# Foreword

In April 2002, the Council of Australian Governments (COAG) commissioned the Review of Commonwealth/State Service Provision to prepare a regular report on key indicators of Indigenous disadvantage. This is an important initiative for Indigenous people and for Australia. It will enable hitherto disparate information to be brought together and built on, within a framework that will help demonstrate the impact of government policies and programmes on outcomes for Indigenous people, and identify where more work needs to be done.

The Steering Committee for the Review, assisted by a special Working Group, developed a draft reporting framework for consultative purposes. The approach, which has a strategic focus, drew on valuable work previously undertaken by the Ministerial Council for Aboriginal and Torres-Strait Islander Affairs (MCATSIA).

Consultations on the draft framework were wide-ranging, including Indigenous leaders, organisations and communities across the country, as well as governments and academic researchers.

This report records the comments and suggestions of those consulted. Readers will observe that while there were some common themes — and, in particular, widespread support for the exercise and the general approach being proposed — there were diverse and even divergent views in some areas. This was to be expected, and welcomed. It has provided a rich basis for further discussion and led to significant further improvements in the reporting framework.

On behalf of the Steering Committee, I would like to thank everyone who responded to the draft framework and gave so generously of their time.

Once the framework is finalised and endorsed by COAG, the Review will work towards producing a first report for public release towards the end of the year.

Gary Banks
Chairman

May 2003

# Contents


**Foreword** **III**

**Contents** **V**

**Acronyms and Abbreviations** **VII**

**1 Introduction** **1**

**2 Response to the draft framework and suggestions for improvement** **3**

**3 Comments on indicators** **29**

Headline indicators 29

Strategic areas for action and strategic change indicators 44

**A Draft framework for reporting on Indigenous disadvantage — request for comment** **67**

**B People and organisations consulted on draft framework for reporting on Indigenous disadvantage** **83**

# Acronyms and Abbreviations

| | |
|---|---|
| ABS | Australian Bureau of Statistics |
| ACT | Australian Capital Territory |
| AIATSIS | Australian Institute of Aboriginal and Torres Strait Islander Studies |
| AIHW | Australian Institute of Health and Welfare |
| ANU | Australian National University |
| ASIC | Australian Securities and Investments Commission |
| ATSIC | Aboriginal and Torres Strait Islander Commission |
| CAEPR | Centre for Aboriginal Economic Policy Research at the Australian National University |
| CDEP | Community Development Employment Projects |
| CEO | Chief Executive Officer |
| CHINS | Community Housing and Infrastructure Needs Survey |
| COAG | Council of Australian Governments |
| CRISP | Crime Reporting System for Police (Qld) |
| CSHA | Commonwealth State Housing Agreement |
| DEST | Department of Education, Science and Training (Commonwealth) |
| EFTPOS | Electronic funds transfer at point of sale |
| GP | General practitioner |
| HMAC SCIH | Housing Ministers' Advisory Council Standing Committee on Indigenous Housing |
| HREOC | Human Rights and Equal Opportunity Commission |
| ISS | Indigenous Social Survey |
| MCATSIA | Ministerial Council for Aboriginal and Torres Strait Islander Affairs |
| MOU | Memorandum of understanding |

| | |
|---|---|
| NACCHO | National Aboriginal Community Controlled Health Organisation |
| NAIDOC | National Aboriginal and Islander Day Observance Committee |
| NATSIS | National Aboriginal and Torres Strait Islander Survey |
| NIHIIC | National Indigenous Housing Information Implementation Committee |
| NPIATSIH | National Performance Indicators for Aboriginal and Torres Strait Islander Health |
| NSW | New South Wales |
| NT | Northern Territory |
| NTCE | Northern Territory Certificate of Education |
| OATSIH | Office of Aboriginal and Torres Strait Islander Health |
| Qld | Queensland |
| SA | South Australia |
| SAAP | Supported Accommodation and Assistance Program |
| SCATSIA | Standing Committee for Aboriginal and Torres Strait Islander Affairs |
| SES | Senior Executive Service |
| SES | State Emergency Service |
| SMS | Short Message Service |
| TAFE | Technical and Further Education |
| Tas | Tasmania |
| TER | Tertiary Entrance Rank |
| UN | United Nations |
| VET | Vocational education and training |
| Vic | Victoria |
| WA | Western Australia |
| WHO | World Health Organisation |

# 1 Introduction

In November 2000, the Council of Australian Governments (COAG) — comprising the Prime Minister, Premiers and Chief Ministers of the Commonwealth, State and Territory governments — agreed on a reconciliation plan based on three priority areas for government actions:

- investing in community leadership and governance initiatives;
- reviewing and re-engineering programmes and services to ensure they deliver practical measures that support families, children and young people. COAG also agreed that governments should look at measures for tackling family violence, drug and alcohol dependency and symptoms of community dysfunction; and
- forging greater links between the business sector and Indigenous communities to help promote economic independence.

At a subsequent meeting in April 2002, COAG agreed to:

> commission the Steering Committee for the Review of Commonwealth/State Service Provision to produce a regular report against key indicators of indigenous disadvantage. This report will help to measure the impact of changes to policy settings and service delivery and provide a concrete way to measure the effect of the Council's commitment to reconciliation through a jointly agreed set of indicators.

(The Review of Commonwealth/State Service Provision was established by COAG in 1993 to monitor through an annual report — the'Blue Book' — the performance of government services. Its Steering Committee comprises senior officials from the central agencies of all Australian governments.)

Further to COAG's decision, the Prime Minister wrote to Gary Banks, the Chair of the Steering Committee (and Chairman of the Productivity Commission, which acts as its Secretariat), noting that the key task 'will be to identify indicators that are of relevance to all governments and Indigenous stakeholders and that can demonstrate the impact of program and policy interventions'.

This report has an important long-term objective. It is to inform Australian governments about whether policy programs and interventions are achieving positive outcomes for Indigenous people. This will help guide where further work is most needed.

To help ensure the relevance and appropriateness of the framework and the individual indicators in it, the Steering Committee circulated a Draft Framework for Reporting on Indigenous Disadvantage (see appendix A) for comment and consultation. Printed copies of the draft framework were circulated on 10 October 2002 and posted on the Review's page on the Productivity Commission web site.

The State, Territory and Commonwealth Governments conducted consultations on the draft Indigenous framework in their respective jurisdictions in October and November 2002. Officials from the Ministerial Council for Aboriginal and Torres Strait Islander Affairs (MCATSIA) and the Aboriginal and Torres Strait Islander Commission (ATSIC) and the Chairman of the Steering Committee, Gary Banks, also conducted consultations during this period.

The Chairman and Head of Secretariat held discussions with a number of Indigenous leaders and organisations, and a range of officials and researchers across the country. The Chairman also wrote to key organisations and individuals seeking written comments on the framework.

The consultation period was extended until February 2003 to allow for consultations with the newly elected ATSIC Board. A list of those consulted on the framework is shown in appendix B.

Now that the consultation process has been completed and the various comments and suggestions considered, a revised framework is being submitted to COAG for its consideration. Once a framework has been agreed by COAG, a report, including data on indicators, will be prepared for publication towards the end of the year.

This report on the consultations has been prepared for the purpose of providing feedback to the many people and organisations who provided their insights and suggestions on the framework. However, it is intended that consultation be ongoing, particularly to obtain further views and reactions after the first report is published.

# 2 Response to the draft framework and suggestions for improvement

This chapter reports comments received on the draft framework and its usefulness in addressing disadvantage. It follows the structure of the questionnaire circulated with the draft framework request for comment (appendix A). Comments on specific indicators are in chapter 3.

## The two-tiered framework

Nearly all responses about the usefulness of the framework were positive. Several jurisdictions and government agencies stated that it was useful for setting policy directions and complementary to their directions and aspirations. NSW Department of Aboriginal Affairs is using the draft framework to guide development of a new Aboriginal affairs policy for NSW. However, WA Police doubted the value of a stand-alone framework and thought each jurisdiction would need its own framework. ATSIC (Aboriginal and Torres Strait Islander Commission) Executive said that it will seek ways of using the framework as a foundation for its policy and program effort. ATSIC Executive supported the ability of using such a framework to drive change.

Some respondents, including some ATSIC commissioners, questioned the value of compiling yet more statistics, but most accepted the value in bringing disparate information together in a focused and strategic way that enabled it to be used to monitor programs and inform public discussion and policy development.

Many organisations and individuals stated that the two tier framework was a logical approach. The leader of a national Indigenous organisation saw the framework as representing a fundamental change for the future as a vehicle for showing the state of Aboriginal Australia.

One WA Government agency held an opposite view, saying that although the two tier framework may have been useful in generating the indicators and seems logical in theory, it does not work well in practice. They argued that it oversimplified the complex causal relationships, such that the presentation of the indicators in two tiers is logical in some cases, but not in others. The agency said that although the

underlying causal relationships between some indicators may be relevant in generating strategies for improvement, that relationship is less relevant when presenting the indicators as data providing a picture of disadvantage.

The NSW Aboriginal Justice Advisory Committee and a SA government agency supported the holistic approach of the framework and the way it encouraged governments to address issues holistically. ATSIC commissioners supported the whole of government approach of the framework.

The NSW Aboriginal Justice Advisory Committee also believed that the framework was flexible enough for jurisdictions to implement according to their needs and requirements. In contrast, the Victorian Government saw the framework as providing no flexibility for allowing regional priorities and issues and stated that it was focussed on remote communities and ignored the racism and social exclusion barriers in urban and regional areas (several Indigenous respondents spoke of the racism that they and members of their communities often encountered). The Central Land Council echoed the Victorian Government view with a comment that the framework should include regional specific indicators and that one size fits all would not reflect the unique circumstances of the NT.

The Victorian Government argued that the framework was a planning instrument to drive policy and investment at state and local levels without reference to local priorities. The Victorian Government stated that COAG's commitment to an approach based on partnership had not been possible because of the limited consultation process and that there may be tensions between the framework and the policy priorities of local communities. In a similar vein, WA Department of Health saw the framework as a de facto priority setting instrument that sets a focus for action by governments.

WA Department of Health suggested that Indigenous disadvantage needs to be defined and noted the importance of explaining the choice of indicators in the framework. The Victorian Premier's Aboriginal Advisory Council suggested the framework needed to show what is unique about Aboriginal disadvantage, and that it should not be silent on the loss of language, culture and land, which have had a great impact in a State like Victoria.

A small number of Indigenous groups and academics saw the draft framework as representing a mainstream or non-Indigenous understanding of disadvantage and that it could be imposing non-Indigenous aspirations upon Indigenous people. However, this was not a view expressed by the majority of Indigenous or non-Indigenous people consulted. Several jurisdictions suggested further consultation with Indigenous people was necessary to find out their aspirations and opinions on the framework. One research group was uncomfortable with the focus on

Indigenous people given the amount of ethnic diversity in Australia. One academic suggested that there was a difficulty with the policy aims behind the framework – providing choice for Indigenous people while at the same time aiming to deliver equality. He argued that outcomes measurement for Indigenous people would marginalise them.

The Queensland, WA and Victorian Governments all saw the draft framework as being too negative and judgemental and suggested changing the word *disadvantage* in the title of the framework to something more positive like *development, achievement* or *wellbeing*. The Victorian Government stated that a wellbeing approach also allowed indicators specific to the Indigenous community. WA Department for Community Development was concerned that the report could become a 'misery index', a sentiment echoed by some Indigenous people (who were nevertheless supportive of the exercise).

WA Department of Training was concerned at the juxtaposition of positive child development with prevention of violence, crime and self-harm as it could lead to the conclusion that these factors can always be traced back to negative factors in childhood.

Most organisations and individuals supported the framework's focus on outcomes, although some suggested that it should have another tier of input and output indicators. The NSW Government reported from its consultations that those who saw the framework as reporting on outcomes for Indigenous people thought the number of indicators in the draft framework was acceptable while those who regarded its key task as demonstrating the impact of government programs and policies, wanted a broader range of indicators.

Organisations and individuals supporting the outcomes focus wanted to keep the framework concise and the number of indicators small. They recognised that a large amount of Indigenous data already existed and wanted to avoid duplication.

Those supporting the inclusion of a larger number of indicators, including inputs and outputs, believed that a robust picture of Indigenous disadvantage required more indicators. Some were also concerned that the limited number of indicators in the draft framework might not have enough detail to encourage agencies to address conditions the report may highlight. One Indigenous organisation suggested that because the framework is cross-sectoral, individual agencies could avoid responsibility for overall outcomes.

The Central Land Council believed that the framework needed to be linked to performance reporting, program evaluation, and development and funding arrangements. One academic suggested that the absence of inputs and outputs was a

serious weakness because if there was underfunding of programs there would be disappointing outcomes. On a similar theme of funding and accountability, an Indigenous organisation recommended that the framework needed indicators of government effort and funding for Indigenous people.

The NSW Government proposed an alternative to adding 'a plethora of additional input/output indicators'. They suggested ensuring that a commentary accompanying the report fully acknowledge the other influences on Indigenous outcomes other than government policies. The Queensland Aboriginal and Torres Strait Islander Advisory Board stressed that quantitative indicators alone could not give a true picture of Indigenous people unless supplemented by qualitative and anecdotal material. The NSW Aboriginal Justice Advisory Committee also supported the need for qualitative indicators. The Commonwealth Government suggested that additional narrative would benefit the report by incorporating factors that contribute to Indigenous disadvantage indirectly such as the attitudes and awareness of non-Indigenous Australians.

Another approach suggested by consultation that could be used to limit the number of indicators in the framework is to make clear the links to the work of ministerial councils, the Commonwealth Grants Commission, the *Report on Government Services* and other initiatives that have developed program-related indicators or published more specific data than that proposed to be included in the report.

Several organisations suggested the need for benchmarks for the indicators in the framework, although none specified what those benchmarks should be. An approach (or alternative) to benchmarking supported by many, is making comparisons between Indigenous and non-Indigenous people and between different geographic areas. The Queensland Aboriginal and Torres Strait Islander Advisory Board said that the real picture will only be revealed by the comparative data analysis between Indigenous data sets of the same category (e.g. locational, discrete communities). Some Indigenous people suggested timeframes for achieving change. One suggested that infant mortality should be reduced in two years, another suggested health disparities could be addressed in ten years with sufficient government resources and another suggested reducing disadvantage by the next generation. One government respondent said that even if the report did not set benchmarks, once the first report was published it would establish a marker. One academic questioned the appropriateness of setting targets and asked whether equality for Indigenous people was achievable or desirable.

The Victorian Government argued that the framework was too focussed on early childhood at the expense of adults and older people. The Victorian Government said that young people need older people as mentors if they are to progress out of disadvantage. Indigenous organisations consulted in the ACT were concerned at the

lack of indicators on elders and the adult years and suggested several for inclusion in the framework. ATSIC Executive noted the absence of an adult element in the strategic areas for action and suggested that one be included. A WA government agency stated that there was very little in the framework on aged Indigenous populations and pointed to the rich sources of data used for the *Report on Government Services*. In contrast, the Commonwealth Government and the Standing Committee on Aboriginal for Torres Strait Islander Affairs (SCATSIA) (Ministerial Council for Aboriginal and Torres Strait Islander Affairs [MCATSIA] senior officials) supported the existing focus on early childhood. The WA Government suggested that there should be more emphasis on early intervention and prevention as disadvantages were more difficult to overcome later in life. However, the WA Government noted the absence of an indicator of Indigenous ageing and associated health issues of ageing.

Several government agencies and Indigenous organisations thought that the framework needed more emphasis on economic development and business. One ATSIC commissioner said that economic development could solve many of the problems and had, indeed, solved all of the problems in his community. Another ATSIC commissioner cautioned that there can be adverse effects from some economic development such as mining royalties. The first ATSIC commissioner contrasted the effect of mining royalties as 'money for nothing' and communities earning money for economic independence. Several organisations and individuals pointed out the significant differences between the economies of remote Indigenous communities and those that are part of the mainstream economy.

The Tiwi Land Council and an ATSIC staff member both commented that the framework was too focussed on the present and needed to project forward to achieve Indigenous people's aspirations for the future.

### *Presentation and structure*

Several agencies, academics and Indigenous organisations had difficulty understanding the causal links between the strategic areas for action and the headline indicators in the draft framework and asked that the logic, evidence and assumptions behind the choice of indicators and the relationships between them be explained. Several said that the diagram of the framework in box 1 was unclear and did not help explain the framework. The Victorian Government cautioned that the requirement for evidence-based causal links should not preclude strategic change indicators for which the connection was less certain. The Victorian Government argued that in many cases the nature of the evidence was inconclusive but that should not mean inaction by governments. The Commonwealth Government stated

that the framework was a work in progress that could be refined over time provided it included transparent and evidence based criteria for selection of indicators.

