that for Bininj people to benefit economically from any development in the region significant advances will need to be made in such areas as education and health before the continuing impoverishment of Bininj can be turned around.

## **12. Economic Futures**

### **12.1 KRSIS recommendations**

- *NLC facilitates a comprehensive Aboriginal economic development plan that strategically assesses economic options on behalf of Aboriginal interests in the Region.*
- *mechanisms are established to take advantage of regional commercial opportunities where Aboriginal interests hold concessions and/or a competitive edge*
- *the crucial role played by the royalty vehicles to economic growth is recognized, monitored and supported.*

### **12.2 Responses**

#### *Commonwealth government*

- The Commonwealth, through ATSIC and Parks Australia, will participate in the development of a strategic economic development plan by the Northern Land Council and in investigating mechanisms to enable the Aboriginal people of Kakadu to take best advantage of commercial opportunities in the Region.
- The Kakadu Plan of Management includes a commitment to the preparation of a tourist strategy for Kakadu which highlights areas where Aboriginal interests could be involved.

#### *Northern Territory government*

- The Territory supports the recommendation to develop a comprehensive Aboriginal economic development plan by the Northern Land Council and will make available the data contained in the recently completed Darwin Rural Region Economic Development Strategy.
- The Regional Economic Development Committee proposed in the Darwin Rural Region Economic Strategy might be well placed to support economic development in the Kakadu Region.

### *Local community*

- Jabiru Town Council has offered their Jabiru Tourism Development Plan to assist with exploring business opportunities

## **12.3 Outcomes, achievements and progress**

### *Bininj Economic Development Strategy*

The KRSIS recommended that the Northern Land Council facilitate the development of a comprehensive economic development plan focusing on Aboriginal interests in the region. KRSIS project staff assisted the NLC in the development of a submission for ATSIC funding for this strategy. The project intends to identify and assess possible economic scenarios over the next 20 year period for the Kakadu region – including mining/no mining, parks management and tourism. It is expected it will provide an assessment of the tourism economy and realistic development opportunities. The project will include broad consultation with Bininj and lead directly to the establishment of Bininj businesses and employment opportunities.

A Steering Committee for the project has been established to develop Terms of Reference and oversee and guide the project. The Committee has a majority of Bininj members, with representatives from each of the four Aboriginal organisations, NLC and Parks. The first meeting was held in April 2000, and the anticipated date for commencement of the consultancy is early 2001.

ATSIC has recently confirmed their financial support for the study and Parks Australia has also committed to supporting the project.

## **12.4 Funding sources**

*Pending:*

<i>Project:</i>	<i>Source:</i>	<i>Cash:</i>	<i>In-kind:</i>	<i>Total</i>
Bininj Economic Development Strategy	ATSIC	\$33,000		\$33,000
	Parks Australia North	\$30,000		\$30,000
	NLC		\$14,500	\$14,500
<b>TOTAL</b>		<b>\$63,000</b>	<b>\$14,500</b>	<b>\$77,500</b>

## 13. Business Development

### 13.1 KRSIS recommendations

- *Existing Aboriginal royalty associations in the Kakadu Region consider options to jointly establish an Aboriginal Development Corporation to assist in the identification and establishment of business*
- *In assessing the viability of businesses, long-term commercial viability be given precedence over immediate employment or income returns. Options for joint venturing, with appropriate buy-back options, could be considered, and both community and individual businesses need to be facilitated;*
- *The long term benefits and costs of establishing businesses be thoroughly communicated through education programs to Aboriginal people in the Region, especially in terms of potential for inter-generational economic betterment.*

### 13.2 Responses

#### *Commonwealth government*

- The Commonwealth will assist Aboriginal organisations in the Region to undertake a coordinated investigation of the opportunities for Aboriginal business enterprises in the Region, and will encourage the Northern Territory Government to provide similar assistance.

#### *Northern Territory government*

- The Territory strongly supports the concept of an Aboriginal Development Corporation but notes there are several conditions precedent such as the resolution of disputes and the development of a comprehensive economic development plan.
- The Territory, through the Department of Industry and Small Business and the Office of Aboriginal Development, will provide advice and in-kind assistance to establish such a Corporation and facilitate contact with 'business incubator' type schemes operating elsewhere.

