

Newmont Tanami Operations Social Impact Assessment



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CSRM study team

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Recommended citation

Kung, A., Rogers, P., Skrzypek, E. and Barnes, R. (2019). Newmont Tanami Operations Social Impact Assessment. Centre for Social Responsibility in Mining, Sustainable Minerals Institute, The University of Queensland: Brisbane.

¹ QS World University Rankings & Performance Ranking of Scientific Papers for World Universities (2018).

² The University of Queensland is ranked first in the world for mining and mineral engineering, 2018 Shanghai Rankings by subject.

Executive Summary

1. Introduction

This report presents the findings of a social impact assessment (SIA) of Newmont's Tanami Operations (NTO), located in the Tanami region in Australia's Northern Territory (NT). NTO commissioned the Centre for Social Responsibility in Mining (CSRSM), part of the Sustainable Minerals Institute (SMI) at The University of Queensland to conduct the study. The SIA provides a socio-economic profile of the main communities neighbouring NTO and analyses NTO's social and economic impact, including its contribution to economic and social development. The report provides an update of NTO's 2013 SIA, which was also prepared by CSRSM.¹ This report will be referred to herein as the 2018 SIA, to reflect the year of data collection.

NTO is a wholly owned subsidiary of Newmont Mining Corporation, based in Denver USA, which is the world's second largest gold producer.² NTO is Australia's most remote mining operation, being 545 km from Alice Springs along the Tanami Highway and 260 km from the closest neighbouring community, the predominantly Warlpiri Indigenous community of Yuendumu. The mine operates on Aboriginal freehold land granted under the federal *Aboriginal Land Rights 1976 (NT) Act* (Land Rights Act) and is subject to mining and ancillary agreements signed with the Central Land Council (CLC), a federal statutory body, on behalf of Aboriginal Traditional Owners. Production first commenced in 1986 with successive expansions in 1989, 1991, 2011, 2015 and 2017. In October 2002, Newmont acquired more than an 85% interest in the operations. By April 2003, Newmont had acquired 100%. By 2018, NTO had operated for 32 years.

This SIA is conducted on the basis of a longer life-of-mine than was projected in 2013. At that time, the mine anticipated closure in 2020. Following the decision to move from open pit to underground mining, the current life-of-mine has been re-cast to 2029, with options for further expansions being explored that may extend mine life even longer. This brings into focus the long-term opportunities available to NTO in terms of local participation (employment, training and contracting), community investment, and local partnerships.

The 2018 SIA updates NTO's understanding of the social and community context in which it operates. The report identifies opportunities for NTO to improve its engagement with stakeholders, and through that, work towards building a long-term positive legacy for its four Priority Communities.

This SIA seeks to achieve the following six objectives:

1. Update the social baseline information presented in the 2013 SIA
2. Describe NTO's operations, including its social performance, community engagement, and community investment initiatives (highlighting changes since 2013)
3. Analyse socio-economic changes in mine-affected communities (see below) since 2013
4. Identify impacts (both positive and negative) of NTO on mine-affected communities, with a focus on the NTO Priority Communities
5. Report community attitudes towards NTO, and community aspirations and expectations (particularly relating to employment)
6. Outline recommendations for NTO to improve its social performance, including the management of social impacts and opportunities for community investment.

¹ The 2013 SIA was branded as having been prepared by JKTech Pty Ltd. JKTech is a company of the Sustainable Minerals Institute, of which CSRSM is a part. Notwithstanding the JKTech branding, the 2013 SIA was prepared by CSRSM staff.

² In January 2019, Newmont and Goldcorp Inc announced that they will merge by the end of the second quarter of 2019. This merger will create the largest gold producer in the world.

The SIA is structured into three parts, as shown in Table 1. For ease of navigation, this Executive Summary mirrors the same structure. In this Executive Summary, source material citations are omitted for readability. Full citations appear in the body of the report.