In the many suggestions from respondents about changes and additions to the indicators in the framework, it is clear that there are many different views and understandings (and probably some misunderstandings) about which indicators belong where in the framework. Large numbers of similar or related indicators have been suggested in both the headline and strategic change parts of the framework, particularly in the areas of governance, economic participation, culture and infrastructure. There were also similar indicators suggested across the various strategic areas for action.

SCATSIA suggested that there was confusion about the distinction between headline and strategic change indicators, which led to contradictory suggestions from interested parties about which issues and indicators should be in the headline and strategic tiers of the framework and that the draft framework included similar and overlapping issues and indicators in both tiers. SCATSIA suggested that the Steering Committee needed to adopt a clear logic about which indicators belonged in the headline and strategic change elements of the framework and to articulate the relationship between the two tiers and that MCATSIA's previous logic and criteria may be useful for this.

One academic saw the framework as too ambitious and thought it would be enough to simply focus on a set of uncontested outcomes that we would want to see improve over time, although in general, his colleagues were supportive of the framework.

Another academic suggested that the headline and strategic change areas should not be referred to as the first and second tiers because it implied that the headline indicators were more important than the strategic areas for action, when in fact the strategic change areas, as the focus for achieving change, were more important.

Several organisations suggested that the three priority outcomes were more visions or objectives than outcomes, and should be kept separate from the framework itself and instead show how the framework relates to COAG's reconciliation framework. A WA government agency suggested that the priority outcomes should be presented as overlapping circles. The Central Land Council suggested the addition of two more priority outcomes:

- Recognition and protection of Aboriginal law and culture, including the preservation of Aboriginal languages, practices and governance systems; and
- Recognition and protection of traditional rights and relationships to land.

## The headline indicators

There was widespread support for most of the headline indicators and the key issues focussed on by those indicators. There were also many suggestions for specific changes, additions or deletions relating to specific indicators.

Many of those consulted supported the idea of keeping the number of headline indicators compact and concise so that the focus of the framework was not lost. The Commonwealth Government and SCATSIA suggested reducing the number of headline indicators, whereas others were happy with the number in the draft framework or suggested small numbers of additional indicators.

The Commonwealth and Tasmanian Governments, ATSIC Executive and SCATSIA all suggested removing the four domains into which the headline indicators were grouped and instead leaving the indicators ungrouped. The Victorian Government suggested abbreviated names for the domains – Individual, Material, Cultural, and Family and Community. One agency suggested that the Individual domain name brought too much focus on the individual when the indicators should be seen more as structural.

Some individuals and agencies suggested that the headline indicators should be in two groups. The first group would be education, health, unemployment, income and home ownership indicators with a second group of civil order indicators (some of which might even appear to get worse if reporting of violence and abuse were encouraged and access to services improved).

ATSIC Executive suggested that some of the headline indicators may have little meaning in many remote areas where there may be no natural labour market, high mobility and community housing ownership. ATSIC Executive said that combining information from these 'non-market' regions risks overstating a problem and masking progress. ATSIC Executive concluded that it will be important, when considering how to report against all indicators, that there is some assessment about the applicability of the information. ATSIC Executive suggested that occupation and industry indicators were suitable where there is a labour market but where there is not, other indicators would need to be developed. Several other organisations also made similar comments about the relevance of indicators in remote areas, particularly unemployment and home ownership indicators. The Central Land Council referred to the work of the Commonwealth Grants Commission, which had examined the needs and wellbeing of remote, rural and urban Indigenous people.

Several organisations and individuals suggested that most of the indicators in the family and community domain were 'negative'. The Victorian Government said they were all about deficit rather than strength. It was suggested that some positive

indicators of family functioning and participation in civic/cultural life needed to be added in place of, or in addition to, those already there.

One Indigenous group suggested that the order of indicators in the list was important and that those listed first may appear more important than those further down.

Several organisations noted the absence of capacity building and institutional strength among the indicators and suggested that indicators be added, especially as capacity building and institutions are a priority of COAG. Some people suggested that the capacity of Indigenous community organisations should be measured and improved. There was also the suggestion from one Indigenous leader of rationalisation of organisations providing services and that social security responsibilities could be contracted to community organisations.

Some responses suggested that the framework should reflect reconciliation principles. There were suggestions to include attitudinal indicators that measure the perceptions, values and confidence of Indigenous people, the attitudes and racism of non-Indigenous people and the responsibility of the broader community towards Indigenous people. The Human Rights and Equal Opportunity Commission suggested that the framework and indicators needed to reflect human rights.

Many specific comments were made about particular headline indicators as well as suggestions for inclusion of new indicators. These specific comments and suggestions are shown in chapter 3.

## The strategic areas for action

There were many positive comments about the strategic change areas. Many supported the logic of focusing attention on the chosen areas to improve headline outcomes. The WA Government suggested rearranging the order of the strategic areas for action in the diagram in box 1 to better reflect the links with the headline indicators.

The Victorian Government said that while the strategic areas for action attempt to remain outside government portfolio silos they effectively create stage-of-life silos. This results in strategic change indicators which are limited to life stages. For example the sport, recreation and arts indicator concerns only 8–12 year olds but sport, recreation and the arts are beneficial at all ages.

The Victorian Government agreed that progress in strategic areas for action will probably lead to improvements in headline outcomes but said that knowledge of the causal connections is imperfect, particularly in an Indigenous context. The

Victorian Government said that the causal web would be very complex and the framework itself would need careful monitoring. A SA government agency supported the need for evidence based, proven strategies supported by research but also the need for action and that unproven initiatives could be trialed. The agency suggested that a formative evaluation process could be built in to change strategies during their implementation. An Indigenous respondent from SA suggested keeping an open mind on priorities.

Arts SA noted that there were not only links between strategic areas for action and headline outcomes but that there were also links between strategic areas for action. For example literacy and numeracy outcomes may depend on a combination of factors that may be included in other strategic areas for action.

The SA Department of Human Services pointed out that progress in some strategic areas for action may result in negative headline outcomes. For example, action in positive adolescence and transition to adulthood may in fact lead to an increase in reported cases of sexual abuse and family violence, however, individuals may in fact be in an environment that is safer, healthier and more supportive.

There were some suggestions that the strategic areas for action needed further consultation with Indigenous people. The NSW Government said that most agencies thought that the strategic areas for action would lead to improvements in headline outcomes but that Aboriginal input was necessary. The Central Land Council was not convinced that the areas were the most appropriate but this could only be determined after Aboriginal organisations had time to meet and discuss the issues.

ATSIC Executive suggested that the strategic areas for action be divided into two categories — life cycle areas for action and environmental areas for action. ATSIC Executive said that a distinction between the life cycle and environmental categories strengthened the link between the proposed indicator framework and the influential research on biological embedding of disadvantage.

In the life cycle areas for action, ATSIC Executive included *early child development and growth, early school engagement and performance, positive adolescence and transition to adulthood* and a new area, *adult and family wellbeing,* to complete the life cycle category.

In the environmental areas for action, ATSIC Executive suggested four areas: *the community environment, the cultural environment, the physical environment* and *the economic environment.*

### *Substance abuse*

ATSIC Executive suggested removing the *breaking the substance abuse cycle* area and absorbing it into the other strategic areas for action. ATSIC Executive said that it was a multi-dimensional phenomenon deeply intertwined with other strategic areas for action. Removing it was in no way intended to diminish its importance, rather it was intended to augment its importance by acknowledging its multi-dimensionality. It was the only 'issue based' area for action and raised the question of why other issues such as domestic violence were not specifically identified in the framework. ATSIC Executive suggested incorporating substance abuse indicators across the life cycle aspects of the framework. The Housing Ministers' Advisory Council Standing Committee on Indigenous Housing (HMAC SCIH) said that breaking the substance abuse cycle was not an appropriate title because it was too negative. The Queensland Government suggested renaming the substance abuse area, *alcohol and substance abuse*.

### *Economic participation/development*

The Northern Land Council noted that economic participation fell at the bottom of the list of strategic areas for action, which did not reflect its importance. The Northern Land Council suggested the area be renamed *economic development.* The Council said that while numerous communities have some form of economic participation the ideal was to develop both the economic opportunities and participation within that economy. The Council said the importance of Aboriginal people participating in traditional economies could not be understated, for instance native title recognition of traditional sea country [allowing Indigenous people fishing and other rights]. Some respondents noted the difficulty Indigenous people had in participating in the economy and the limited work opportunities in remote areas other than Community Development Employment Projects (CDEP) and how CDEP becomes an employment aspiration. One Indigenous leader asked why children would go to school in remote communities – what is at the end of it?

The Victorian Government also suggested changing the name of the economic participation strategic area for action to *economic development.* The Victorian Government believed *economic participation* implies a lower order of action. As mentioned in discussion of the two-tier framework, the Victorian Government and several other organisations and individuals believed that the economic and business aspect of the framework needed to be strengthened.

In contrast to the views seeking the strengthening of the economic participation strategic change area, SCATSIA believed that economic participation was not

actionable in the immediate term, was not sensitive to policy interventions and was best kept to the headline indicators.

### *Justice*

The Victorian Government suggested an additional strategic area for action, *improved justice outcomes*. It would cover not just reducing rates of contact with the criminal justice system but Indigenous people accessing legal services, tribunals to enforce their civil rights and other strategic interventions which improve Indigenous interaction with the justice system. Several other organisations, including the NSW Government and the NSW Aboriginal Justice Advisory Council also suggested the need for better coverage of justice issues. The Victorian Premier's Aboriginal Advisory Council said the area of justice system responses was weak and indicators could be added on the prevention of re-offending or use of diversionary measures. An Indigenous respondent from WA mentioned the perverse incentives that may encourage kids to break the law to get into programs that are only available to offenders.

### *Families and communities*

The Queensland Government noted that the *functional and resilient families and communities* area only had indicators for families and not of communities and asked what the definition of community was for this report. The HMAC SCIH asked if the terms family and community were being used interchangeably and suggested that it would be good to separate the family and community areas in the framework. One Indigenous respondent stated that government agencies were allowing bad behaviour in Indigenous communities because they were too worried about being culturally insensitive.

### *Other strategic areas for action*

The Queensland Government suggested that *building on the strength of Indigenous culture* should be renamed *a strong Indigenous culture*.

SCATSIA said that *positive adolescence and transition to adulthood* is important but before deciding if it should be included in the framework, there should be an analysis of any evidence that interventions targeted at adolescents and people in the transition to adulthood are effective in reducing subsequent social and economic disadvantage.

The NSW Government suggested that *housing* be added to the title of *functioning environmental health systems.* The HMAC SCIH said that there should be greater focus on housing as the cornerstone of wellbeing.

## The strategic change indicators

General support was expressed for many of the strategic change indicators but there were also many specific suggestions for changes to existing draft indicators as well as suggestions for new indicators. Specific suggestions are shown in chapter 3.

The National Aboriginal Community Controlled Health Organisation (NACCHO) commented that spending on primary care can achieve improvements in health (including chronic disease) and that with sufficient resources it can be done in ten years and need not be slow and gradual.

The NSW Aboriginal Justice Advisory Council said that the framework did not measure lack of access to mainstream government or non-government services or lack of effective choice over quality of services.

The HMAC SCIH suggested the inclusion of qualitative indicators as well as quantitative indicators.

The Victoria Government commented that the strategic change indicators neither motivate nor undermine cross sectional collaboration.

Several organisations commented that the indicators of functional and resilient families and communities were all negative and suggested the inclusion of positive indicators rather than focussing on indicators of dysfunctional families and communities.

Several government and Indigenous organisations and individuals suggested that Indigenous indicators needed to focus on outcomes and completion in education indicators and not just participation.

There was concern from some NSW government agencies that the current indicators would not demonstrate the impact of government program and policy interventions and did not pick up a range of indicators used by agencies in Commonwealth/State agreements.

## Spiritual and cultural indicators

The question of including indicators of culture in the framework attracted diverse responses ranging from those who strongly argued against the inclusion of cultural or spiritual indicators in the framework to those who were in favour and suggested particular indicators for inclusion.

Some were philosophically opposed to including spirituality and culture in the framework. One Indigenous leader argued that Indigenous culture was not the business of government and should not be measured in this report and said that the history of Aboriginal Australia in the last two centuries was one of colonisation of many areas of Aboriginal people's lives — land, language and traditional economies. Spirit and culture, which are adaptive and flexible systems, should remain independent of the non-Aboriginal system. This leader concluded that even well-meaning attempts to intrude upon this area of Aboriginal people's communal lives could only lead to further disempowerment and resentment in the Aboriginal community. Reconciliation Australia said that spirituality and culture were the property of Indigenous people. Indigenous culture and spirituality were not static and we could not deny Indigenous culture a future or the opportunity to change.

Several Indigenous and non-Indigenous groups and individuals said that while there may be aspects of culture that could be included in the framework, spirituality was a personal and private matter for Indigenous people that should not be part of the framework.

Some consultation responses highlighted practical difficulties in measuring or quantifying indicators of culture. These responses highlighted the difficulty of finding consistent and comparable data on cultural indicators. Some commented that cultural indicators may be subjective. A SA government agency said that spiritual or cultural indicators may be ambiguous and not supported by strong logic and evidence and may be better used within local evaluation frameworks.

One Indigenous respondent said that talking about spiritual and cultural aspirations under the heading of disadvantage added to the difficulty of using the word disadvantage, although the inclusion of culture in the framework was a gesture of goodwill. The Tiwi Land Council said that measuring spiritual/cultural indicators was likely to say more about change than disadvantage. A SA government agency said that it may be inappropriate to compare spiritual/cultural indicators for Indigenous people with the non-Indigenous population. Some Indigenous people consulted in the ACT asked how culture and spirituality were measured for non-Indigenous people.

The NSW Aboriginal Justice Advisory Council saw one of the greatest strengths of the framework as recognition of Indigenous people's right to practise their culture and spirituality. They were encouraged to see that an inability to practise their culture was seen as a disadvantage in the same context as inadequate housing and poor health. They hoped that the practical implementation of the framework would facilitate government support for cultural and spiritual restoration within their communities.

The Tiwi Land Council said that the strength of Indigenous culture could not be measured separately, it was interwoven through the community. In a similar vein, the Northern Land Council said that culture should permeate all indicators — for example, use of languages in the education system.

The NT Government, the NSW Aboriginal Justice Advisory Council and several Indigenous respondents all mentioned the diversity of Indigenous culture and the difficulty of capturing that diversity in the framework. The NT Government and others highlighted the different cultures of urban and non-urban Indigenous people, differences across the country and differences between those people with access to their traditional lands and those without access.

The NSW Government and ATSIC Executive said that it was important to retain a cultural dimension or cultural indicators in the strategic change area of the framework but did not think a measure of culture was needed in the headline indicators. A SA government agency suggested the need for a third tier of indicators including self-confidence/self-esteem and loss of language and culture.

ATSIC Executive suggested that traditions, customs, values, principles and languages are not areas that are likely to be populated with a quantitative indicator set. Rather, they suggested reporting qualitative indicators on visual art and crafts, literature, movies, documentaries and participation in high level sports. ATSIC Executive said that these will foster a positive Indigenous and non-Indigenous perspective on achievement. ATSIC Executive also suggested other indicators of the recognition of the value of Indigenous culture such as constitutional reform and the participation of Indigenous people in national events and ceremonies.

A SA government agency asked if the intention of spiritual/culture indicators was to measure the health of Aboriginal culture or the awareness in white society of Aboriginal culture. While other organisations did not ask the same question, it is apparent from the comments received that there are different understandings of what culture is and what could, or should be, included in the framework.

Indigenous people in Victoria argued strongly that culture was very important to them and deserved government attention, particularly in the areas of culturally

appropriate curriculum in schools, revitalisation of local Indigenous languages, heritage protection, and access to land (with home ownership suggested as an alternative to native claims).

Suggested cultural indicators arising from the consultation could be broken into three main categories: practice of culture by Indigenous people, formal recognition of Indigenous culture and appreciation of Indigenous culture by non-Indigenous people.