#### *Local community*

- Under the Jabiluka mining agreement ERA committed to supporting local Aboriginal businesses including establishing a fund for supporting local Aboriginal business.

### 13.3 Outcomes, achievements and progress

#### *Djabulukgu Association business enterprises*

Djabulukgu already own and operate a number of businesses. These include:

- Jabiru Caravan Park / Old Contractors Camp;
- Marrawuddi Gallery at the Bowali Visitor Centre, selling Bininj arts and crafts and other products;

- Anmak Anme café, at the Bowali Visitor Centre;
- Public Contact Officers contract at the Bowali Visitor Centre;
- Guluyambi East Alligator Cruises.

#### *Gagudju Association business enterprises*

The Commonwealth-funded Commercial Development Corporation provided an investment of \$7million last year to support Gagudju Association investments in a number of indigenous owned enterprises in the Kakadu region. These enterprises provide employment opportunities for Bininj as well as economic returns. These include:

- Crocodile Hotel;
- Coinda Lodge;
- Warradjan Cultural Centre; and
- Yellow Waters Cruise.

#### *CDEP commercial enterprises*

The Jabiru CDEP also runs a number of commercial programs, providing contract services for other parties in Jabiru. The Jabiru Town Council is currently considering entering into new contracts with CDEP for recycling and housing inspection/maintenance. The income received as a result of these businesses enables the CDEP to offer additional work opportunities to CDEP participants (ie. up to an additional 18 hours per week).

## 14. Mining and Tourism Moneys

### 14.1 KRSIS recommendations

- *a narrow definition of the area affected for the Ranger mine is inappropriate and should be reviewed immediately by the Northern Land Council. The parameters of the KRSIS indicate the area affected is at least as wide as Kakadu National Park stages 1 and 2. The parliamentary intent explicitly aims to ensure that the area affected moneys (statutory royalty equivalents) are widely available to and for the benefit of traditional owners and residents of areas affected. The area-affected moneys are not earmarked exclusively for the traditional owners of a mine area. Traditional owners should have primacy over decision-making that may impact on their land, while recognising that this is different to decisions on areas affected moneys which are directed to the whole community.*
- *mechanisms are developed to stabilise the incomes of Aboriginal organisations in areas affected, especially when such income is used for commercial purposes*
- *the inequity of the royalty distribution in the Ranger Agreement be addressed as a matter of urgency; existing potential inequities in any extension of the Ranger Agreement beyond the year 2000 and in the Pancontinental Agreement, if Jabiluka proceeds, should be rectified*
- *Consideration be given to addressing the intended purposes of areas affected payments. In particular attention should be applied to community purposes or to individuals; whether the existing 40/30/30 formula is equitable given different financial provisions in other post-land rights mining agreements; how area affected should be defined; and how existing mechanisms to reduce disputation of mining moneys need to be improved;*
- *the Northern Land Council assesses the application of moneys paid for the lease of Kakadu National Park by Parks Australia North. Traditional owners, through the Northern Land Council should be encouraged to consider community benefit in the use of funds; and*
- *an ongoing education program is instigated to address awareness and understanding by Aboriginal people of economic flows in the region, including information about financial strategies at the individual and family level.*

### 14.2 Responses

#### *Commonwealth government*

- The Commonwealth is considering the KRSIS recommendations in the negotiations for extending the Ranger authority beyond the year 2000;
- The current review of the *Aboriginal Land Rights (Northern Territory) Act 1976* is the appropriate forum for consideration of the issues surrounding the distribution of mining moneys.

#### *Northern Territory government*

- The Territory agrees the definition of area affected requires urgent review. The Territory notes that the report of review of the Land Rights Act contains a comprehensive analysis of the nature and application of mining and tourism moneys as well as recommendations that should be pursued.

### 14.3 Issues

As with the other KRSIS issues of Governance, Service Provision and Political Futures, financial relationships are strongly related to statutory arrangements in the region, in particular those relating to the distribution of financial benefits arising from different land uses in the region. Resolution of issues relating to the distribution of such monies will take some time and are expected to be addressed by governments through the review of the *Aboriginal Land Rights (Northern Territory) Act 1976*.