Table 1 Structure of this SIA

Part	Description	Chapters
A	Sets out contextual information upon which the impact assessment is premised	1. Introduction – contextualises the SIA and describes scope and objectives 2. Operational overview – describes NTO’s operations 3. Study methods – sets out the study area, research activities, and sources of evidence for this SIA 4. Indigenous context – summarises Indigenous cultural history, and historical and contemporary government policies in the Tanami area
B	Describes current socio-economic characteristics of the communities impacted by NTO, socio-economic changes since the 2013 SIA, and NTO’s past and potential future contributions to socio-economic wellbeing	5. Demographic characteristics 6. Services and infrastructure 7. Regional economic activity 8. Local economic activity 9. Health 10. Education 11. Safety and crime 12. Community engagement 13. Community investment Note: analysis relating to gender is provided in these chapters as relevant.
C	Recommends actions to NTO for mitigating and optimising socio-economic impacts	14. Recommendations

2. Operating context

As of February 2017, NTO covered an area of some 375,375 ha of exploration licences and 5,196 ha of mining leases granted under the *Mineral Titles Act 2015* (NT). NTO facilities are located in the Tanami Desert, 545 km northwest of Alice Springs. It is accessible by chartered aircraft and the Tanami Highway, an unsealed road best suited for four-wheel drive vehicles.

NTO has been an owner-operated mine since 2010. At July 2018, the mine reported engaging 1,181 employees and contractors who are on fly-in-fly-out (FIFO) rosters and commute via twice-weekly charters. Approximately 37.4% of the workforce commutes from Darwin, with the remainder from Alice Springs, Perth, and Brisbane. The operations comprise an ore processing facility at The Granites, and the Callie and Auron underground mine at Dead Bullock Soak (DBS), located about 40 km to the west of The Granites.

Major project changes at NTO between 2012 and 2017 are summarised in Table 2.

Table 2 Overview of major project changes at NTO (2012-2017)

Year	Project Development
2012	<p>Newmont deferred further development work on the Tanami Shaft Project, and focused on (i) improving the execution and delivery at the existing operation, and (ii) gaining a better understanding of the impact of the Auron discovery on the overall life-of-mine plan.</p> <p>Newmont reported that production at Tanami was impacted by lower ore tonnages and grades (Newmont 9/12 QR 10/16/12).</p>
2013	<p>Newmont issued updated project resources and reserves worldwide effective 31 December 2012. The Tanami operations hosted proven and probable reserves of 12.6mt million tonnes grading 5.51 g/t gold for 2.2 million oz of contained gold.</p>
2014	<p>Expansion was planned at Tanami, including ventilation upgrade, additional mining equipment, a second mine access and increasing process plant capacity.</p>
2015	<p>Newmont reported resource and reserve estimates. As at December 2014, proven and probable reserves totalled 17.7 million tonnes grading 5.8 g/t gold, measured and indicated resources totalled 3.2 million tonnes grading 5.63 g/t gold, and inferred resources totalled 9.2mt grading 5.97 g/t gold.</p> <p>Newmont estimated the Tanami Expansion Project would increase gold production between 50,000 and 60,000 oz/yr. The expansion would include constructing a second decline in the mine, which would also serve as a platform for exploration drilling.</p> <p>Newmont announced plans for the expansion of the Tanami operations and commenced building a second decline in the underground mine. The expansion was expected extend life-of-mine by three years, and add 80,000 million tonnes a year of incremental ore production. Expected production was 425,000–475,000 oz of gold per year in the first five years. Expansion capital was estimated at \$100–120 million.</p> <p>Newmont approved the Tanami Expansion Project, which included the building of a second decline and additional plant capacity to 2.6 million tonnes a year. The expansion was expected to be completed in 2017, with first commercial production expected in the second half of 2017.</p>
2017	<p>Commercial production from the Tanami Expansion Project began.</p> <p>Newmont continued to advance studies considering a second expansion at Tanami. The Tanami power project was approved, increasing the capital outlook for 2018.</p>

Source: S&P Global Market Intelligence Database (2018).

3. Study methods

Three areas of influence were identified as constituting the study area of this SIA. These are mapped in Figure 1 (overleaf) and comprise:

- **NTO Priority Communities:** Yuendumu, Lajamanu, Nyirripi, and Willowra
- **Tanami area of influence:** Daguragu, Kalkarindji, the Tanami (suburb), Yuelamu (Mt Allan), Balgo, and Mindibungu (Bililuna)
- **Regional centres in the Northern Territory:** Darwin, Alice Springs, and Katherine.

The primary focus of this SIA is on the NTO Priority Communities due to their proximity to NTO, their continuing significance in terms of investment from the mine, and the history of interactions between NTO and Traditional Owners who reside in these communities. The Priority Communities have also been the focal point of previous SIAs.