### *Language*

The most widely suggested cultural indicators relate to the use of Indigenous languages. Language indicators were supported by many Indigenous and non-Indigenous people who responded to the draft framework. Continuing use, protection and teaching of, and in, Indigenous languages were seen as important. The Northern Land Council wanted to see Indigenous languages maintained and supported through bilingual education in schools and provision of interpreter services. The Victorian Premier's Aboriginal Advisory Council suggested indicators around the re-establishment and preservation of languages. A SA government agency suggested regaining lost languages and cultures and recording of languages and cultures were important. Some people mentioned the numbers of different languages spoken or taught as an indicator. An ATSIC commissioner said that while the use and teaching of Indigenous languages was important, it was also important that children learned English.

### *Learning about culture*

Several responses to the draft framework from Indigenous organisations and some government agencies suggested that the opportunity for Indigenous and non-Indigenous people to learn about Indigenous culture was important. Suggested indicators included participation in cultural studies, teaching of Indigenous culture and history in schools, and the number of cultural centres.

Several Indigenous respondents said that the absence of culturally appropriate curriculum relevant to the Indigenous people of each area was one of the reasons why Indigenous children were not motivated to attend school or remain at school, particularly in the early and middle years of high school. The need for culturally appropriate curriculum was a particular concern for many Indigenous people spoken to in Victoria.

### *Participation in Indigenous cultural activities*

Other suggested indicators related to the participation of Indigenous people in Indigenous ceremonies, festivals and cultural events. Two academics suggested that kinship, hunting, gathering and initiation, among other things, could be used as the basis for developing indicators.

The Victorian Premier's Aboriginal Advisory Council said that sport and recreation can provide long-term health and social benefits and should be reflected in the strategic change indicators. They said there was no need to limit it to 8-12 year olds or to organised sport and arts. Arts SA said that art and ceremony are generally the markers of a society's spiritual and cultural strength in a western context, and it is also highly appropriate in an Indigenous context.

### *Land*

There was widespread support for inclusion of a land indicator in the framework. Most of those who commented on land recognised the cultural significance of land to Indigenous people and said it should be acknowledged in the report, however, several Indigenous organisations and individuals said that ownership or control of land should be included as an economic indicator as well as, or rather than, a cultural or spiritual indicator. They said that while land was important culturally, it was also important as an economic base for communities to use in supporting themselves. The Torres Strait Regional Authority commented that the sea was more important culturally for Torres Strait Islanders than land, although land was important in economic terms.

One Indigenous organisation saw resolution of native title as a way to achieve outcomes for Indigenous people, and security and certainty for all those affected. On the other hand, one Indigenous leader suggested that native title, as it was currently working, is repressing the advance of Indigenous Australians — it is too slow and too costly and there has been little progress. Others suggested that in some areas native title had resulted in dispossession of some Aboriginal people in favour of others on settlement of claims, and this had consequently given rise to disadvantage (to the dispossessed).

### *Official recognition of Indigenous culture and law*

Another theme in responses about cultural indicators is the official recognition of Indigenous culture by governments and the legal system in Australia. Reconciliation Australia suggested indicators of the recognition of Aboriginal customary law in mainstream law, the recognition of Indigenous intellectual property, protection of

Indigenous languages and promotion of Indigenous protocols in ceremonies. The NT Government and the Central Land Council supported including an indicator of recognition of Aboriginal law and governance. A SA government agency suggested an indicator of observance of Indigenous protocols in ceremonies. The Queensland Government suggested an indicator of local authorities with cultural advisory mechanisms. Indigenous people in the ACT, Victoria and SA suggested partnerships and memorandums of understanding (MOUs) between Indigenous and non-Indigenous people were important.

### *Governance and culture*

Another aspect of Indigenous culture raised for consideration relates to governance in Indigenous communities and the role of Indigenous leaders. Suggestions for indicators included involvement of Indigenous leaders in decision making and dispute resolution, corporate governance of Indigenous communities, community cooperation, identity, trust and volunteerism. Governance is discussed in more detail in a separate section below.

### *Heritage management and cultural ownership*

The NT Government suggested cultural indicators should include protection of and rights to access sacred sites and statutory protection of heritage, culture and, specifically, sacred sites. The NSW Department of Aboriginal Affairs suggested as indicators, the involvement of Aboriginal people in managing their heritage, the recapturing of Australian Indigenous heritage held by overseas institutions, involvement of Indigenous people in management of flora and fauna, land and natural resources, use of Aboriginal cultural heritage assessments in planning approvals and the creation of Aboriginal keeping places. Aboriginal people in Victoria said that heritage protection and management was important and argued for improvements to cultural heritage legislation and increased funding for heritage management.

### *Ownership, performance and representation in Indigenous arts*

Other suggested indicators include the ownership, management and performance of Indigenous arts, tourism and cultural enterprises. The Tiwi Land Council suggested trends and employment in the Indigenous arts industry may be useful. Arts SA suggested proportionate representation of Indigenous people and culture in Australian cultural activities, museums, art galleries, libraries, educational curriculum, tourism, public signage, events and advertising.

## Decision making/self-determination/autonomy

Many Indigenous organisations and individuals commented on the absence of governance indicators from the lists of headline and strategic change indicators and supported their inclusion in the framework. While most of the Indigenous groups and Indigenous individuals consulted on the framework said that governance indicators were essential, a few people were not in favour.

Some agencies and organisations said that it would be difficult to select indicators that covered the range of important areas (community and the various tiers of government). Others suggested that it would be hard to develop indicators that could be reported consistently with comparable data across jurisdictions. It was suggested that good definitions of indicators would be essential but that even these may be difficult. ATSIC Executive and the NSW Government suggested that governance indicators should be included as strategic change indicators not headline indicators.

The Aboriginal and Torres Strait Islander Human Rights Commissioner said that the framework needed to be based on human rights and equality and must cover Indigenous governance and capacity building.

Some respondents suggested looking at the output of the Harvard Project from the United States for information on the importance of governance and ideas for indicators. However, one government agency respondent said that governance was not critical and if other things were not happening there would be no governance. One academic cautioned that the Harvard Project only looked at Indians on reserves and those Indians had land and property rights and made their own laws.

While the consultation questionnaire asked about decision making with reference to the draft headline indicator *Decision making/self-determination/autonomy*, consultation respondents suggested governance indicators at that point in the headline indicators, as part of either the strategic area for action, *Building on the strength of Indigenous culture*, or *Functional and resilient families and communities*. Other respondents did not specify where governance indicators should be included.

Suggested indicators can be divided into two groups — involvement of Indigenous people in the broader processes of Australian government and policy making, and governance within Indigenous communities and organisations.

*Involvement in government*

Several organisations suggested representation in government was an important indicator. More specific indicators in this category were the numbers of elected representatives at Commonwealth, State/Territory and local government levels, and the number of senior executive positions held in government. Related to these indicators were suggestions of voting enrolment and participation by Indigenous people. There were also specific suggestions about nominations for ATSIC elections and the number of people voting at ATSIC elections.

Indigenous membership of boards, committees, tribunals and other decision making bodies was suggested by a range of organisations. The number of Indigenous businesses was also suggested as an indicator of Indigenous decision making and governance. Others suggested that indicators of reconciliation with the wider community were important for decision-making, self-determination and autonomy.

Indigenous involvement in decision making and implementation of policies and programs for Indigenous people was raised as an important area by several Indigenous and government organisations. Several organisations suggested the importance of partnerships between governments and Indigenous people for delivery of services. Others put it more strongly, saying that policy and service delivery for Indigenous people should be controlled by Indigenous people or organisations. Participation in emergency services organisations and emergency planning were also suggested as indicators.

One Indigenous respondent suggested a headline indicator of self-initiated self-determination and decision making because he most often saw Aboriginal people responding to requests by governments and other bodies rather than being given the opportunity to represent themselves in their own way and in their own time. He saw the native title structure as a pertinent example of Aboriginal people being persuaded to make decisions to reach government priorities rather than individually or communally devising priorities.

The numbers and resourcing of Aboriginal community controlled health services, Aboriginal legal services and Indigenous housing organisations were each suggested as indicators of Indigenous governance and decision making.

The Central Land Council suggested a number of indicators including the ‘level of protection of Indigenous rights (including the right to self-determination and self government, provided for in the Commonwealth, State and Territory constitutions)’ and ‘the development and implementation of Indigenous regional governance structures’.

*Governance in Indigenous communities and organisations*

The NT Government noted that the effectiveness of community governance structures was a significant omission from the framework, especially as it was a COAG priority. Several other organisations in discussing the framework generally suggested that capacity building of leadership in Indigenous communities and organisations needed to be included in the framework and was a priority of COAG.

Some Indigenous people identified divisions within Indigenous communities and perceptions that those in positions of power were mostly concerned with looking after themselves and their families ahead of others.

Several indicators of governance within Indigenous communities and organisations were suggested including the number and roles of community leaders and elders, and culturally appropriate dispute resolution.

One Indigenous respondent suggested indicators of governance in Indigenous organisations — a good financial record, effective leadership from board and management, acceptance of protocols embraced by community leaders, adequate resourcing and culturally endorsed mechanisms for dispute resolution. Another Indigenous respondent said that indicators of Indigenous people as decision makers and agents of self-determination should be given careful contemplation, as organisations that are deemed agents of Indigenous self-determination often don't employ Indigenous people in key positions. He said that self-determination should not only be measured by the objectives and outcomes of organisations in which people work but by the number of Indigenous board and staff members, particularly in key positions, in comparison to non-Indigenous people employed in key positions.

There were also a number of Indigenous people who stressed the importance of training Indigenous people in the skills needed to practise good governance, particularly leadership.

## Functioning essential infrastructure

Most of those responding to the draft framework supported the inclusion of at least some infrastructure indicators but there were different views of how many were needed. A SA government agency suggested that it may be inappropriate to compare infrastructure indicators for Indigenous people with the non-Indigenous population. The NSW Government suggested that rural Indigenous people should be compared with rural non-Indigenous people because all people in rural or remote

areas have poorer access to some services than people in urban areas. Primary Industries and Resources SA suggested the use of WHO and UN standards.

The most widely supported indicators of access to functional essential infrastructure were access to clean water and functional sewerage, which was included as a headline indicator in the draft framework. SCATSIA said that access to water and sewerage was an input and should be a strategic change indicator if it was to be included. The Commonwealth Government said that access to clean water and functional waste removal was a strategic change indicator of functioning essential infrastructure. SA Department of Human Services said that functioning environmental health systems were complex and could not be categorised by their principal infrastructure components. One respondent suggested drainage was also an important indicator.

An indicator of housing was strongly supported by most organisations. Overcrowding and the availability of affordable appropriate housing were suggested as specific indicators. Instances of more than fifteen people living in a three bedroom house were reported by some Indigenous respondents. The NT Government said that in remote areas 25 to 30 people in each house was common. Many Indigenous consultation respondents, including ATSIC commissioners stated that housing overcrowding had negative effects on school attendance and school performance and could lead to domestic violence. Household overcrowding also increased wear and tear on houses. The Queensland Government suggested the need to be consistent with the National Indigenous Housing Information Implementation Committee (NIHIIC) overcrowding definitions while the SA Department of Human Services asked what was overcrowding, and how was it defined in different environments. Homelessness was also suggested as an indicator.

The Queensland Government suggested adding animal borne diseases to the food and water borne diseases indicator. SCATSIA said that the trachoma indicator should remain as an indicator even though it was not a food or water borne disease.

Other suggested indicators of physical infrastructure were access to electricity, telephones, internet, transport, roads, and airstrips. One academic asked if post and roads were more indicators of remoteness than disadvantage.

Access to health services was the most commonly supported indicator for access to social infrastructure or services. Other suggested indicators of access to social services were for: education, emergency services, emergency/disaster refuges, family services, employment services, financial services, sporting facilities and fresh food. The Victorian Government suggested that indicators of access to social services were essential and that in urban areas access was more complex than just proximity.

Suggested data sources were the Australian Bureau of Statistics (ABS) Community Health and Infrastructure Needs Survey (CHINS) for remote communities and the recent review of rural telecommunications services. One respondent suggested taking indicators from community needs assessments done with all communities in Australia. The Australian Insitute of Aboriginal and Torres Strait Islander Studies (AIATSIS) said that it was important that CHINS be maintained, preferably every three years and aligned with the ATSIC funding cycle.

## Other comments and suggestions

Many government agencies, Indigenous organisations and individuals made comments about the availability and quality of data for the framework and how it should be presented. There was very strong support for making comparisons between Indigenous people and non-Indigenous people wherever possible and wherever meaningful.

Many of those consulted believed that the evaluation of services should be included in the framework. Evaluation of government service delivery was one suggested indicator.

Two government agencies were not enthusiastic about the what they saw as an extra cost and workload created by the framework. One foresaw the report imposing costs by requiring them to spend time explaining why performance in their jurisdiction was different to that in another jurisdiction.

### *Disaggregating data*

There was also strong support for disaggregating Indigenous and non-Indigenous data presented in the report. Geographic disaggregation was the most commonly suggested form of disaggregation with many respondents suggesting reporting data by jurisdiction and classified by remoteness to see differences between urban, rural and remote people. Respondents suggested that the gaps between different groups within Indigenous people should be shown. ATSIC Executive and the NSW Government suggested that to compare like with like, outcomes for Indigenous and non-Indigenous people should be presented separately for remote, rural and urban areas. The Queensland Government suggested comparing urban/rural areas across States. The NT Government and the Northern Land Council suggested indicators should be disaggregated between those people living a traditional lifestyle and using Indigenous languages and those who did not. Some organisations, including ATSIC Executive, suggested disaggregation of at least some indicators by age and sex to identify important groups such as women and youth. ATSIC Executive and some

other respondents suggested identifying Aboriginal and Torres Strait Islander peoples separately where possible. Another suggestion was to report data over time where possible.

### *Data quality*

Several government agencies and Indigenous organisations warned of difficulties with data availability and data quality. They emphasised the need for ensuring consistency across jurisdictions and suggested that caveats may be needed for some data. They suggested the need for consistent data definitions and counting rules. Several government agencies suggested the need to avoid duplication of data collection by using indicators and definitions that were consistent with existing indicator frameworks.

Some respondents suggested that the framework and report should be used to encourage the use of the standard Indigenous identifier in many more administrative data collections. An ABS respondent said reporting against the framework would improve the quality of Indigenous data available.

Another ABS respondent said that while the focus of the framework was national, undertakings with specific State focus (e.g. the Gordon Inquiry and Aboriginal Child Health Survey in WA) may inform/support/provide better measurement instruments from particular States than are available for all jurisdictions. Higher priority should be placed on a better indicator than on an indicator which merely offered national comparability.

One academic said that existing statistics tend to measure mainstream standards such as employment and that the ABS needed to measure what was important to Indigenous people. He was concerned at the absence of household expenditure data.

The ABS reported that it has an ongoing project to improve the quality of Indigenous administrative data by providing training and encouragement to government agencies to consistently use the Indigenous identifier. The ABS said that their Indigenous Health Survey and Indigenous Social Survey would have some common questions, which would allow a three yearly time series to be created for some data items.

### *Consultation*

The need for more consultation on the framework was suggested by several governments and Indigenous organisations. They said that the timeframe for consultation had been very short and that to consult properly with Indigenous

people required time for organisations to speak to their individual and community members. While individual Indigenous people expressed their views, they were often unable to say if their individual views would reflect those of other Indigenous people in their communities or organisations. Some wanted to hold workshops or meetings to develop responses to the framework. The Victorian Government said (in December) that it had also not been able to respond fully to the framework in the timeframe because it had been in caretaker mode for a State election.

Participants at a Human Rights and Equal Opportunity Commission Workshop on Benchmarking Reconciliation and Human Rights in November 2002 discussed many of the difficulties and complexities of consulting with Indigenous people and communities. Some said that peak bodies did not necessarily reflect the views of all people –communities and family groups. Some were concerned that the cultural dimension of the framework should not be lost as it was being driven by non-Indigenous people. There was discussion of the need for consultation to be genuine and for comments to be considered. Others suggested the need for Indigenous participation and negotiation, not just consultation.

Reconciliation Australia said that COAG would need to involve local and regional government if an impact was to be made on headline outcomes.

### *The role of the private sector and individual responsibility*

Indigenous leaders placed high importance on individual responsibility and the role the private sector could play in turning Indigenous disadvantage around. The theme of individual responsibility was also strongly supported by many of the Aboriginal people who met with the Chairman in East Gippsland, Victoria. They emphasised the importance of parental responsibility for ensuring children attended school and teaching children themselves to be responsible.

### *Terminology*

Some government agencies and Indigenous organisations stated that Indigenous people did not like the term *Indigenous* and preferred to be called Aboriginal and Torres Strait Islander peoples. On the other hand, several Indigenous organisations, individuals and ATSIC Executive used the term *Indigenous* throughout their responses to the framework and seemed to have no problem with it.