In respect of this review the most pressing and long overdue reform necessary is that relating to the existing accountability provisions applying to Royalty Associations. The well-publicised problems suffered by the Gagudju Association (in the mid 1990's) are a case study for the completely inadequate nature of the existing provisions. The members and executive of the Gagudju Association who have been poorly served at times by their past administration are real victims of the continuing failure to address this long-standing problem.

While the management of the Association has now been turned around it will take a long time before the Association can recover all lost ground - if it can do so at all. The Chair of the KRSIS Implementation Team has written to the Minister for Aboriginal and Torres Strait Islander Affairs proposing that as part of the solution the Royalty Associations should be placed under the same external scrutiny provisions of the *Commonwealth Authorities and Companies Act 1997* as the Land Councils themselves.

## 15. Funding Substitution

### 15.1 KRSIS Recommendations

Governments ensure there is further investigation of the issue of funding substitution, and action is taken if appropriate. This relates to the issue of government responsibility for the provision of essential services where communities have access to significant income, eg. through mining royalties.

### 15.2 Responses

#### *Commonwealth government*

- The Commonwealth notes that the KRSIS found that Aboriginal people in the Kakadu region may not be much better off than people in regions where there are no funds derived from mining and tourism. The Commonwealth notes the conclusion that this is possibly attributable to an unintentional substitution of mining and tourism incomes for monies from governments that are intended for social welfare and service. The Government agrees that the receipt of monies by Aboriginal people in compensation for mining and tourism on their lands should not be used by governments as an excuse for not providing payments (including social welfare entitlements) that are available as a right to any citizen.
- The Commonwealth will seek the cooperation of the Northern Territory government in investigating the issue of funding substitution. This is also seen as a priority issue for the Implementation Team.

#### *Northern Territory government*

- The Northern Territory Government does not believe there is substitution through its programs because of revenue to the Aboriginal people in the Region sourced from mining and tourism.
- There are problems associated with program demarcation with Commonwealth agencies, and in particular with the Aboriginal and Torres Strait Islander Commission (ATSIC), in relation to outstation communities.
- The Territory notes that pre-eminent role adopted by ATSIC in relation to establishing outstations and funding of outstation resource agencies. Nevertheless, the Territory is prepared to cooperate with any investigation into the issue through the proposed Implementation Team.

#### *Local community*

- Nil to report.

### 15.3 Issues

The implementation of the governments' response to the KRSIS recommendations has been a necessary prerequisite to the Commonwealth and NTG consideration of funding substitution. The KRSIS process has served to clarify many of the issues related to funding substitution

through identifying government funding sources and outputs. The Commonwealth and NT Government are now in a position to consider whether in the light of KRSIS there is a funding substitution issue in the region. The capacity to do this will be enhanced by outcomes of the Bininj Economic Development Strategy which will also address this issue.

## ***Theme Four : Recognition and Empowerment***

The KRSIS process through its consultation with Bininj in pursuit of its objectives and meetings of the Bininj controlled Implementation Team has directly assisted in the process of recognition and empowerment for Bininj. The Bininj members of the team were responsible for establishing the priorities for KRSIS implementation and consulting directly through that process with service providers in both the public and private sectors.

### **16. The Future of Jabiru**

#### **16.1 KRSIS recommendations**

*Acknowledged importance of recognising Jabiru as Aboriginal land and the corresponding need to safeguard existing commercial interests.*

*A community consultation program be established to:*

- *provide information on governance options/arrangements*
- *develop a vision for Jabiru and the region*
- *discuss options for achieving Aboriginal ownership of land in Jabiru/extension of head-lease*

#### **16.2 Responses**

*Commonwealth government*

- Support in principle, seek cooperation of NT to joint sponsor a consultation program. Parks Australia to lead initial Commonwealth discussions.

*Northern Territory government*

- Does not support Aboriginal ownership of land in Jabiru via Aboriginal Land Rights (Northern Territory) Act. Notes that native title application to be determined.

*Local community*

- Mirrar Gundjehmi lodge native title claim over Jabiru lease area – September 1997.