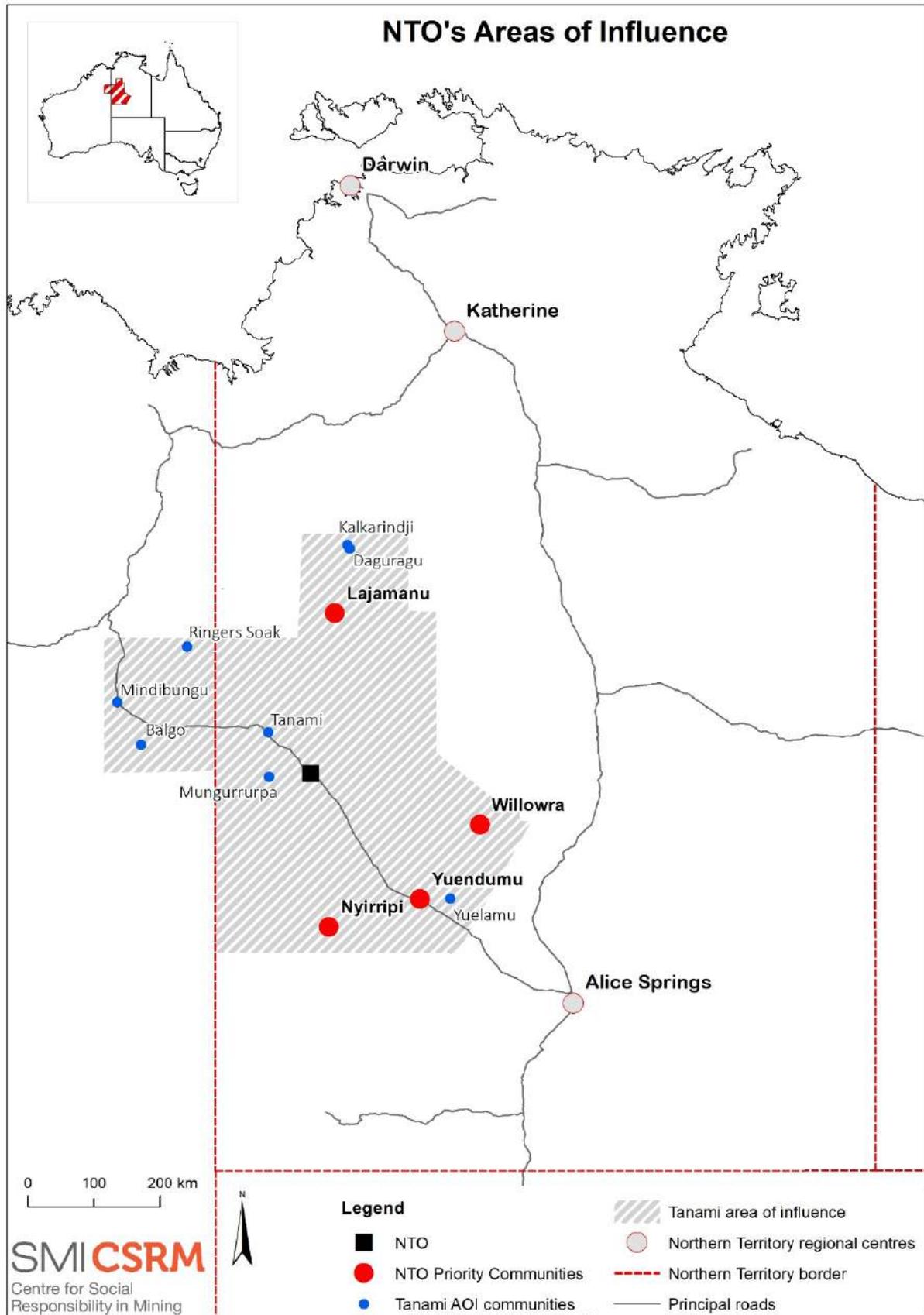


Figure 1 Map of areas of influence as defined in this SIA

Primary data was collected in August and September 2018. In total, 73 interviews were conducted, as well as 8 focus group discussions, a preliminary survey eliciting perceptions of NTO (69 participants), and a survey of NTO's major suppliers (7 businesses). The methods used in this SIA were intended to retain methodological compatibility with the 2013 SIA. Such compatibility allows changes to be identified over time.