The HMAC SCIH suggested avoiding jargon such as *neonates* and *dental caries* in the framework and report.

*Audience for the framework and report*

The Commonwealth Government stated that policy makers and service deliverers were the principal audience for the report. They said that, nevertheless, the views of Indigenous stakeholders are very important in the design of the report and, in presenting the first report to COAG, it will be important to indicate the level of acceptance and ownership of the framework by Indigenous stakeholders.

On the other hand, the responses of several Indigenous organisations suggested that they would be interested in reading the report and saw it being part of the accountability needed of governments and others in achieving improvements in the lives of Indigenous people. They were strongly of the view that their views should be incorporated into the report.

# 3 Comments on indicators

This chapter lists all comments and suggestions received about specific indicators in the draft framework. The chapter follows the structure of the draft framework (see appendix A). Headline indicators are addressed first and then the strategic areas for action and strategic change indicators.

## Headline indicators

### Individual capacities

The Victorian Government said this domain should be called 'Individual'

#### *Life expectancy at birth [and/or median age at death]*

The Standing Committee for Aboriginal and Torres Strait Islander Affairs (SCATSIA) said that life expectancy was the more accurate indicator because of the effects of age structure in the population. The NT Government said that median age at death was more volatile for small populations and fluctuates depending on causes of death. The NT Government said that life expectancy was preferred as the most commonly used measure and because it was forward looking. The WA Fire and Emergency Services Authority thought that life expectancy at birth was more robust, more positive and less of a misery index —it looked to the future. An academic said that median age at death cannot replace life expectancy. The Commonwealth Government supported using life expectancy at birth because it was more commonly recognised and was different to median age at death.

The Commonwealth Government thought that using both may lead to confusion, whereas the Victorian Government suggested that both should be used.

Two NSW agencies preferred life expectancy at birth, two NSW agencies preferred median age at death and one agency wanted both included.

The Housing Ministers' Advisory Council Standing Committee on Indigenous Housing (HMAC SCIH) recommended 'lifespan' because it was easily understood. They did not like life expectancy at birth – why birth? They thought median age

was too complicated and technical. One of the Committee's members preferred median age at death.

The Australian Bureau of Statistics (ABS) stated that they were reviewing their life table models at present to better reflect the effect of changes in Indigenous identification on calculated life expectancies. The ABS will be releasing a paper on Indigenous mortality around October 2003. The ABS recommended including both measures or using life expectancy supplemented by median age at death, particularly for time series analysis.

### *Rates of disability and/or profound or severe core activity restriction amongst Indigenous children, adults and seniors*

The WA Disability Services Commission said that this indicator was phrased according to ABS data and definitions and that data may only be available every five years from the ABS Survey of Disability, Ageing and Carers. The WA Disability Services Commission recommended changing the wording to 'level of support needed in activities of daily living, (and/or) home and social living, (and/or) education, work and leisure amongst Indigenous children, adults and seniors with a disability'. The ABS advised that the Indigenous Social Survey would be the best source of information about Indigenous people with disabilities.

The Commonwealth Government said that while Indigenous people do suffer higher rates of disability, it should be removed in the interests of limiting the number of headline indicators. SCATSIA said disability was not a key indicator and could be removed. The Victorian Government said that rates of disability are not critical to the framework and Victoria had no data for this indicator.

The Victorian Premier's Aboriginal Advisory Council said that rates of disability were no more important than rates of mental illness and other quality of life measures. They thought the choice of the indicator seems arbitrary and would prefer a more generic indicator of quality of life if there was one.

### *Year 10 and 12 retention*

The Victorian Premier's Aboriginal Advisory Council and one Indigenous leader said education indicators should be more about completion than retention/participation. The Victorian Government said that completion was more important than retention for gaining employment.

The NT Government said that year 10 and 12 retention and tertiary studies indicators are too high to be meaningful in a remote context and that it will be many

years before there is any discernible movement in these indicators. In the NT's remote areas, measures of school attendance and completed schooling mean that literacy and numeracy and level of educational attainment could be more useful indicators.

The NT Government also noted that it will be difficult to disaggregate secondary school outcomes by urban/remote since a very high proportion of students from remote areas attend boarding schools in urban areas. Systems do not exist to track students to place of residence or origin. For example, it is only recently that hospitals have developed systems to track patients to their place of residence (which can be problematic because of high mobility).

The NT Government said that apparent retention rates are measures of participation and do not account for student turnover, which is a feature in transient populations. More meaningful indicators might be the number or percentage of students completing the requirements of the Northern Territory Certificate of Education (NTCE) or attaining a Tertiary Entrance Rank (TER).

SCATSIA said year 10 retention was less important than year 12 retention and could be removed.

The Tasmanian Government suggested adding the words, 'in education and training'

The WA Dept of Education said these should be strategic change indicators.

### *Tertiary qualification participation and attainment/completion (including VET)*

The Victorian Premier's Aboriginal Advisory Council said education indicators should be more about completion than retention/participation. The Victorian Government also said this indicator should be about completion not participation. SCATSIA said that completion and the attainment of a qualification were more important and participation could be removed. ATSIC Executive suggested removing the term participation as it was covered in the strategic change indicators.

The NT Government said that tertiary qualification, participation and attainment could be supplemented by information on completion of training modules or qualifications gained (by the Australian Quality Framework). Information on the number of Indigenous people completing Certification I and II (which do not generally prepare students for an employment outcome) compared to Certificate III and IV (which are truly preparatory for employment) would also be useful. In the NT, most courses undertaken by Indigenous people are at the Certificate I and II

level. With respect to apprenticeships, the number or percentage of completed contracts of training could be used.

The WA Dept of Education supported the education indicators in the framework.

*Other suggested individual capacities indicators*

- Mental health
- Depression
- Mental trauma
- Emotional and social wellbeing
- Transition from school to work (more important than completing school)
- Further education indicators from the Indigenous Education Strategic Initiatives Programme Commonwealth/State agreement
- Rates of diabetes, renal failure, cardiac disease and respiratory disease
- Rates of sickness and disease
- Disability adjusted life years

## Material/economy

The Victorian Government said this domain should be called 'Material'.

*Unemployment, underemployment and labour force participation*

The Commonwealth Government said that unemployment should stand alone as underemployment and labour force participation were included in the strategic change indicators.

The ABS advised that their Labour Force Survey could not provide data on Indigenous underemployment and the Indigenous Health Survey and Indigenous Social Survey were not set up to measure underemployment.

The question of whether Community Development Employment Projects (CDEP) should be included as employment or unemployment was discussed by a range of Indigenous respondents. CDEP is the main form of 'employment' in many Indigenous communities and is often a long term program for those involved. Several Indigenous respondents stated that CDEP often does not lead to subsequent mainstream employment. Some respondents highlighted the positive aspects of CDEP in giving people some hope and purpose compared to unemployment. Others

(and sometimes also those who saw positives in CDEP) said that many teenagers saw no other future than CDEP and left school as early as possible to join it. Some respondents were annoyed about CDEP because they thought it meant that Indigenous people had to work for their unemployment benefits when others did not. The ABS advised that CDEP was identified in the special Indigenous form used in many discrete Indigenous communities for the 2001 Census but not in the general form. About 60 per cent of CDEP participants are identified in the Census.

The Victorian Premier's Aboriginal Advisory Council said that retention is important in employment and an indicator of employment stability would be useful.

Other suggested unemployment headline indicators were:

- Length of unemployment
- Long term unemployment

### *Median household income*

The NSW Aboriginal Justice Advisory Council said that median household income may provide a skewed indication of Aboriginal circumstances. Aboriginal households are more likely (than non-Indigenous households) to be located in rural or remote areas where income tends to be lower, have on average more people than non-Aboriginal households and predominantly have a greater proportion of young people below working age. Aboriginal and non-Aboriginal households are structured differently, which affects average and median incomes.

Several other respondents also highlighted the effect of household size on household income measures. ATSIC Executive said that median family income may be a better income measure as overcrowding in Indigenous communities could inflate household income. The Victorian Government said the indicator needed to take into account overcrowding in households and the recent reduction in Abstudy allowances. One academic said that because of overcrowding, median per person income may be more relevant.

The NT Government said that median household income was not consistently useful because of the difficulty of collecting data in remote areas, differing costs of living between urban, rural and remote locations and the existence of a non-cash economy in remote areas. The NT Government suggested that indicators of financial stress, for example, days without money for basic living expenses (from the Indigenous Social Survey) may be more useful. The Centre for Aboriginal Economic Policy Research (CAEPR) said that median household income does not take into account the cash economy and alternative economy.

The ABS stated that household income is normally reported in an equivalised form to account for household structure. There are questions about whether a standard equivalence scale is appropriate to Indigenous households and it may not be applicable to very large households.

### *Indigenous home ownership*

NSW government agencies felt that this indicator may not fully capture the goals of either government programs or Indigenous peoples' aspirations as it would not reflect any changes in the number of Indigenous people living in community controlled or owned accommodation. They requested that this indicator be amended to report not only on individual home ownership but also trends in the number of Aboriginal people living in housing that is owned by their own communities (further information on data would be available through the NSW Aboriginal Housing Office).

NSW agencies also asked if this should be a headline or strategic change indicator. The NSW Government has recently implemented programs that allow public housing residents to enter into joint arrangements with the government to purchase their houses. The NSW Government said this indicator is likely to see changes over the next few years in NSW, thereby making it more consistent as a strategic change indicator rather than a headline indicator.

The Housing Minsters' Advisory Council Standing Committee on Indigenous Housing (HMAC SCIH) said that home ownership was only a small aspect of the Indigenous housing market. One member of HMAC SCIH said that home ownership depended on a number of factors including the value placed on home ownership as a primary social goal for Indigenous people. The HMAC SCIH said that home ownership does not adequately reflect Indigenous disadvantage, particularly since it primarily reflects a mainstream social goal that is not necessarily widely replicated in Indigenous households.

An Indigenous respondent in rural Victoria said that home ownership was important to Indigenous people because it gave them a link to their country that would otherwise only be possible through a native title claim. He said a link to land and culture was important to having a healthy spirit, which was a foundation for improvements in the rest of one's life.

The HMAC SCIH also said that the choice by Indigenous people to live in communities where ownership is not an option, because of land tenure issues, may impact on how broadly and effectively this indicator can be utilised.

The NT Government said this indicator was not meaningful in remote areas because of community owned housing and land tenure obstacles to individual ownership. The NT Government said its utility as a measure of wealth in an urban context was unknown.

The Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS) suggested Indigenous home ownership on Indigenous land may be possible with some type of lease arrangement (AIATSIS suggested looking at approaches used in East Timor). AIATSIS said it was important to show the disparity in home ownership between the cities and the bush. They were also of the view that home ownership is very important to Indigenous people and is an outcome that should be highlighted.

### *Access to clean water and functional sewerage*

ATSIC Executive suggested this indicator be replaced with 'functioning essential infrastructure'.

HMAC SCIH suggested this be replaced with 'access to affordable and appropriate housing' and said there were national collections for this already (with limited data) but which in the future will provide useful data.

The Commonwealth Government suggested changing the indicator to 'access to clean water and functional waste removal systems (not just sewerage)' and making it a strategic change indicator of functioning essential infrastructure. SCATSIA said access to clean water and functional sewerage was an input and if appropriate could be reported as a strategic change indicator.

One academic said access to clean water is not reportable in many households.

The Queensland Government suggested that the measurement of 'clean' water would need to be coordinated between State and local governments.

There was one suggested variation or specification to this indicator:

- Clean water supply (with fluoride)

### *Other suggested material/economy indicators*

- Quantum of Aboriginal community-owned assets and infrastructure (in addition to housing)
- Marketable land titles
- Native title access to traditional sea country

- Appropriateness of housing (overcrowding) as headline indicator
- Affordable and appropriate housing
- Affordable rental housing
- Affordable appropriate housing rather than home ownership
- Indigenous social housing assistance and support or housing quality
- Indigenous business growth
- Counting numbers of Indigenous small businesses and micro-businesses.
- Long term income support
- A cost of living measure or poverty line measure
- Long-term unemployment (or average length of unemployment)
- Car ownership

## Spiritual/cultural

The Victorian Government suggested this domain should be headed 'cultural'.

*Suggested land indicators*

- Proportion of Aboriginal people who have access to land by any means
- Reclaiming traditional land ownership, management and maintenance under National Parks and Wildlife, Native Title, Land Rights and Aboriginal and Torres Strait Islander Heritage Protection legislation
- Reclaiming traditional land under native title legislation
- Use of native title rights to generate financial resources and economic advantage
- Number of or aggregate turnover of Indigenous primary industry enterprises
- Land as a cultural resource

## Family and community

The ABS advised that the Indigenous Social Survey included questions about the existence of various community problems.

*Decision-making/self determination/autonomy suggested indicators*

The Victorian Premier's Aboriginal Advisory Council said that decision making/self determination/autonomy should be strategic change indicators in area five.

*Political representation*

- Greater representation of Indigenous people in all levels of government
- Political participation in local, state and federal politics
- National, State and local Indigenous political representation (extent to which it is equivalent to Indigenous population ratio)
- Voting enrolment and participation (compared to the Indigenous population ratio)
- Participation in ATSIC elections – number of people standing, gender breakdown of this and number of people voting.
- Development and implementation of appropriate Indigenous regional governance structures.

*Staffing in government and programs*

- Indigenous staff in both government and community sector involved in peak decision making bodies (including an Indigenous representative on executive committees)
- Indigenous employment in SES, middle management and general staffing in the Commonwealth and State public sectors
- Number of Indigenous school principals
- Number of Indigenous doctors in public hospitals
- Number of Indigenous school teachers
- Participation in state/federal policy development and service delivery
- Number of Indigenous people in policy

*Representation on boards and tribunals*

- Number of Indigenous people on government boards and tribunals
- Number of Indigenous people on boards and committees (across all sectors)

*Constitutional recognition*

- The right to self-determination and self government provided for in the Commonwealth. State and Territory constitutions.

*Involvement in planning and programs*

- More formal partnerships for delivery of services
- Indigenous communities and organisations in full partnerships with governments as equal partners and fully involved in decision making and participation as it affects those communities concerned.
- Developing equal partnerships with Aboriginal communities, to ensure that ongoing and true consultation and negotiation is conducted throughout the development, implementation and evaluation process of all policies and programs.
- Partnerships
- The extent to which programs for Indigenous people or communities (both within and external to government agencies) are directed and managed by Indigenous people.
- Contracting of community social security responsibilities to community organisations
- Lack of forward planning or of inclusion/consultation by the wider community and government groups on Indigenous matters.
- Self-initiated self-determination and decision making (not responding to government requests but making decisions in their own way and own time)
- Application of reconciliation principles in availability and accessibility of government services and programs
- Performance of State/Territory framework agreements, e.g. attendance at health forum meetings.
- Negotiation

*Business and employment*

- Greater number of Indigenous businesses
- Number and percentage of Indigenous people self-employed
- Number of Indigenous people employed

*Governance in Indigenous communities*

- Number of identifiable and recognised leaders in the community
- Roles and responsibilities of elders in the community
- What are the decision making organisations within the community?
- How often do the decision making organisations meet?
- Structure of decision making organisations in the community (men/women)
- Decisions made by community decision making organisations about other indicators
- Plans in community decision making organisations for improving other indicators
- Rate of participation in government, non-government and community organisations
- Representative governance
- Development/implementation of culturally appropriate dispute resolution mechanisms
- Suitability of legal frameworks for Indigenous governance
- Successful community governance models
- Building on the management, economic, social and human infrastructure of Aboriginal and Torres Strait Islander communities
- Capacity building of Indigenous communities
- Enhancement of the institutions of Aboriginal and Torres Strait Islander communities

*Indigenous organisations*

- Number and percentage of Indigenous organisations providing services to Indigenous people
- Number of Indigenous controlled programs and organisations
- Number (and resourcing and recognition) of Indigenous community controlled health organisations
- Number and percentage of Indigenous housing organisations functioning efficiently and effectively
- Payment of rent to Indigenous community housing organisations

*Governance of Indigenous organisations*

- The number of Indigenous staff, particularly in key positions, and board members of Indigenous organisations, in comparison to non-Indigenous people employed in key positions.
- Sharing of knowledge by those in policy making and positions of authority
- Training and capacity building of boards of Indigenous community organisations
- Effective leadership from the board of management and director/manager
- Acceptance of a set of protocols that are embraced by community leaders and are given effect at every opportunity (implemented where appropriate)
- Culturally endorsed mechanisms for dispute resolution
- Good financial record
- Consistent regulation of Indigenous community organisations – will ASIC and other regulators act to address malfeasance and fraud?
- Level of participation in community committees/organisations
- Proliferation of organisations providing the same services, rationalisation
- Adequate resourcing to enable the goals of the organisation to be achieved
- Indigenous communities and organisations fully self-sufficient.
- Land council membership

*Local government and local planning*

- Local by-laws
- Participation in local government
- Participation in emergency planning
- Number of communities with emergency plans in place

*Other suggested governance indicators*

- Do people have any choice in remote areas?
- Maintenance of links and relationships with close and extended family
- Addressing disempowerment

*Incidence of family violence*

AIATSIS commented that this indicator is about community capacity and suggested looking at Australian Institute of Criminology work on the criminal justice system including alternative/diversionary programs. An Indigenous respondent from WA suggested looking at the role of elders and customary law in showing that violence is not acceptable.