## 16.3 Issues

Consultations regarding Jabiru have been undertaken in a number of forums:

### *Kakadu Board of Management*

Jabiru township is located within Kakadu National Park and as a consequence is subject to the provisions of the Kakadu Plan of Management which is prepared jointly by the Kakadu Board of Management (with a majority of Aboriginal members) and Parks Australia North. The fourth Kakadu National Park Plan of Management requires that Jabiru develop in an orderly manner consistent with the wishes of Aboriginal people in the Kakadu region. At its meeting in June 2000 the Kakadu National Park Board of Management deferred further consideration of issues relating to the future of Jabiru pending discussions between the Director of National Parks and Wildlife and the Mirrar people about the future of Jabiru.

The Director met with Ms Yvonne Margarula and staff of the Gundjehmi Aboriginal Corporation in October 2000 for preliminary discussions about Mirrar interests in relation to Jabiru.

### *Jabiru Town Council*

While the Park Board of Management provides for Aboriginal oversight of Jabiru's development, day to day involvement with the management of the town is through the Jabiru Town Council. While there is an opportunity for Aboriginal representation on the Council, this has been minimal in the past. The Jabiru Town Council seeks to find ways of increasing Aboriginal involvement in the planning and management of Jabiru •

### *Native title claim*

In October 1997 the National Native Title Tribunal accepted a claim by the Mirrar people (under the provisions of the *Native Title Act 1993*) over the township of Jabiru.

The native title claim will be resolved through either mediation between the claimants and other parties affected by the claim or by testing of the claim through the Australian legal system. No timetable has yet been established for resolution of Native Title issues.

Further consideration of native title issues has been deferred pending re-negotiation of (between the Commonwealth and the NLC) of the mining agreement for the Ranger uranium mine. The NLC has sought to include issues relating to Jabiru in the review of the mining agreement.

### *Review of the Ranger mining agreement*

Aboriginal aspirations regarding Jabiru have also been raised in the context of re-negotiation, with the Commonwealth, of the agreement that permits mining at the Ranger Uranium Mine. These negotiations may provide a forum for resolution of some issues relating to the future of Jabiru. The Commonwealth is currently waiting for formal advice from the Northern Land Council that they are ready to resume these negotiations •

## 17. Governance and Service Provision

### 17.1 KRSIS recommendations

- *Governments ensure that further investigation and consultation undertaken prior to solutions being decided and implemented.*

The KRSIS Study Advisory Group recognised that the issue of governance and service provision was “unfinished business” and required further consideration before incorporation into the Community Action Plan. The SAG reported that governance is complex and confusing and that despite the multiple layers giving an appearance of over-governance, service provision for many Aboriginal people is sub standard. The SAG found: “this extreme complexity has caused disempowerment and disconnection; people do not know or have an understandable link to who makes decisions or who provides services”.

### 17.2 Responses

#### *Commonwealth government*

- Will initiate discussions with the NT government to ensure issues of governance and service provision are fully explored, including consultation with local communities.
- Notes that the KRSIS Implementation Team should address these issues as a priority.

#### *Northern Territory government*

- Will participate in discussions that lead to more effective arrangements for coordination, rationalisation and efficiency of service delivery in the region.
- NTG undertaking a review of local government arrangements - suggests Kakadu issues can be reviewed in this context

#### *Local community*

- Djabulukgu Association has taken over management of Health Team, outstation servicing. Combined with management of CDEP, it will become the major service delivery organisation in Kakadu region.
- Gundjehmi Aboriginal Corporation has separately proposed establishment of a new regional organisation; the Alligator Rivers Region Resource Agency. Gundjehmi sponsored meeting to facilitate establishment of new organisation.

### 17.3 Issues

The Commonwealth Government has recognised the fundamental importance of involving communities in any decisions regarding changes to governance and service delivery arrangements. Consultation with local organisations regarding these issues has been integral to the implementation of KRSIS.

The region has a complex organisational environment involving government agencies, Aboriginal Associations/organisations, non-Aboriginal organisations and various committees or decision-making forums. While these institutional arrangements provide opportunities for

community involvement in decision-making, the complex web of organisations can reduce the potential for empowerment and create inefficiencies in service delivery.

It was clear from the consultation undertaken for KRSIS implementation that this complex environment is not well understood by people in the region. As communities increasingly understand the roles and responsibilities of existing organisations they are more able to make and communicate an informed position on future service delivery and governance structures. Hence the provision of a training course for Bininj in June 1999, for Bininj who sit on Boards or Committees of Management. This course, called “Agency Awareness”, received a positive response from participants.