The research was conducted in accordance with the ethical guidelines of the Behavioural and Social Sciences Ethical Review Committee at The University of Queensland. The guidelines require informed consent from study participants ensure they understand that participation is voluntary and confidential.

4. Indigenous context

NTO is situated on Aboriginal freehold land held by the Central Desert Aboriginal Land Trust under the Land Rights Act. Being very remote and arid, the region was one of the last to experience colonisation in Australia. The area was subject to an Aboriginal land claim in 1978, the first land claim to be heard in central Australia and the largest in area. A moratorium over exploration and mining during the claim was lifted following the grant of Aboriginal land. Gold and other mineral exploration interests were vigorously pursued, including by South Australian company North Flinders Mines Ltd (NFM), which held rights to historical gold mining leases at The Granites. NFM commenced mining at The Granites in 1986, following the first gold mining agreement struck with Aboriginal landowners in Australia.

The total Warlpiri population in 2018 is estimated at around 3,600 people. While most of this population live in the four Priority Communities and associated outstations, one-quarter of the population reside in other locations. The population in the communities is highly mobile. As with other remote Aboriginal people, Warlpiri practice a 'circular mobility', orbiting between neighbouring communities and regional centres, such as Alice Springs.

The central organising principle in customary law is the Jukurrpa, a term Warlpiri use to refer to the creative epoch, often referred to as 'the Dreaming'. It is also used to refer to the ancestral beings who formed the landscape and their activities or Dreamings. Kinship is the central organising principle in social life. An individual's identity is understood, in large part, as being constituted through their embodied relation to country. Knowing a person's country – and hence their Jukurrpa (Dreaming) – means being able to place that person in social space and attend to the social obligations that flow from one's kin relationship. People who shared the same Dreaming and, hence, ancestral spirit, are regarded as *warlalja* or 'close kin'.

The advent of the Land Rights Act profoundly transformed relations between Indigenous people and miners in the Northern Territory. The grant of Aboriginal freehold title re-instated traditional authority and autonomy over the land. Access for exploration and mining would require negotiation with Traditional Owners. An inquiry by the Woodward Land Rights Commission in 1973 recommended legislation to recognise traditional ownership of land, promote self-determination, protect spiritual and cultural links to land, and provide opportunities for economic development.

Agreements became the means for exerting the right to protect sacred sites and secure benefits from mining on their land. For the first time in the Tanami, Warlpiri interests were empowered. Negotiations over the original Granites Agreement in 1983 fundamentally reflected the priorities and concerns of Traditional Owners, including:

- To protect sacred sites
- Share in the benefits from mining
- Obtain employment and work for Indigenous contractors
- 'Looking after country' and rehabilitation
- Support for homelands (outstations).

Warlpiri interests were represented by a statutory representative body (the Central Land Council – CLC) and supported by technical and legal professionals.

The CLC plays a key role in facilitating important aspects of NTO's relationship with Traditional Owners and is one of NTO's major stakeholders. Under the Land Rights Act, the CLC has responsibilities to:

- Ascertain and express the wishes of Indigenous people over the management of their land
- Protect the interests of Traditional Owners of, and other Indigenous groups interested in, Aboriginal land
- Assist Indigenous people to protect sacred sites
- Consult and take instruction from Traditional Owners over proposals for the use of their land
- Negotiate on behalf of traditional landowners with parties interested in using Aboriginal land and enter agreements on behalf of Traditional Owners.

In addition, the CLC is the region's Native Title Representative Body pursuant to the *Native Title Act 1993*. It manages the Indigenous Ranger program in central Australia, including Ranger mentoring and support. It provides administrative service to various Indigenous corporations, including royalty associations. It operates an increasingly significant community development program across central Australia and in NTO's priority communities in particular. The CLC is one of the largest employers of Aboriginal people in Central Australia.

NTO operates under the Consolidated Mining Agreement (CMA) entered into on 15 May 2003, with the CLC signing on behalf of Traditional Owners. The CMA consolidated and superseded two previous mining agreements with the Traditional Owners of The Granites and Dead Bullock Soak (DBS). The CMA reflects the concerns of Traditional Owners including the protection of sacred sites, the distribution of benefit from gold mining, the opportunity to obtain work at the mine, and the state of the land post-closure.

Under the CMA, NTO agreed to increase the royalty rate on gold production originally negotiated in the 1983 agreement on the condition that a portion be paid into the Warlpiri Education and Training Trust (WETT), which was created for that purpose in 2003.