SA Department of Justice said this duplicates the indicator, 'rates of homicide and interpersonal violence.'

The Victorian Government said this is not directly measurable at present and there are no surrogate measures.

*Incidence of child sexual abuse*

The Queensland Government suggested that some care be taken in the interpretation of this indicator. An increase in incidence may in fact be an indication of a greater willingness to report or a lack of effective child protection systems.

The Queensland Government also pointed out that the Queensland Crime Reporting System for Police (CRISP) does not cater for individuals as victims or offenders. Data on prevalence and incidence or child abuse are not possible. Any statistics will relate to the number of offences involving children as opposed to the number of sexually abused children.

The Queensland Department of Families said that there may be some arbitrariness of notifying the type(s) of abuse in a child protection notification when multiple types are presenting, that is, every incidence of child sexual abuse may not be separately notified and recorded on departmental information systems within Queensland, and presumably other jurisdictions. The Department said that if data provided to the Productivity Commission are to be used for this indicator, the Commission should be aware that consistent data definitions do not apply across jurisdictions. For example, inclusion/exclusion of extra-familiar abuse in jurisdictional reporting is not consistent. They were not certain what trends over time will mean for this indicator. If rates rise, is this due to raised awareness or true increases in notification rates? Conversely, if rates decrease, is this due to a true decrease in child sexual abuse or is it due to the issue being pushed underground in communities?

Queensland Department of Families said that child protection substantiations are a better indicator than notifications or cases notified, that is, it was substantiated that child sexual abuse did occur. The Department suggested moving this indicator to

the second tier and including all types of abuse. The Department said that the neglect type of abuse is a better indicator of disadvantage than sexual abuse.

The NT Government suggested this indicator be included with incidence of family violence to reduce the number of negative crime indicators

The Victorian Government said data on this indicator were unavailable in Victoria

### *Suicide and self-harm (including youth suicide)*

The Victorian Government said hospital admissions gave an incomplete picture but suicide numbers may be available from the ABS.

### *Rates of homicide and interpersonal violence*

SA Department of Justice said this duplicated the indicator on incidence of family violence. The NT Government suggested this indicator be included with incidence of family violence to reduce the number of negative crime related indicators.

### *Victim rates for crime*

The ABS suggested that it would be difficult to find data on victim rates for crime.

### *Imprisonment and juvenile detention rates*

The Victorian Government said rates of orders and clients are available in Victoria.

### *Other suggested family and community headline indicators*

*Justice*

- Average length of term of imprisonment/detention
- Rate of repeat offenders/detention
- Rates of imprisonment for drunkenness, non-payment of fines, abusive language
- Existence of night patrols/community crime prevention/justice initiatives

*Children and families*

- Other types of abuse (neglect, physical, emotional) other than just sexual should be included

- Moving child protection notifications from strategic change area
- Moving children on long term care and protection orders (over one year) from strategic change area
- Ongoing impact on families and communities of displacement and family separation
- Tiwi Islands examples of programs for building better families

*Other suggested indicators*

- Social participation and engagement
- Lack of confidence/low self-esteem amongst Indigenous people
- Lack of role models
- Social and cultural inclusiveness
- Human rights
- Connectedness with mainstream society
- Racism
- Discrimination
- Attitudinal indicators to monitor changes in the perception, values and confidence of Indigenous people
- Proportion of people responsibly using alcohol
- Community safety

## Strategic areas for action and strategic change indicators

The National Aboriginal Community Controlled Health Organisation (NACCHO) suggested indicators of government effort and resources for Aboriginal people (with specific reference by NACCHO to health).

### 1. Early child development and growth (prenatal to age 3)

There were suggestions to increase the age range for this strategic area. ATSIC Executive suggested raising the upper age of this indicator to pre-school age. The Commonwealth Government suggested extending the age range from prenatal to age 5 to pick up development issues unrelated to education in strategic area two.

*Rates of hospital admission of children by age group for infectious diseases (skin, ear, gastrointestinal and respiratory infections)*

No comments received.

*Infant mortality*

An academic suggested this should be a headline indicator.

*Birth weight of neonates*

HMAC SCIH said ‘neonates’ was jargon and plain language should be used. The Victorian Government suggested renaming this indicator ‘rate of low birth weight babies.

*Pre and primary school children with dental caries*

The Commonwealth Government suggested removing this indicator.

An academic said dental caries reflected an older age range than three years and asked if the age range should change.

HMAC SCIH said dental caries was jargon and plain language should be used.

The Victorian Government said there is poor identification of Indigenous patients for this indicator.

The ABS said that oral health would be a six yearly measure from the Indigenous Health Survey.

*3-4 year olds who have hearing impediments*

The Commonwealth Government suggested rates of otitis media in 0-5 year olds is a more precise indicator

The Victorian Government said that hearing loss data for Indigenous children is not available at present but there is work in progress.

The ABS said that data may be available from future Indigenous Health Surveys.

*Other suggested indicators*

- Age of mothers (particularly at first child)
- Age of mother at birth
- Incidence of smoking and drinking during pregnancy
- Incidence of foetal alcohol syndrome
- Ante natal care
- Post natal care
- Proportion of babies with an Apgar Score of three or less, five minutes after delivery
- Breastfeeding
- Immunisation rates
- Training of parents in parenting skills – they have lost their culture and parenting skills
- A measure of nutrition (for individuals and on the supply side)
- Severely missing teeth in pre and primary (as well as dental caries)

## 2. Early school engagement and performance (kindergarten to year 3)

ATSIC Executive suggested replacing the word 'kindergarten' with 'pre-school year' as the term varies between States. The Commonwealth Government suggested the term 'kindergarten' be clarified to determine whether it refers to pre-school participation for the 3-4 year old age group. Data on preschool participation are

available in the National Report to Parliament on Indigenous Education and Training 2001. The Tasmanian Government said the wording needed to be more clearly expressed.

ATSIC Executive suggested changing the age range to cover the primary school years.

An ATSIC commissioner commented that a two school systems approach existed with culture being used as an excuse for not applying non-Indigenous standards to Indigenous students.

The WA Minister for Aboriginal Affairs and Education said that the emphasis on Indigenous education should be ages 0–8, the same ages that New Zealand is focussing on for Maori.

### *Year 3 literacy and numeracy*

The Northern Land Council said that literacy and numeracy needs to account for which languages will be recognised, and acknowledge the importance of Aboriginal languages in the education system.

The Tiwi Land Council said that NT Education figures of year three and five standards have been selective of the cohorts sitting these tests in some communities. Percentiles are extracted from the cohort group rather than from the total number of students in the year 3/5 classroom or who should be in the classroom. They said similar selective cohort problems also occur in health, economic, spiritual and family indicators.

The WA Dept of Education supports the education indicators in the framework.

Several Indigenous respondents spoke of the importance of literacy and numeracy and the tendency of some schools to keep moving students up through the school even when the students had not reached an adequate standard of literacy and numeracy.

Two ATSIC commissioners suggested comparing the educational outcomes of Indigenous students in government schools with those in private and Indigenous community schools.

*School attendance and attendance K-Yr3 (90% attendance or absent less than 20 days per year)*

The Commonwealth Government suggested clarifying the selection of the 90% attendance benchmark rate or absent less than 20 days per year. The Commonwealth Government said that while distribution of absence is a more complex measure, a better alternative is average attendance, as this is consistent with existing administrative data collections and with the performance indicator for attendance used by MCEETYA

The education indicators in the framework are supported by WA Dept of Education.

*Other suggested indicators*

- Age appropriate social and economic development including participation in activities that assist appropriate development and school readiness — preschools, child development programs, quality child care, playgroups
- Readiness for school
- Pre-school attendance (DEST advises there are data from an annual national census)
- English as a second language (ESL) programs for children who start school speaking no English
- School attendance up to year 7
- Training and qualifications of Aboriginal teachers – need legitimate qualifications that would also be acceptable in the non-Indigenous population
- Turnover of teachers in schools in Indigenous communities
- Number of Indigenous teachers

## 3. Positive adolescence and transition to adulthood

ATSIC Executive suggested the need to define the age range this would cover. Depending on the range of the previous area for action, ATSIC Executive said this area could cover ages 12 through to 19. The Victorian Government also suggested the age range needed to be defined.

ATSIC commissioners strongly supported strategic indicators focussed on youth and educational attainment.

SCATSIA said that positive adolescence and transition to adulthood is important but that it needs more consideration including analysing if there is any evidence that interventions targeted at adolescents and people in the transition to adulthood are effective in reducing subsequent social and economic disadvantage.

### *Literacy and numeracy at years 5 and 7*

SCATSIA said that year 5 is pre-adolescent and suggests the strategic area may be poorly conceived and is tacit recognition that upstream factors are important.

The Commonwealth Government said that year 5 is a pre-adolescent period and literacy and numeracy at years 7 and 10 would be better.

ATSIC Executive suggested literacy in years 7 and 9 be included in this area.

WA Dept of Education supported the education indicators in the framework.

Some Indigenous respondents reported that some children were leaving school in years 9 and 10 with poor literacy and numeracy skills.

### *8-12 year olds and teenagers who participate in organised sport, arts or community group activities*

Several groups suggested that participation in sport, arts and community group activities was useful for all ages not just 8-12 year olds.

The Commonwealth Government said the age group here covers a pre-adolescent period. SCATSIA suggested that 8-12 years old is pre-adolescent.

### *Youth enrolled in school based vocational education and training (VET) programs*

The Commonwealth Government and SCATSIA said that a high proportion of youth enrolled in school based VET programs would not be considered a measure of success for non-Indigenous students and as such it should be removed.

One academic asked what this indicator tells us.

The Tasmanian Government suggested changing it to enrolments in post year 12 education and training (tertiary education and VET).

The Victorian Government suggested that this indicator should focus on participation in education and training more generally, as not all alternative programs would be picked up under a VET in schools category.

The Queensland Government suggested adding completion to the indicator as well as enrolment.

### *Interface with the justice system*

The Commonwealth Government said that the indicator of interface with the justice system needed to be more specific so that it did not overlap with the headline indicator on juvenile detention.

The NSW Government noted that many of the potential strategic change indicators on justice and police issues would not presently be available in a nationally consistent and Indigenous-identified state. The NSW Government said that, to this end, work is being undertaken through the National Centre for Crime and Justice Statistics (ABS), in conjunction with the Australian Police Ministers Council, that should result in nationally consistent policing and justice information for Indigenous involvement in the crime and justice systems being available. This work could be flagged and included at a later stage.

The Queensland Government suggested that if data for these indicators are not currently available then a basic principle of this framework should be to have an agreement to the standardised collection of this hidden data across all jurisdictions. AIATSIS suggested looking at work being undertaken by the Australian Institute of Criminology.

Some respondents discussed the interface with the justice system from different perspectives — perpetrators, victims and witnesses.

#### *Suggested justice indicators*

- Rate of arrest/caution/appearances in court
- Apprehension rates
- Rates of imprisonment/recidivism/violent offending/court appearances/ mediation
- Number of imprisonments arising from offences against justice system procedures (e.g. breaching court orders, bail conditions etc.)
- Prevention of re-offending
- Diversionary measures

- Access to legal advice and legal representation
- Access to legal aid
- Cost and distance to attend court hearings (for accused, victims and witnesses)
- Access to the civil law (including for victims of crime)
- Access to administrative appeals processes
- Access to tribunals to enforce civil rights

*Other suggested adolescence and transition to adulthood indicators*

- School retention in the middle years after the primary to secondary transition.
- School attendance in years 7 to 10
- School retention in years 7 and 8
- Proportion of those aged 15-19 not in full-time education or full-time employment
- Indigenous teachers/aides in schools with high levels of Indigenous children
- Number of Aboriginal teachers
- Cultural accessibility of schools – need to be Aboriginal and welcoming
- Culturally appropriate curriculum in schools.
- Flexibility of participation in school activities
- Integrated programs (such as swimming pools in WA that provide showers but require young people to attend school to be allowed to use the pool)
- Intellectual and social development of individuals (qualitative)
- Employment outcomes following completion of schooling
- Alcohol and other drug use by children and adolescents (up to 19)
- Alcohol related crime and hospital statistics for children and adolescents
- Rates of teenage pregnancy
- Pregnancy rates in young girls
- Number of teenage parents

## Adult and family wellbeing (area suggested by ATSIC Executive)

Many Indigenous respondents suggested that the adult and family environment played a key role in the ability of Indigenous children to succeed in schooling. They

suggested that Indigenous parents needed to take responsibility for making sure their children were fed and attended school regularly. Respondents suggested poor adult literacy created an environment where some children were poorly prepared for starting school and performing well once there. Some stated that low incomes prevented parents paying for important parts of schooling such as excursions and books, and alcohol and substance abuse and violence meant that children did not get enough sleep or needed to spend time looking after their parents or siblings rather than studying. Others talked of the importance of positive role models for children and teenagers.

*Suggested indicators*

- Adult literacy
- Enrolments in TAFE and other post-school education
- Proportion of those aged 20-24 not in full-time education or full-time employment
- Rates of hospitalisation
- Rates of hospital admission by illness for adults (as well as children)
- Rates of diabetes
- Morbidity and mortality measures of circulatory, respiratory, renal diseases and diabetes
- Role of adults or elders
- Quality of life in older years
- Neglect and abuse of older people and capacity to care for them
- Aged care indicators
- Recovery from acculturation (adaptation to majority culture for survival and loss of culture due to structure of majority culture)
- Motor vehicle accidents and deaths
- Motor vehicle ownership
- Number of people with drivers licences
- Alcohol, tobacco consumption and other drug use by adults
- Alcohol related crime and hospital statistics for adults
- Domestic or family violence
- Children on long-term care and protection orders
- Rates of sexually transmitted diseases in children

- Body mass index/obesity
- Nutrition
- Lack of exercise

## 4. Breaking the substance abuse cycle

ATSIC Executive suggested removing this strategic area for action and incorporating the indicators into the other strategic areas for action. They believed it stood out of place as the only issue based strategic area for action and raised the question of why other important issues were not raised specifically in the framework.

HMAC SCIH said this was not an appropriate title, it was too negative.

The Queensland Government suggested adding alcohol to the name of this strategic area.

The Commonwealth Government suggested incorporating prevalence measures (use in the last 12 months) in substance use indicators.

### *Alcohol and tobacco consumption rates for children and adults (including abstinence and consumption to dangerous levels)*

An academic said this is not able to be reported on.

### *Alcohol related crime and hospital statistics*

The Victorian Government said there are limited hospital statistics available.

### *Drug and other substance abuse*

An academic suggested more definition and explanation about drug type.

Suggested addition to the indicator:

- Drug and substance abuse for children and youth, as well as adults

### *Other suggested indicators on substance abuse*

- Diversionary/replacement strategies to alcohol and drug consumption
- Foetal alcohol/petrol syndrome

- Availability of substances and alcohol and costs and community by-laws and penalties imposed

## 5. Functional and resilient families and communities

*Substantiated child protection order notification to welfare agencies by type*

Queensland Department of Families said this was meaningless and suggested replacing 'order notification' with 'notifications'. They suggested moving this indicator to the headline indicators.

*Children on long term care and protection orders (over one year)*

Queensland Department of Families suggested moving this to the headline indicators.

The NSW Government suggested children in long term care should include 'family placements' (i.e. kinship care).

An academic suggested this indicator may fluctuate widely between jurisdictions and asked if it would be reported nationally or by jurisdiction.

*Rates [and cases] of sexually transmitted diseases in children per 1000 population*

An academic asked what this will tell us. Greater efforts in surveillance will produce a higher level.