KRSIS has served as a vehicle for increasing the understanding of governance and service delivery arrangements for Kakadu. As part of the KRSIS implementation process, there have been extensive consultations between the Commonwealth and Northern Territory Governments and local organisations on how to make improvements to service delivery. This has resulted in a coordinated approach to program delivery, with Aboriginal involvement at every level of design and implementation, that provides the impetus for sustained improvement.

At the local level, the Djabulukgu Association have established the Kakadu Outstation Resources Trust Association in 1999, largely for strategic reasons (ie. sales tax exemption) but it has also had the effect of separating the service delivery function of this organisation from its commercial activities. There are currently 2 registered trustees, but it has been resolved to invite nominations for other trustees representing a broader section of the Bininj community eg. Gagudju, Minitja, Gundjehmi, Kakadu Health Team etc. It is envisaged that it will operate in a similar way to the Kakadu Board of Management.

## 18. Political Futures

### 18.1 KRSIS recommendations

- *the Northern Land Council continues to attempt to resolve the current dispute between the Gagudju Association and the Gundjehmi Aboriginal Corporation as a priority for the Kakadu Region;*
- *notwithstanding the key significance of traditional ownership and clan-based decision making in the Region, there is a need for principles of coordination, rationalisation and efficiency to guide regional service provision and financial resource management;*
- *the regional initiatives to establish joint approaches through community action groups to deal with a range of issues including alcohol abuse, housing and infrastructure needs and employment and training are applauded. Such joint Aboriginal/non-Aboriginal collaborations and actions must be effectively maintained.*

### 18.2 Responses

#### *Commonwealth government*

- The Commonwealth accepts that there is a need for coordination, rationalisation and efficiency to guide regional service provision and financial resource management and notes that the Northern Land Council is seeking to resolve disputes regarding the distribution of mining monies between Aboriginal royalty-receiving Associations in the region.
- Relevant Commonwealth agencies will consult with the Northern Territory Government to ensure that the issues of alcohol abuse, housing and infrastructure needs, and the lack of employment and training are addressed, and that where effective Regional initiatives are addressing these issues, that they continue.

#### *Northern Territory government*

- The Territory notes the statutory responsibility of the Northern Land Council to resolve disputes between groups in its region. Further, the Territory notes that the issue of the narrow definition of the area affected by Ranger (considered in ‘Mining and Tourism moneys’) is critical to this resolution.
- There is a need to clarify, including by contractual relationships, the roles and responsibilities of Aboriginal organisations, the Jabiru Town Council and government service delivery agencies.
- The Territory will cooperate with the Commonwealth, the Northern Land Council and other stakeholders in the proposed Implementation Team to develop more effective regional arrangements.

### *Local community*

- Local community groups; the Gunbang Action Group, Kakadu Housing and Infrastructure Group and the Kakadu Education, Employment and Training Groups continue to meet to develop strategies for improving social outcomes for Aboriginal people in the region.

## **18.3 Issues**

The political structure in the region stems in large part from roles and responsibilities defined under Commonwealth and Northern Territory legislation. The Northern Land Council (NLC) is a statutory authority established under the *Aboriginal Land Rights (Northern Territory) Act 1976* and has responsibilities arising from that legislation for representing traditional owners in land-use decisions, including those such as mining that generate financial benefits. The NLC is directly funded by a share of statutory royalty equivalents, and also determines how the “Aboriginals affected” share of these statutory royalty equivalents is distributed to Aboriginal royalty associations. Most Aboriginal associations are incorporated under Northern Territory or Commonwealth legislation and have accountability requirements arising from these.

Over the past few years there have been escalating tensions in the region in relation to resource development on Aboriginal land, and the flow of benefits from existing and proposed resource developments to Aboriginal people and organisations. These political tensions have diverted attention away from the broader issues of governance and service provision.

The complexity of the current organisational structure reflects these tensions and is in large part entrenched through the legal and financial arrangements outlined above. It is evident that any rationalisation has to occur over the longer term and must involve the NLC as the lead player. The NLC and other key stakeholders in the region are acutely aware of the need to resolve current political tensions and are actively involved in consultation with the community to address the matter. During the KRSIS implementation process the Commonwealth has actively encouraged this process.