Under the CMA, the CLC consents to NTO undertaking certain activities on the leases (including access to road making material and water). The activities permitted are those contained in the Mine Management Plan (MMP), which is reviewed annually and subject to approval of the CLC. Sacred site protection and Traditional Owner involvement is effected through a procedure for CLC approval.

Issues and relationships under the CMA are mediated through a Liaison Committee made up of Traditional Owners, CLC officers, and NTO representatives. The Committee meets on-site at least once a year. The CMA provides for further information-sharing by NTO, and a right of inspection. Cooperation of the parties extends to NTO supporting, encouraging and advising Traditional Owners who wish to establish outstations in the lease areas, where reasonable and practicable.

5. Demographic characteristics

The key demographic characteristics of NTO's three areas of influence are described. This includes the Northern Territory regional centres, the Tanami area of influence, and the NTO Priority Communities.

Darwin, Katherine and Alice Springs are the key regional centres in the Northern Territory. Darwin (the capital city) has the largest population (approximately 123,000 persons). Alice Springs (22,095) and Katherine (15,269) are considerably smaller. Indigenous people comprise 15% of the total population. Nearly a third of Indigenous people aged 15 years and over were in the labour force at the time of the Census – proportionally much less than the two-thirds of non-Indigenous people in the labour force. Of those in the engaged in labour force activities, 16% of Indigenous people were unemployed, compared to 4% of non-Indigenous people.

The communities of the Tanami area of influence are small, with a total population of 1,250, and community populations ranging from 50 persons to 350 persons. These communities are predominantly Indigenous (88%, same as the NTO Priority Communities). Approximately 18% of the Indigenous population aged 15 years and over are recorded as participating in the labour force, compared to 90% of non-Indigenous people. Of those in the labour force, all non-Indigenous persons were employed at the time of the Census, while 61% of the Indigenous labour force was employed (that is, nearly 40% were recorded as unemployed and seeking work).

The Priority Communities are predominantly Indigenous (88% in 2016). Yuendumu and Lajamanu (with populations of 759 and 598 respectively) are larger communities compared to Nyirripi and Willowra (236 and 301). The total population across the four Priority Communities has remained steady over the last decade or so, growing only 0.9 percent between 2006 and 2016. There is some fluctuation within each community. The population of Yuendumu grew 11% during this period, while Lajamanu fell 11%; Willowra grew 11%, while Nyirripi fell 6%.

Within the Priority Communities, there are considerable differences between the Indigenous and non-Indigenous segments of the population. The non-Indigenous community is comparatively older, wealthier, and better educated. Indigenous households are more crowded, and pay an average rent of \$120 per week, compared to no rent paid by non-Indigenous households. English and Indigenous languages are spoken at home, but Indigenous language is predominant.

Although the data in this chapter is provided largely to triangulate findings in other chapters, the demographic profile of the Priority Communities suggest that the Indigenous segments of the population are disadvantaged compared to non-Indigenous segments. This observation has implications for the design of NTO's stakeholder engagement and community investment initiatives, which may require adjustment to reflect a younger demographic profile, and the finding that most households speak Warlpiri at home.

6. Infrastructure and services

Services in the NTO Priority Communities are provided primarily by the Central Desert Regional Council (CDRC) and the Northern Territory Government. These services are complemented by programs that are funded and managed by a range of organisations, including the NTO, the CLC, WETT, Charles Darwin University, and the Granites Mine Affected Area Aboriginal Corporation (GMAAAC). Several interviewees noted that residents in the Priority Communities have access to a wider range of services than residents in other communities in the area, due to additional programs funded through royalty streams and delivered by organisations such as WETT and GMAAAC.

NTO's contribution to services has largely focused on employment and education, which are addressed in separate sections in this Executive Summary. Of the services examined in this section, water supply, transport, housing, and telecommunications are emerging as key areas presenting opportunities for improvement.

- **Water supply:** Water scarcity was identified as a key factor limiting the growth of Yuendumu. Some interviewees suggested that Newmont could make a significant contribution to community development by contributing to further development of water supply infrastructure in Yuendumu.
- **Transport:** Poor quality roads and low rates of car ownership restrict the ability of residents to travel to work or to attend inter-community initiatives. There is no regular public transport service between or within communities. The cessation of NTO's chartered flights between Lajamanu and The Granites prevents local employees to commute by air to work at NTO.
- **Housing:** Participants in interviews and focus groups highlighted the shortage of affordable housing, for both locals and outside workers. Visitor accommodation is available, but accommodation for permanent and semi-permanent workers is in short supply.