The Victorian Government said it had no data on Indigenous sexually transmitted diseases.

*Other suggested indicators of functional and resilient families and communities*

*Families and children*

- Family formation, separation and reforming
- De facto relationships (leading to domestic violence – WA Health)
- Residence/caring for the child – proportion of children living as a member of a unit family (as distinct from in a communal/shared caring environment)
- Care of children with a disability

- Rate of Indigenous representation among Supported Accommodation and Assistance Program (SAAP) clients

Queensland Department of Families said that child protection substantiations are a better indicator than notifications or cases notified because it had been substantiated that child sexual abuse did occur. The Department suggested moving child sexual abuse to the second tier and including all types of abuse.

The Queensland Department of Families said that the neglect type of abuse is a better indicator of disadvantage than sexual abuse.

*Functioning of communities*

- Indicators of functional and resilient communities
- Evidence of corporate/community planning with processes for monitoring and review
- Decision making based on corporate/community plans
- Observance of due process
- Active community participation by families and individuals
- Accredited training
- Training and accreditation for community housing organisations
- Build on the sharing and caring culture by promoting community groups to work together, particularly groups assisting individuals to learn home maintenance, gardening and household budgeting
- Community safety from hazards such as fire, flood and cyclone – better prepared communities are safer – improved capacity
- Community safety
- Participation in community service organisations – fire brigades, SES, ambulance, defence force

*Indigenous community relations with government and non-Indigenous communities*

- Government performance in serving Indigenous communities (see indicators from the COAG sponsored ten trials)
- Measure of social capital to capture tolerance within Indigenous communities and with neighbouring communities.

## 6. Building on the strength of Indigenous culture

The Queensland Government suggested renaming this area, 'A strong Indigenous culture'.

*Suggested indicators*

*Language*

- Knowledge of language and tribal/clan affiliation
- Number of languages spoken and taught
- Number of and percentage of individuals per community who speak their traditional language
- English spoken as a second language in communities who frequently use their traditional language
- Regaining lost language and culture and recording of those languages and cultures, especially those of smaller clans/groups
- The level of interest in revitalisation and use of Indigenous languages
- Creation of sufficient resources and support for Aboriginal people to maintain and revitalise language.
- Re-establishment and preservation of language
- Protection of Indigenous languages
- Number of Indigenous students enrolled in Indigenous language classes
- Teaching of language and culture in schools
- Language programs in schools
- Bilingual education in schools
- Participation in language programs
- Provision of interpreter services

*Participation in cultural activities*

- Participation in the arts
- Participation in sport, arts and community group activities
- Level of participation in Indigenous arts production (painting, sculpture, etc. in addition to writing, film)

- Publications by Indigenous writers by jurisdiction
- Participation in Indigenous broadcasting
- Participation in sporting activities
- Attendance and involvement at cultural activities e.g. NAIDOC week
- Participation in ceremonial and community activities (e.g. NATSIS/ISS question — cultural and religious)
- Religious/spiritual participation
- Retention of traditional language, ceremonies and practices
- Language, kinship, hunting, gathering, initiation, land claims
- Participation in ceremonies or story-telling
- Number/types/frequency of ceremonies
- Involvement in cultural activities (paid or unpaid)

*Cultural education*

- Cultural identity in education
- Art, dance and language classes held within schools, land council premises or other venues
- Participation by Indigenous people in Indigenous programs at universities/TAFE
- The percentage and number of cultural studies (e.g. universities and Indigenous arts specific) being undertaken
- Provision of Indigenous cultural activity in schools
- Opportunities for Aboriginal and Torres Strait Islander peoples to learn about their own history and cultures, particularly for those that do not live on discrete communities or have been displaced from their traditional homelands, communities and families.
- Participation in culture camps, coordinated by elders or Aboriginal culture groups for youth to start experiencing culture from an environmental perspective
- Participation in culture camps NOT coordinated by elders or Aboriginal culture groups for youth to start experiencing culture from an environmental perspective
- Cultural programs for offenders

*Governance and culture*

- Involvement of Indigenous community leaders in issues such as service delivery, development of policies affecting Indigenous communities, dispute resolution in communities
- Elders groups that operate within traditional areas set by traditional tribal boundaries
- Effectiveness of relationships between elders and the younger generations
- Aboriginal groups governed by Aboriginal law and not under formal western corporations legislation.
- Sound corporate governance in discrete Indigenous communities
- Identity, trust and volunteerism – as important components of social capital
- The willingness of notable people to participate in other forums and organisations
- The willingness of communities to be involved in government processes

*Legal recognition and culture*

- Introduction of culturally appropriate dispute resolution mechanisms
- Recognition of aspects of Aboriginal customary law in mainstream law
- Recognition of Aboriginal structures of law and governance
- Recognition and protection of Indigenous intellectual property

*Cultural awareness in service delivery*

- Greater cultural awareness in the health, education and justice systems
- Local authorities with Indigenous cultural advisory mechanisms
- Cultural awareness programs
- Access to culturally meaningful support services
- Cultural training for non-Indigenous staff in schools, police and justice

*Relationships between Indigenous and non-Indigenous communities*

- Positive relationships between Indigenous and non-Indigenous communities — working in partnership, collaboration, MOUs, strategic approaches to capacity building, strategic alliances in service provision
- Existence of bridging mechanisms between the two cultures

- Racism

*Heritage management*

- Aboriginal people to be seen as partners in the management of tangible and intangible Indigenous heritage, and their participation in management and control of that heritage to be properly resourced.
- Capacity to recapture and protect Australian Indigenous heritage held in overseas institutions and museums.
- Establish collective management regimes which recognise the role of Indigenous peoples in the ongoing management of flora, fauna, land and natural resources (including the traditional and cultural use of these resources).
- The creation of Aboriginal keeping places
- Number of cultural centres
- Cultural maintenance programs (e.g. ATSIC, Indigenous knowledge centres)
- All planning and development approvals will require an Aboriginal cultural heritage impact assessment.
- Reduction in consents to destroy
- All schedule 14 (*National Parks and Wildlife Service Act* (NSW)) lands returned to Aboriginal ownership
- Aboriginal people trained and employed in the protection and maintenance of cultural heritage
- Preserving and reclaiming ownership, management and maintenance of sacred sites, language and cultural practices.
- Use of bush tucker foods/catering within assessable areas

*Management of Indigenous culture and tourism*

- Management of Indigenous sites/tourism ventures
- Number of Indigenous owned and operated arts and cultural enterprises
- Financial and operational viability of Indigenous arts and cultural enterprises.
- Cultural ownership

*Appreciation of Indigenous arts and culture*

- Promotion of Indigenous protocols in ceremonies

- Visible Indigenous cultural influence on urban open space planning and design
- The level of interest in Aboriginal art in its many forms
- Trends and employment in the arts industry
- Proportionate representation of Indigenous people and culture in Australian cultural activities, museums, art galleries, libraries, educational curriculum, tourism, public signage, events and advertisement
- Visual arts and crafts
- Strength of local Indigenous arts
- Participation in Indigenous arts production (painting, sculpture, writing, film)
- The level of interest in Aboriginal literature
- Movies and documentaries
- Aboriginal culture in major events
- Indigenous participation in high level sports
- The level of interest in Aboriginal clothing designs
- The level of interest in tourist activities (such as day tours to significant places)
- The level of interest in Aboriginal venues with Aboriginal heritage experience
- The level of interest in cultural and keeping places

*Land*

- A land/water indicator
- Returning to country or access to homelands
- Access to land for cultural purposes

*Other cultural indicators*

- Number and diversity of Aboriginal and Torres Strait Islander groups in the community
- Cultural maintenance
- Men's group movement
- Identity

## 7. Functioning environmental health systems

*Functioning essential infrastructure*

HMAC SCIH said that relating housing to functioning environmental health systems suggested that it primarily focuses on remote locations, whilst Indigenous housing need has a broader set of locational issues, including in urban and regional locations.

HMAC SCIH also said that it is difficult to measure 'functioning' essential infrastructure. For example, a power supply may not work because there is no money to buy diesel. The power supply is not functioning but is it an indicator here or in economic participation?

The Commonwealth Government said that any additional environmental health indicators on functioning essential infrastructure should reflect the priority healthy living practices outlined in the National Indigenous Housing Guide. The four top priority areas in the Guide are washing people, particularly children under five, washing clothes and bedding, removing waste safely from the living area and the ability to store, prepare and cook food.

*Suggested infrastructure indicators*

- Road access to communities
- Roads/access to communities and nearest towns
- Accessibility by road
- Serviced roads
- Transport
- Public transport services
- Proximity to aircraft landing strip
- Serviced airstrips
- 24 hour all weather airstrips
- Access to aircraft and other transport
- Standards of water supply
- Availability of facilities for washing (persons and clothes)
- Availability of taps, showers and water supply plants
- Standards of sewerage

- Effectiveness of drainage
- Localised flooding and ponding
- The number of communities where all houses are not connected to sewerage, water and power.
- Electricity
- Hours per day with access to power
- Waste management facilities
- Sewerage, drainage and regular garbage collection
- Dust abatement programs
- Recycling facilities (e.g. grey water and composting)
- Growing of fruit and vegetables in communities
- Telecommunications – telephone services including mobile phone coverage, SMS and internet
- Access to postal services
- Access to broadcasting (radio, television)
- Access to safe haven in the event of flood or cyclone

*Rates of water and food borne diseases, including trachoma rates*

The Commonwealth Government said that trachoma is not a water or food borne disease. SCATSIA also said that trachoma is not a water or food borne disease but should be included as an indicator of functioning environmental health systems.

SA Department of Human Services said that indicators of diseases caused by infrastructure failure are more appropriate than measuring the changes in infrastructure.

The Victorian Government said that Indigenous data for notifiable infectious diseases are poor and that there are no data for non-notifiable diseases.

*Other suggested indicators*

- Animal borne diseases
- Rates of disease associated with unsafe water and sewerage services (could use WHO's recent release of leading causes of death — water and sewerage related were in the top ten)

*Overcrowding in housing*

The NT Government said this should be a headline indicator because in remote areas 25 to 30 people live in each house and in urban areas high costs cause financial stress. AIATSIS said this should be a headline indicator.

A WA government agency said overcrowding in housing was subjective and based on non-Indigenous values. A SA government agency asked 'What is overcrowding? Is it measured by rooms? What about room sizes and access to covered areas, the sanitation capacities and ventilation designs and how can these attributes be measured across different external environments?

The Queensland Government and HMAC SCIH said the overcrowding measure needed to comply with national definitions. Work on this is being done under the National Indigenous Housing Agreement (Nov 1999). The Australian Institute of Health and Welfare (AIHW) provides the secretariat.

The Commonwealth Government said that overcrowding in housing should be defined as the ratio of people per dwelling to bedrooms per dwelling.

Most Indigenous people cited overcrowding as a major cause of disadvantage and strongly supported its inclusion in the framework.

*Suggested housing and homelessness indicators*

- Number of people/house
- Average age/house
- Average income/house
- Adequacy of housing (not just overcrowding)
- Adequate and culturally appropriate housing
- Access to appropriate housing, particularly in urban centres
- Affordable decent housing in clusters throughout an area to allow easier interaction between families and individuals in a community group.
- Access to public and private rental housing.
- Unsafe and insecure housing
- Standards of housing construction and maintenance
- Homelessness
- Further housing indicators from Community Housing and Infrastructure Needs Survey (CHINS) and the Commonwealth State Housing Agreement (CSHA)

*Other suggested infrastructure/service access indicators*

- National Performance Indicator for Aboriginal and Torres Strait Islander Health (NPIATSIH) #15 (number of Aboriginal community controlled health services)
- NPIATSIH #16 (distance to primary health care centre)
- NPIATSIH #17 (distance to hospital)
- NPIATSIH #20 (number of Aboriginal and Torres Strait Islanders in the health workforce) and breaking this number down by profession, specifically doctors, Aboriginal health workers, other clinical staff and other staff)
- Primary health care (including general practitioners (GPs), dental, mental)
- Expenditure on service delivery in Aboriginal health by all jurisdictions (broken down by primary health care/hospital care/other care, and also by community controlled/mainstream)
- Expenditure on administration, policy development and research by Australian government by jurisdiction, for example, through dedicated Aboriginal health units at the State or Territory level, and the Office of Aboriginal and Torres Strait Islander Health (OATSIH) at the Commonwealth level.
- Activity under the Framework Agreements (number of Forum meetings, attendance by each partner, number of Forum sub-committee meetings and attendance).
- Access to health buildings
- Number of doctors in Aboriginal medical centres
- Availability of allied health workers and specialists
- Transport access to health facilities
- Access to support agencies for health education/training
- Access to police services
- Access to emergency services (fire, ambulance, floods)
- Access to mainstream services and programs (as opposed to Indigenous specific) including health services, banks, government offices and welfare entitlements
- Cooperative agreements for delivery of services to Indigenous communities
- Education facilities
- Access to support agencies for domestic violence
- Access to family support services
- Access to welfare entitlements

- Access to mainstream government services and lack of choice for Indigenous people
- Access to financial and banking services
- Service providers in communities to stop people coming into towns
- Training in household maintenance, gardening (particularly for food production, e.g. fruit trees, vegetables and herbs, and budgeting
- Government effort/performance/funding

## 8. Economic participation

The Victorian Government suggested renaming this area 'economic development'.

SCATSIA said economic participation is not particularly actionable in the immediate term and is not sensitive to policy interventions and is best considered in the headline indicators.

### *Enrolments in TAFE and other post school education*

The Commonwealth Government suggested completions also be included plus traineeships and apprenticeships, measured by gender, age and industry. The Queensland Government suggested completion be included, as well as enrolments and suggests adding movement to employment and/or further education and training from TAFE.

The Victorian Government said this indicator duplicates an existing headline indicator, and that perhaps participation should be the strategic change indicator and completion the headline indicator.

The Victorian Government said that participation is a better indicator than enrolments for post-school education to avoid double counting individuals enrolled in more than one module of a course.

### *Employment (full-time/part-time) by public/private sector, occupation & age*

ATSIC Executive suggested indicators that measure industry skills levels and sector participation and employment in various sectors and key groups within sectors to reflect the state of capacity building in Indigenous communities.

The Commonwealth Government said that CDEP participation should be distinguished from employment and underemployment should be included here.

The Victorian Premier's Aboriginal Advisory Council said that CDEP places should be distinguished and should not count as employment

The Torres Strait Regional Authority said that CDEP was the main source of employment in the Torres Strait. Other respondents also reported CDEP being the main source of employment in other Indigenous communities. Suggestions about how to treat CDEP in employment/unemployment indicators is included with discussion of the headline unemployment indicator.

### *Self employment*

An academic said this may be better as a headline indicator

### *Other suggested economic indicators*

*Employment*

- Source of income/source of employment (some way to test if employment is via CDEP would be good)
- Changes in uptake of CDEP
- Availability of jobs
- Aboriginal migration in/out for work
- Creation of local community employment – number of community employment initiatives in Aboriginal communities
- Contribution of CDEP in non-market areas
- Paid employment in cultural activities (ABS will have data)

*Income and cost of living*

- Source of income, either the proportion of all income derived from key sources such as income support payments, CDEP and earnings or the proportion of households who have, for example, income support payments as their main source of income.
- Indigenous superannuants
- Receipt of welfare – Centrelink data on CDEP, unemployment and other transfer payments
- Cost of living

*Integration with the mainstream economy*

- Closeness of the community to a mainstream economy
- Share of service inputs run or controlled by Indigenous people in non-market areas.
- Participation in traditional economies

*Business*

ABS suggested using Census data on self employment as the main source of business data. ABS suggested many practical difficulties with using the Australian Taxation Office business register as a source of data about Indigenous business.

- Number of community owned and operated enterprises
- Aboriginal owned and operated businesses
- Number of Indigenous Australians establishing businesses
- Barriers of entry and exit of micro-business
- Business related bankruptcy
- Access to business information and capital
- Entrepreneurship
- Access to the internet
- See ABS 1375.0 Aug 2002

*Economic development initiatives*

- Involvement of the private and philanthropic sector in undertaking innovative projects with Indigenous communities
- Economic development on Indigenous controlled lands
- Growth in sectors of the Indigenous economy such as tourism, mining, pastoralism, farming and fishing
- Outback regional networks (such as those set up by Noel Pearson) that may provide economic opportunities such as the purchase of art directly from artists by accessing their website.