Final resolution will require commitment from all players. There is a significant degree of activity in progress at this time in relation to these issues. The Djabuluku and Gagudju Associations have written to the NLC expressing their strong objections to the continuation of the existing funding arrangements in respect of “Aboriginals affected” money being administered through the Gundjehmi Corporation. A request was made to the Northern Land Council from senior affected Traditional Owners to review the existing arrangements. At the last full Council meeting of the NLC a resolution was carried that the NLC establish a working group of West Arnhem regional councillors to carry out the review. The working group was set up under the leadership of Northern Land Council Deputy Chair, Mary Yamirr, and has already begun its work.

## 19. Monitoring

### 19.1 KRSIS recommendations

- *As soon as the KRSIS Implementation process begins, a Social Impact Monitoring Program is initiated in the Kakadu region. This Program to ensure independent assessment and oversighting of implementation of recommendations, action research and ongoing analysis of social change in the region*
- *The Research and Monitoring Program be overseen by an independently serviced Aboriginal Committee with appropriate representation from all regional interests: it be ongoing and co-funded by the Commonwealth and Northern Territory Governments; with a review every three years*
- *The Research and Monitoring Program is undertaken by a small team of professionals working closely with the Implementation Team*
- *the Research and Monitoring team is either a newly-created independent body, or is housed in existing government organisation, and the funding implications of both options should be considered by the funding agencies; and*
- *whichever option is taken, the independence of Research and Monitoring Program and its accountability to the region, via the Aboriginal Committee and to the Commonwealth and Northern Territory Governments is legally assured*

### 19.2 Responses

#### *Commonwealth government*

- Supports establishment of a new Social Impact Research and Monitoring Program in the region subject to further consultation on the form and funding of the proposed program.
- The Commonwealth, through the KRSIS Implementation Team, will initiate discussion with the Region's community, the Northern Land Council, the Northern Territory Government, and Energy Resources of Australia to determine the most appropriate organization to carry out the Program and the appropriate funding arrangements.

#### *Northern Territory government*

- While the Territory agrees in principle to ongoing social impact monitoring in the Kakadu Region. The Territory would look to the Implementation Team to present detailed options and models, including costings, for consideration by the key stakeholders;
- In the interim, the Territory will make available to the Implementation Team and stakeholders any relevant social and economic data subject to confidentiality provisions in relation to health data

#### *Local community*

- A Jabiluka Social Impact Monitoring Committee (comprising up to 5 'Aboriginals Affected') to be established (on request of ERA) under the provisions of the Jabiluka mining agreement.

- 3 members to be nominated by traditional owners (through the NLC), one to be nominated by 'Affected Aboriginals' (through the NLC) and one member to be nominated by the Jabiluka Bininj Working Committee.
- ERA committed to funding of \$315,000 for establishment (in year 1) and \$100,000 pa after year 1 for operating and research costs.

### **19.3 Issues**

A Social Impact Monitoring Committee is expected to be established as a result of re-negotiation of the Section 44 agreement with the Commonwealth permitting mining at the Ranger Uranium Mine. Negotiations are continuing, and an outcome is expected by early 2001.

# Appendices

## Appendix One – KRSIS Study Advisory Group members

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## **Appendix Two – KRSIS Aboriginal Project Committee Members**

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Jacqui Katona (Deputy Chair)

Gundjehmi Aboriginal Corporation

Jesse Alderson

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Bunitj clan

Valerie Balmoore

Djabulukgu Association

May Nango

Mirrar clan

Nida Mangarnbarr

Mirrar clan

Jeffery Lee

Djok clan

Jacob Nayinggul

Northern Land Council (proxy Ronald Dirdi)

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Kakadu Health Team and resident of Manaburduma

Mark Djandjomerr

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NaBadmardi

Culture

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## **Appendix Six – Kakadu Gunbang Action Group members**

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Ralph Blyth

ERA

Lynette Miller

Jabiru Health Team

Del Hunter

Liam Maher

Djabulukgu Association

Vacant

Kakadu Board of Management

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Valda Shannon

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Laurie Nadjerrick

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