- **Telecommunications:** Many community members rely on service providers to access computers and the internet. Of the Priority Communities, only Lajamanu has a majority of dwellings with access to the internet; only one-eighth of households in Willowra have internet access. The lack of internet connectivity increasingly precludes access to services, as banking, Centrelink, and job application systems shift to online interfaces.

Some participants in interviews and focus groups raised the short-term nature of the community development programs (such as GMAAAC funding for buses transporting community-based sports teams to tournaments) and their effectiveness in delivering long lasting impacts in communities. Participants also noted that NTO would be well placed to support long-term programs that address underlying and systemic needs in the Priority Communities, such as access to safe and sufficient water supply, particularly in anticipation of extended life of mine.

7. Regional economic activity

In this context, 'regional' refers to the two larger areas of influence delineated for this SIA: Northern Territory regional centres and the Tanami area of influence. NTO contributes to the regional economy through mining payments, procurements and employment. A statistical snapshot of workforce characteristics indicates that there are systemic challenges to improving conditions in the very remote communities of the Tanami area of influence. However, the SIA identifies an opportunity for NTO to contribute further to the regional economy by supporting the Ranger program in the Southern and Northern Tanami Indigenous Protected Areas.

NTO's contribution through mining payments is significant. NTO paid \$179 million to the Northern Territory Government in royalties between 2014 and 2017. It is not possible to attribute social impacts in the Northern Territory directly to NTO, because royalties are paid into the Northern Territory Government's consolidated revenue.

The Australian Government paid a sum equivalent to NTO's royalty contribution into the Aboriginals Benefit Account (pursuant to the Land Rights Act). A portion of these monies is used by the Australian Government to cover the administrative costs of Northern Territory Land Councils, including the CLC. Thirty percent of the royalty equivalent generated from NTO are paid to GMAAAC, for the benefit of communities in the Tanami area of influence. Health, essential services, and education have been the key sectors funded by GMAAAC. The 2013 SIA reported that GMAAAC received an average of \$4.4 million per year; the average has since increased three-fold, to a yearly average of \$13.7 million between 2015 and 2017.

NTO's procurement activities are also significant contributors to the regional economy. In 2017, NTO spent nearly \$40 million on goods and services procured from businesses with operations in the Northern Territory, over half of which was spent on building materials and construction services. This sum represents nearly 10% of NTO's total procurement spend in Australia. Spending in 2017 was 30% higher than 2014. The increase in spending was likely driven by the first Tanami Expansion Project. A survey of seven of NTO's major suppliers showed that doing business with NTO is significant for the health of the business – one company reported that revenue from NTO made up 70% of its total revenue.

Perceptions of NTO's contribution via procurement do not appear to match NTO's actual contribution. Suppliers reported that they do not know how NTO perceives them, while some community members said that they were not aware of local procurement by NTO. Highlighting NTO's contribution to the regional economy through procurement could be a focus for future engagement efforts.

NTO engages approximately 1,450 people as employees and contractors. Of the employees, and according to a dataset of 604 employees, NTO's workforce is mostly male (85%), 41 years old on average, and have served at NTO for 4.4 years on average. Half of the employees were non-Indigenous, while 15% indicated having Indigenous background. These proportions should be taken with caution, because over a third of the employees did not say whether they were Indigenous.

NTO employees mostly reside in Western Australia (40%) or the Northern Territory (38%). Importantly, the dataset does not record employees' home communities. For example, NTO staff, in interviews, estimated that three or four current employees are from the Priority Communities, but the dataset suggests that no employees are from the Priority Communities and only one employee is from the Tanami area of influence. The discrepancy is likely attributable to employees relocating after securing employment. Not recording an employee's home community at time of hire (as opposed to during employment) makes it difficult to track NTO's recruitment from the Tanami area of influence and the Priority Communities.

NTO's direct recruitment is open to all potential candidates. Recruitment drives are held in Alice Springs and Darwin, which are points of hire alongside Perth and Brisbane. Direct hire is only one of several pathways for entry into the NTO workforce. The Yapa Crew, Indigenous Employment Pathways (IEP) Action Plan, and the Indigenous Training and Familiarisation Program are key initiatives to facilitate Indigenous (and specifically Warlpiri) recruitment to NTO. These initiatives intersect and are supported by the Tanami Desert Ten Year Plan (TYP).