*Other*

- Access to financial/banking (and Electronic Funds Transfer at Point of Sale (EFTPOS)) services
- Net tangible assets of the Indigenous communities

# A Draft framework for reporting on Indigenous disadvantage — request for comment

*[This appendix contains the text of the draft framework and questionnaire circulated for comment and published on the Review web page in October 2002.]*

## Not just another report

A vast amount of information has been gathered on Indigenous Australians by a range of people and organisations. So why, you might ask, are we producing yet another report? Surely the information we already have should be enough to tell us what needs doing?

This report will be fundamentally different. It will provide Government agencies with clear areas of focus for policy effort. Policy decisions will remain the responsibility of individual governments, in partnership with the Indigenous community. But we will be able to track where governments have had an impact on Indigenous disadvantage — and where work still needs to be done.

This report will have a long-term focus and recognise that many factors bear on change — no one action is going to eradicate Indigenous disadvantage.

A framework covering desired outcomes and indicators of improvement has been developed for the report (see Box 1). Comments on the framework are being sought from a wide range of people and organisations . In particular, we need further input from representatives of Aboriginal and Torres Strait Islander communities.

## All governments are behind it

Back in November 2000, the Council of Australian Governments (COAG) — comprising the Prime Minister, Premiers and Chief Ministers of the Commonwealth, State and Territory governments — agreed to make a difference in the lives of Indigenous people by addressing sources of social and economic

disadvantage. They agreed on a reconciliation plan based on three priority areas for government actions:

- investing in community leadership and governance initiatives;
- reviewing and re-engineering programmes and services to ensure they deliver practical measures that support families, children and young people. COAG also agreed that governments should look at measures for tackling family violence, drug and alcohol dependency and symptoms of community dysfunction; and
- forging greater links between the business sector and Indigenous communities to help promote economic independence.

Then at its meeting in April 2002, COAG agreed to:

> commission the Steering Committee for the Review of Commonwealth/State Service Provision to produce a regular report against key indicators of indigenous disadvantage. This report will help to measure the impact of changes to policy settings and service delivery and provide a concrete way to measure the effect of the Council's commitment to reconciliation through a jointly agreed set of indicators.

(The Review of Commonwealth/State Service Provision was established by COAG in 1993 to monitor through an annual report — the'Blue Book' — the performance of government services. Its Steering Committee comprises senior officials from the central agencies of all Australian governments.)

Further to COAG's decision, the Prime Minister wrote to Gary Banks, the Chair of the Steering Committee, noting that its key task 'will be to identify indicators that are of relevance to all governments and Indigenous stakeholders and that can demonstrate the impact of program and policy interventions'.

## What is the purpose of this Report?

This report has an important long-term objective. It is to inform Australian governments about whether policy programs and interventions are achieving positive outcomes for Indigenous people. This will help guide where further work is most needed.

Much has already been written about disadvantage amongst Aboriginal and Torres Strait Islander people. This report will not duplicate large quantities of information that are already known; nor will it attempt to cover every aspect of Indigenous disadvantage. It is intended that the report have a clear strategic focus on key areas.

## Your views are needed

The framework is being developed through an ongoing process of discussion and feedback. In this initial stage, we are seeking feedback from key Indigenous leaders and Indigenous organisations, as well as academics, government agencies and other organisations that have a particular interest in Indigenous people.

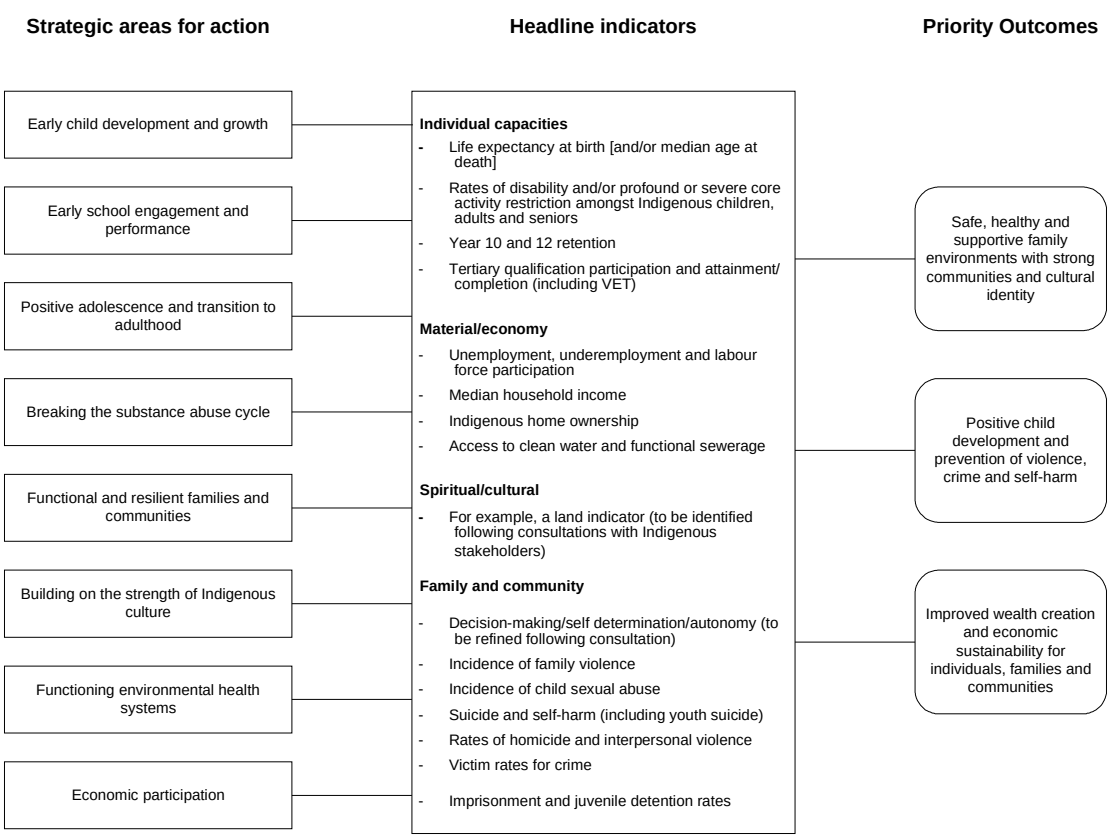
In the following sections, the draft framework is set out and explained. We are seeking your feedback on whether you think the framework is appropriate and how it might be improved.

Following this preparatory stage, further consultations will occur with Indigenous communities and other experts to refine aspects of the framework.

## The framework is strategic

A diagram of the framework is shown in Box 1 with details of the indicators at *Attachment 1*. The framework has three logically related elements, working back from the priorities listed on the right hand side of the diagram.

Box 1 **Draft framework for reporting on Indigenous disadvantage**




## Priority outcomes

The three priority outcomes are based on COAG's 'priority areas for policy action' (mentioned earlier) and provide the end focus of the framework. They are:

- safe, healthy and supportive family environments with strong communities and cultural identity;
- positive child development and prevention of violence, crime and self harm; and
- improved wealth creation and economic sustainability for individuals, families and communities.

A two tier set of indicators which encompasses 'headline indicators' of the higher order outcomes and strategic areas for policy action has been developed. These emphasise the possible need for joint action within and across governments.

## The first tier: Headline indicators

The headline indicators (shown in the centre column of the framework) are intended to provide a snapshot of the state of social and economic Indigenous disadvantage, given the overall priorities that have been identified. They sit within four areas of well-being:

- Individual capacities
- Material/economy
- Spiritual/cultural
- Family and community

These headline indicators are higher order outcomes that reflect the longer-term more targeted policy actions at the second tier.

Collective improvements in the headline indicators should lead to benefits in the three priority outcomes. For example, an increase in life expectancy at birth and a decline in child sexual abuse would clearly contribute to the achievement of, for example, 'positive child development and prevention of violence, crime and self-harm' (see Box 2).

## The second tier: Strategic areas for action

Eight strategic areas for action have been identified (see the left-hand column of the framework). For each of these strategic areas, a few key indicators (**strategic change indicators**) have been developed with their potential sensitivity to government policies and programs in mind. These strategic change indicators are not intended to be comprehensive — it is not possible to incorporate into the framework all of the factors that influence outcomes for Indigenous people.

The strategic areas for action have been chosen on the evidence that action in these areas is likely to have a significant, lasting impact in reducing Indigenous disadvantage. The rationale for choosing the eight areas is briefly described below:

1. *Early child development and growth (prenatal to age 3)*

   Early child development can have significant effects on physical and mental health in childhood and adulthood, growth, language development and later educational attainment.

2. *Early school engagement and performance*

   Early school engagement is important for establishing a foundation for educational achievement, retention in secondary schooling, opportunities in employment and minimising contact with the justice system later in life.

3. *Positive adolescence and transition to adulthood*

   Participation in school and vocational education; and community, cultural and recreational activities, encourages self-esteem and a more positive basis for employment. Such participation also assists in avoiding contact with the justice system.

4. *Breaking the substance abuse cycle*

   Abuse of alcohol and other substances affects later physical and mental health, family and community relationships and contact with the justice system. Tobacco use is the greatest single contributor to poor health outcomes.

5. *Functional and resilient families and communities*

   Functional and resilient families and communities influence the physical and mental health of adults and children and contact with the justice system. Problems in families and communities can lead to breaks in schooling and education, disrupted social relationships and social alienation.

6. *Building on the strength of Indigenous culture*

   A strong Indigenous culture provides a foundation for strong families and communities, economic development, self-determination and community resilience, reduced youth alienation and reduced self-harm and suicide.

7. *Functioning environmental health systems*

   Clean water, adequate sewerage, housing and other essential infrastructure are important to physical wellbeing and health, nutrition and physical development of children.

8. *Economic participation*

   Having a job or being involved in a business activity not only leads to improved incomes for families and communities (which has a positive influence on health, education of children, etc) it also enhances self-esteem and reduces social alienation.

The key criteria used to select the strategic change indicators were as follows:

- *relevance to priority outcomes;*
- *actions in the strategic areas for action result in positive outcomes over time in the headline indicators;*
- *meaningful to stakeholders and principally to the Indigenous community;*

- *sensitive to policy interventions and changes in policy settings;*
- *supported by strong logic or empirical evidence;*
- *unambiguous and clear in meaning and interpretation;*
- *the existence of, or ease of developing, supporting data sets.*

The lack of data, or inability to collect them, can explain why some otherwise desirable indicators are not included. However, where data are not currently (or only partly) available, but the indicator is important enough, an indicator may still be included as an incentive to improve data quality.

Box 2 **Why not agency or program specific indicators?**

While the indicators are sometimes associated with functional areas such as health or education, the indicators in this framework typically cover a number of sectors in terms of their impacts.

For example, in the 'strategic change area' of early school engagement and performance, improvements in the indicators — school attendance and year 3 literacy/numeracy — would require a range of intervention strategies across a number of government portfolios. For children to attend school regularly and achieve acceptable levels of literacy and numeracy, they will require good nutrition, good health, functioning families and a safe environment. These results cannot be achieved through the efforts of a single government agency. Achieving good nutrition, for example, may involve the health, education and community services portfolios, to name a few.

The separate annual *Report on Government Services* looks at the efficiency and effectiveness of individual services, including for Indigenous people.

## Where to from here?

Once the consultation process has been completed and the various comments and suggestions considered, the framework will be finalised and submitted to COAG for agreement.

The time available for this initial consultative stage may not allow for extensive discussion and dialogue with all Indigenous communities and other experts. It is intended that further consultation will occur at a later stage, including in workshops and other forums.

The list of questions at *Attachment 2* has been compiled to assist you in making comments and providing feedback. The use of a questionnaire also helps us to

analyse the feedback in a structured way. It is not necessary, however, to answer all of the questions. Indeed, should you wish to just make some comments instead, that would still be valuable to us.

# Attachment 1: The indicators

*[This attachment is part of appendix A, Draft framework for reporting on Indigenous disadvantage — request for comment]*

## The first tier 'headline' indicators

**Individual capacities**

- Life expectancy at birth [and/or median age at death]
- Rates of disability and/or profound or severe core activity restriction amongst Indigenous children, adults and seniors
- Year 10 and 12 retention
- Tertiary qualification participation and attainment/completion (including VET)

**Material/economy**

- Unemployment, underemployment and labour force participation
- Median household income
- Indigenous home ownership
- Access to clean water and functional sewerage

**Spiritual/cultural**

- For example, a land indicator (to be identified following consultations with Indigenous stakeholders)

**Family and community**

- Decision-making/self determination/autonomy (to be refined following consultation)
- Incidence of family violence
- Incidence of child sexual abuse
- Suicide and self-harm (including youth suicide)
- Rates of homicide and interpersonal violence
- Victim rates for crime
- Imprisonment and juvenile detention rates

# The second tier

| *Strategic areas for action* | *Strategic change indicators* |
|---|---|
| **1. Early child development and growth (prenatal to age 3)** | • Rates of hospital admission of children by age group for infectious diseases (skin, ear, gastrointestinal and respiratory infections)<br>• Infant mortality<br>• Birth weight of neonates<br>• Pre and primary school children with dental caries<br>• 3-4 year olds who have hearing impediments |
| **2. Early school engagement and performance (kindergarten to year 3)** | • Year 3 literacy and numeracy<br>• School attendance and attendance K-Yr3 (90% attendance or absent less than 20 days per year) |
| **3. Positive adolescence and transition to adulthood** | • Literacy and numeracy at years 5 and 7<br>• 8-12 year olds and teenagers who participate in organised sport, arts or community group activities<br>• Youth enrolled in school based vocational education and training (VET) programs<br>• Interface with the justice system |
| **4. Breaking the substance abuse cycle** | • Alcohol and tobacco consumption rates for children and adults (including abstinence and consumption to dangerous levels)<br>• Alcohol related crime and hospital statistics<br>• Drug and other substance abuse |
| **5. Functional and resilient families and communities** | • Substantiated child protection order notification to welfare agencies by type<br>• Children on long term care and protection orders (over one year)<br>• Rates [and cases] of sexually transmitted diseases in children per 1000 population |
| **6. Building on the strength of Indigenous culture** | *To be developed following consultations with Indigenous stakeholders* |
| **7. Functioning environmental health systems** | • Functioning essential infrastructure (to be refined following consultation)<br>• Rates of water and food borne diseases, including trachoma rates<br>• Overcrowding in housing |
| **8. Economic participation** | • Enrolments in TAFE and other post school education<br>• Employment (full-time/part-time) by public/private sector, occupation & age<br>• Self employment |

# Attachment 2: Feedback

*[This attachment is part of appendix A, Draft framework for reporting on Indigenous disadvantage — request for comment]*

## Draft framework for reporting on Indigenous disadvantage

Please complete the questionnaire on the following pages and forward it by post, fax or email to:


The Secretariat
Steering Committee for the Review of
Commonwealth/State Service Provision
Locked Bag 2
Collins Street East
MELBOURNE VIC 8003

*Inquiries:*
Phone: 03 9653 2245
Fax: 03 9653 2359
Email: pdaniel@pc.gov.au


**Comments are being sought by 15 November 2002.**

*Where consultations are being undertaken on behalf of individual jurisdictions, questionnaires should be forwarded to the relevant office within that jurisdiction:*

***Commonwealth***
Ms Helen Hambling
Employment, Families and Indigenous Policy Branch
Department of the Prime Minister and Cabinet
3-5 National Circuit
BARTON ACT 2600

***New South Wales***
Ms Julie Kinross
Social Policy Branch
The Cabinet Office
GPO Box 5341
SYDNEY NSW 2001

***Victoria***
Mr Nick Beckingsale
Social Policy Branch
Department of Premier and Cabinet
Level 2, 1 Treasury Place
MELBOURNE VIC 3002

***Queensland***
Ms Anna Moynihan
Social Policy
Department of the Premier and Cabinet
PO Box 185
Albert Street
BRISBANE QLD 4002

***Western Australia***
Ms Petrice Judge
Federal Affairs
Ministry of the Premier & Cabinet
197 St George's Terrace
PERTH WA 6000

***South Australia***
Mr Nick Stewart
Executive Secretariat
Dept of State Aboriginal Affairs
GPO Box 3140
ADELAIDE SA 5001

***Tasmania***
Mr John McCormick
Policy Division
Department of Premier and Cabinet
PO Box 123B
HOBART TAS 7001

***Australian Capital Territory***
Mr Andrew Rice
Policy Group
Chief Minister's Department
GPO Box 158
CANBERRA ACT 2601

***Northern Territory***
Ms Prue Phillips-Brown
Office of Indigenous Policy
Department of the Chief Minister
GPO Box 4396
DARWIN NT 0801

# Questionnaire

## Your views on the draft framework for reporting on Indigenous disadvantage

Your answers to any of the following questions will assist us in understanding how we can improve or refine the draft framework.

You can answer as many (or as few) questions as you wish. (If not enough space is provided on the questionnaire, please attach additional comments.)

*You may complete the questionnaire electronically by downloading it from the Review website at www.pc.gov.au/gsp/index.html.*

### The two-tiered framework

| |
|---|
| 1. Is the two tiered framework – with headline and strategic change indicators – an appropriate and logical way of reporting? (See above explanation.) |
| 2. Will the framework provide a robust picture of the conditions of Indigenous people in Australia? |

#### THE HEADLINE INDICATORS

| |
|---|
| 3. Do the headline indicators present a meaningful picture of Indigenous disadvantage? |
| 4. Do the headline indicators represent the key aspirations of Indigenous people and governments? |
| 5. Are some headline indicators less useful than others? |

6. Recognising the need to contain the number of indicators, can you suggest alternative headline indicators?

**The strategic areas for action**

7. Do you agree that progress in these areas would lead to improved headline outcomes in the long-term?

**The strategic change indicators**

8. Are the strategic change indicators appropriate measures for assessing movements (either positive or negative) in the strategic areas for action?

9. Can you suggest alternative strategic change indicators?

**Spiritual and cultural indicators**

10. We have not ventured to propose specific indicators for the 'Spiritual/cultural' area in the headline indicators. Can you suggest a good indicator?

11. There are also no specific indicators yet identified for the 'Building on the strength of Indigenous culture' strategic area for action. Can you suggest a good indicator?

**Decision making/self-determination/autonomy**

12. We recognise that decision making, self-determination and autonomy are important to Indigenous people , but we would again like your advice on a headline indicator that we could use in the framework.

**Functioning essential infrastructure**

13. What indicators should we use to measure functioning essential infrastructure in Indigenous communities? What are the most important types of infrastructure (for example, water supply, sewerage, drainage, roads, telephones, post), to include in the report?

14. From a rural or remote perspective?

15. From an urban or metropolitan perspective?

**OTHER COMMENTS AND SUGGESTIONS**

## Your contact details

Your contact details will help us to consolidate all the comments we receive during the consultation process and allow us contact you again in future if we need more information to help us in developing the framework and report.

**Name:**

**Position:**

**Organisation:**

**Telephone:**

**Email:**

**Postal address:**

Please **tick** the appropriate boxes:

- ❑ I am Aboriginal
- ❑ I am a Torres Strait Islander
- ❑ I am responding for myself
- ❑ I am responding on behalf of the organisation

# B People and organisations consulted on draft framework for reporting on Indigenous disadvantage

Listed below are the organisations and individuals from whom comments were sought on the draft framework by the Chairman, jurisdictions, the Aboriginal and Torres Strait Islander Commission (ATSIC) and the Standing Committee for Aboriginal and Torres Strait Islander Affairs (SCATSIA). Some of the organisations and individuals listed below who were written to did not respond with comments, although most did.

*Met with Chairman and Head of Secretariat*

| *Person* | *Organisation* | *Date* |
|---|---|---|
| Dr Andrew Refshauge, MP | Chair of MCATSIA | 5 August |
| Ministers for Aboriginal and Torres Strait Islander Affairs | MCATSIA | 27 September |
| Dr Mick Dodson, Mr Russell Taylor | Australian Institute for Aboriginal and Torres Strait Islander Affairs | 23 October |
| Mr Fred Chaney | Reconciliation Australia | 24 October |
| Ms Pat Anderson | National Aboriginal Community Controlled Health Organisation | 24 October |
| Mr Terry Waia | Chairman, Torres Strait Regional Authority | 28 October |
| Mr Mike Fordham | General Manager, Torres Strait Regional Authority | 28 October |
| Ms Alison Anderson | ATSIC Commissioner, NT Central | 30 October |
| Mr John Dwyer | ATSIC, Darwin office | |
| Mrs Sue Gordon | Magistrate, WA | 11 November |
| Mr Alan Carpenter, MP | Minister for Indigenous Affairs, WA | 12 November |
| Mr Richard Curry | Department of Indigenous Affairs, WA | 12 November |
| Mr Michael Thorn | Department of Premier and Cabinet, WA | 12 November |
| Mr Kevin O'Keefe | Department of Education, WA | 12 November |
| Mr Wayne Gibbons | CEO, ATSIC | 14 November |
| Mr Peter Schneirer | ATSIC Canberra and HREOC workshop participant | |
| Professor Jon Altman and colleagues | Centre for Aboriginal Economic Policy Research, ANU | 14 November |

(continued next page)

| *Person* | *Organisation* | *Date* |
|---|---|---|
| Dr William Jonas and HREOC colleagues: | Aboriginal and Torres Strait Islander Social Justice Commissioner (workshop) | 28–29 November |
| Mr Darren Dick | Human Rights & Equal Opportunity Commission | |
| Ms Margaret Donaldson | HREOC | |
| Mr Joe Hedger | HREOC | |
| Dr Eleanor Hogan | HREOC | |
| Mr Greg Marks | HREOC | |
| Ms Meredith Wilkie | HREOC | |
| Mr Peter Yu | Consultant and HREOC workshop facilitator | |
| HREOC workshop participants: | | |
| Professor Jon Altman | CAEPR | |
| Ms Janet Cechanski | Aust Human Rights Centre, Univ of NSW | |
| Ms Karen Crockett | Dept of Education, Science and Technology | |
| Professor John Deeble | Nat. Centre for Epidemiology & Pop. Health, ANU | |
| Dr Mick Dodson | Reconciliation Australia | |
| Mr Leon Donovan | Centrelink | |
| Mr Leon Ioannou | Aust Human Rights Centre, Univ of NSW | |
| Mr Barry Johnson | ATSIC, NSW office | |
| Professor Garth Nettheim | Aust Human Rights Centre, Univ of NSW | |
| Mr Geoff Richardson | Dept of Immig, Multicultural & Indigenous Affairs | |
| Mr Peter Schneirer | ATSIC | |
| Mr Bob Searle | Commonwealth Grants Commission | |
| Mr Ed Wensing | Consultant to local government | |
| Professor Eleanor Burke | Reconciliation Victoria | 9 December |
| Aboriginal community members | Ramahyuck Cooperative, Sale Victoria | 19 February |
| Aboriginal community members | Aboriginal Cooperative, Bairnsdale, Victoria | 19 February |
| Aboriginal community members | Lake Tyers Aboriginal Trust, Lake Tyers, Victoria | 20 February |
| ATSIC commissioners: | ATSIC, Canberra | 26 February |
| Mr Ray Robinson | | |
| Mr Elia Doolah | | |
| Mr Robbie Salee | | |
| Mr Lionel Quartermaine | | |
| Mr Robbie Williams | | |
| Mr Rick Griffiths | | |
| Mr Cliff Foley | | |
| Mr Steve Gordon | | |
| Mr Darren Farmer | | |
| Mr Rodney Dillon | | |
| Mr Klynton Wanganeen | | |
| Mr Farley Garlett | | |
| Mr Terry Whitby | | |
| Mr Ian Trust | | |
| Mr Kim Hill | | |
| Ms Alison Anderson | | |
| Mr Troy Austin | | |
| Wayne Gibbons, ATSIC CEO | | |
| Peter Schneirer, staff member | | |

## *Written to by Chairman seeking a meeting*

| *Person* | *Organisation* |
|---|---|
| Assoc Prof Ian Anderson | VicHealth Koori Research and Community Development Unit, University of Melbourne |
| Jackie Huggins | Reconciliation Australia |
| Marcia Langton | University of Melbourne |
| Geoff Clark | ATSIC Chairman |
| Pat O'Shane | Magistrate, NSW |
| Mr Kim Hill | ATSIC Commissioner, NT North |
| Mr Elia Doolah | ATSIC Commissioner, Torres Strait |
| Mr Noel Pearson | Cape York Partnerships |

## *Written to by Chairman seeking a response*

| *Person* | *Organisation* |
|---|---|
| Mr David Stanton | Australian Institute of Family Studies |
| Dr Richard Madden | Australian Institute of Health and Welfare |
| Prof Fiona Stanley | Institute for Child Health Research, University of Western Australia |
| Prof Graham Vimpani | University of Newcastle |
| Dr Paul Memmott | University of Queensland |
| Ms Patricia Faulkner | CEO Human Services Victoria, National Advisory Group on Aboriginal and Torres Strait Islander Health |
| Mr Rus Nasir | Standing Committee on Aboriginal and Torres Strait Islander Health |
| Mr Jim Davidson | The National Community Services Information Management Group |
| Mr James Christian | Standing Committee on Indigenous Housing |
| Mr Des Berwick | Police Practitioner's Group, Australian Centre for Policing Research |
| Mr Guy Bowra | Court Services, WA |
| Ms Lynne Wilkinson | National Corrective Services Advisory Group |
| Ms Sandra van Schagen | Performance Measurement and Reporting Taskforce (Education) |
| Dr Lynette Russell | Centre for Australian Indigenous Studies, Monash University |
| Ms Jill Gallagher | VACCHO |
| Ms Sandra Bailey | NSW AH&MRC |
| Mr Mick Adams | QAIHF |
| Ms Wendy Edmondson | AHCSA |
| Mr Darryl Kickett | WAACCHO |
| Ms Heather Sculthorpe | TAHS |
| Mr John Robinson | AMSANT |
| Mr Tauto Sansbury | National Aboriginal Justice Advisory Committee |

## *Met with Secretariat*

| *Person* | *Organisation* | *Date* |
|---|---|---|
| Mr Bob McColl, Mr Dan Black | ABS | 3 March |

## *Consulted by the Commonwealth Government*

| *Person/Organisation* |
|---|
| Aboriginal and Torres Strait Islander Commission |
| Agriculture, Fisheries and Forestry – Australia |
| Attorney-General's Department |
| Department of Communications, Information Technology and the Arts |
| Department of Education, Science and Training |
| Department of Employment and Workplace Relations |
| Department of Family and Community Services |
| Department of Finance and Administration |
| Department of Health and Ageing |
| Department of Immigration and Multicultural and Indigenous Affairs |
| Department of Industry, Tourism and Resources |
| Department of the Environment and Heritage |
| Department of the Treasury |
| Department of Transport and Regional Services |
| Department of Veterans' Affairs |
| Indigenous Communities Coordination Taskforce |
| Public Service and Merit Protection Commission |

## *Consulted by the New South Wales Government*

| *Person/Organisation* |
|---|
| NSW Department of Aboriginal Affairs |
| NSW Premier's Department |
| NSW Department of Housing |
| NSW Department of Public Works and Services |
| NSW Department of Land and Water Conservation |
| NSW National Parks and Wildlife Service |
| NSW Department of Sport and Recreation |
| NSW Department of State and Regional Development |
| NSW Department of Education and Training |
| NSW Department of Juvenile Justice |
| NSW Department of Corrective Services |
| NSW Aboriginal Housing Office |
| NSW Police Service |
| NSW Department of Community Services |
| NSW Attorney General's Department |
| NSW Commission for Children and Young People |
| NSW Bureau of Crime Statistics and Research |

(Continued next page)

(continued)

NSW Treasury
NSW Health
NSW Department for Women
NSW Department of Ageing, Disability and Homecare
NSW Office of Children and Young People
NSW Aboriginal Land Council
ATSIC (NSW State Advisory Centre)
Aboriginal Educational Consultative Group
Aboriginal Health and Medical Research Council
Aboriginal Justice Advisory Council
Aboriginal Child, Family and Community Care Secretariat
Associate Professor Chris Cunneen, Institute of Criminology, University of Sydney
Dr Victor Nossar, School of Public Health and Community Medicine, University of New South Wales
Professor Graham Vimpani, Professor of Paediatrics and Child Health, University of Newcastle

## *Consulted by the Victorian Government*

*Person/Organisation*

Victorian Premier's Aboriginal Advisory Council
Victorian Department of Education and Training
Victorian Department of Human Services
Various Victorian Departments unable to give comment because they were in caretaker period

## *Consulted by the Queensland Government*

*Person/Organisation*

Queensland Department of Employment and Training
Queensland Department of Justice and Attorney General
Queensland Commission for Children and Young People
Queensland Police Service
Queensland Department of Public Works
Queensland Department of Corrective Services
Queensland Department of Housing
Queensland Health
Disability Services Queensland
Queensland Department of Families
Queensland Department of Aboriginal and Torres Strait Islander Policy
Education Queensland
Queensland Department of Transport and Main Roads
Aboriginal and Torres Strait Islander Advisory Board
Dr Cindy Shannon, School of Population Health, University of Queensland
Professor Ian Ring, James Cook University
Dr Paul Memmott, School of Geographical Sciences and Planning, University of Queensland

## *Consulted by the Western Australian Government*

| *Person/Organisation* |
|---|
| WA Department of Health (Aged Care) |
| WA Fire and Emergency Services Authority |
| WA Dept of Health |
| WA Police Service |
| WA Department of Community Development |
| WA Disability Services Commission |
| WA Department of Training |
| ABS WA, Youth, Social, Demography and Statistics Unit |
| WA Department of Education |
| WA Department of Indigenous Affairs |
| WA Aboriginal and Torres Strait Islander Commission |
| Aboriginal Legal Service of WA |
| Derbal Yerrigan Health Service |
| WA Aboriginal Community Controlled Health Office |

## *Consulted by the South Australian Government*

| *Person/Organisation* |
|---|
| SA Department of Treasury and Finance |
| Department of State Aboriginal Affairs |
| SA Department of Human Services |
| Arts SA |
| SA Office of Economic Development |
| SA Department of Education and Children's Services |
| SA Department of Environment and Heritage |
| SA Office for Recreation and Sport |
| SA Office for the Commissioner for Public Employment |
| SA Department of Transport and Urban Planning |
| SA Attorney General's Department |
| Spencer Institute of TAFE |
| Primary Industries and Resources SA |
| Marion City Council |
| Adelaide City Council |
| Aboriginal Legal Rights Movement |
| No response received from 30 community representatives who were sent the framework |

## *Consulted by the Tasmanian Government*

| *Person/Organisation* |
|---|
| Tasmanian Aboriginal Centre and other Aboriginal organisations – no response received |
| Various government agencies |

## *Consulted by the Australian Capital Territory Government*

| *Person/Organisation* |
|---|
| Aboriginal and Torres Strait Islander consultative bodies including the Working Group on optimising service delivery funding for Aboriginal and Torres Strait Islander People in the ACT and other relevant ACT Government agency groups |
| Peak ACT Aboriginal and Torres Strait Islander community organisations |
| ATSIC Regional Council |
| Ngunnawa Elders Council |

## *Consulted by the Northern Territory Government*

| *Person/Organisation* |
|---|
| NT Health and Community Services |
| NT Education |
| NT Justice |
| NT Police |
| NT Community Development, Sport and Cultural Affairs |
| NT Treasury |
| NT Chief Minister's |
| NT Business, Industry and Resource Development |
| NT Infrastructure, Planning and Environment |
| Commonwealth Department of Family and Community Services |
| Commonwealth Department of Health and Ageing |
| Commonwealth Department of Employment and Workplace Relations |
| Australian Bureau of Statistics |
| Aboriginal and Torres Strait Islander Commission |
| Northern Land Council |
| Central Land Council |
| Anindilyakwa Land Council |
| Tiwi Land Council |
| Tangentyere Association |
| Julalikari |
| Indigenous Housing Authority of the Northern Territory |
| Kalano |
| AMSANT |
| NTCOSS |
| Northern Territory University |
| Menzies School of Medical Research |
| Bachelor College |
| Centralian College |

## *Consulted by the Aboriginal and Torres Strait Islander Commission*

| *Person/Organisation* |
|---|
| Views from across ATSIC including regional, state, policy and program managers |

## *Consulted by the Standing Committee for Aboriginal and Torres Strait Islander Affairs*

| *Person/Organisation* |
|---|
| Standing Committee for Aboriginal and Torres Strait Islander Affairs |

## *Other comments received*

| *Person/organisation* |
|---|
| National Indigenous Housing Information Implementation Committee |
| Maria Barredo, Catholic Multicultural Pastoral Services (SA) |
| NSW Aboriginal Justice Advisory Council |
| Professor Tony McMichael, Ms Karen Gardner, Dr Beverley Sibthorpe, National Centre for Epidemiology and Population Health, ANU |
| Professor Tony Barnes, Cooperative Research Centre for Aboriginal and Torres Strait Islander Health |
| Shedrick Wyatt, WA |