NTO's employment dataset was contextualised against Census statistics for the Northern Territory regional centres and the Tanami area of influence. The labour force in the Tanami area of influence is significantly smaller (numerically, and as a proportion of the population) than the Northern Territory regional centres. Indigenous unemployment is significantly higher, and even among employed persons, the rate of full-time employment is lower. Generally lower educational attainment is likely a contributing factor. Overall, this statistical snapshot indicates systemic challenges to improving employment in the Tanami area of influence.

A major potential avenue for improving Indigenous employment in the Tanami area of influence is the Ranger program associated with the Southern and Northern Tanami Indigenous Protected Areas. NTO has a history of working with the Ranger programs. With further funding of the Ranger program secure, and increasing interest in their establishing commercial supply of service, there is an improved environment for further engagement. Strategic opportunities include engagement for services relating to:

- Fire management
- Threatened species
- Rehabilitation and soil erosion control
- Feral animals
- Weed control
- Wetland management
- Water monitoring
- Cultural site maintenance
- School country visits
- Community projects.

The Ranger program presents a tangible potential pathway to extending NTO's impact in the Tanami area of influence, notwithstanding systemic challenges to workforce participation.

8. Local economic activity

'Local' in this context refers to economic activity in the NTO Priority Communities. The 2016 Census was used to provide a snapshot of local Indigenous employment. The labour force was recorded as 683 persons across the four Priority Communities, representing over half of all persons aged 15 years and over. As a proportion of the population, labour force participation in the Priority Communities lags behind the overall Northern Territory average, but exceeds the Northern Territory average for Indigenous persons.

Unemployment is high: nearly 29% of the population aged 15 years and over in 2016. In absolute terms, the 2016 Census recorded over 307 people in the Priority Communities who were unemployed but seeking work. Of these, 132 were recorded as participating in the Australian Government's Community Development Programme (CDP); consultations indicated that the Census records grossly underestimated participation in the CDP, with participation estimated to reach 320 in Yuendumu and Lajamanu alone.

The sizeable population of unemployed people presents an opportunity for NTO to improve its social impact. The Ten Year Plan, with its express focus on improving Yapa employment, is expected to be the primary vehicle for doing so. Currently, NTO employs few people from the Priority Communities – an estimated three or four individuals. It is difficult to ascertain employees' community of origin from the employment data: residential addresses are recorded, but these indicate residency whilst employed, which may differ from residency at time of hire. Tracking recruitment from the Priority Communities would be improved if employees' hometowns or home communities at time of hire were recorded.

For similar reasons, it is difficult to track participation in the Yapa Crew (a community-based labour-hire contractor designed to provide local people a flexible and supportive pathway to full-time employment). While language groups are recorded (and most Yapa Crew members are Warlpiri people), whether these people come from the Priority Communities is not systematically recorded. Interviews conducted for this SIA suggest that at least three of the Yapa Crew in 2018 (out of a total of 19) were from the Priority Communities.

Perceptions of NTO's impact from local employment was mixed. Among those surveyed in the Priority Communities (69 respondents), about a third indicated a positive perception of NTO's performance with respect to providing jobs for local people. Slightly more than a third indicated a negative perception. Jobs training was proportionally more positive – about a third held a positive perception, while a quarter were negative. A recurring theme was that NTO was seen to be providing jobs for Indigenous people generally, rather than local Indigenous people (i.e. those from the Priority Communities).

Seven key factors influencing Indigenous employment at NTO were identified:

- **Education and experience.** Educational attainment and work experience was low compared to elsewhere in the Northern Territory. While people in the Priority Communities have existing skills and capabilities, they are not recognised formally in ways that facilitate employment with NTO (e.g. with certificates, licences, or tickets).
- **Confidence and pre-employment familiarity with the work environment.** During consultations, many Warlpiri people expressed feeling unsuited to the highly regimented work environment at a mine site. Unfamiliarity with the NTO work environment was a recurring theme; some interviewees stated that their confidence would improve if they could visit the mine site informally to 'try it out'. While NTO offers several pathways to employment (e.g. through the Yapa Crew or the Indigenous Training and Familiarisation Programme – ITFP), there are no pre-employment or pre-vocational initiatives that prepare Warlpiri people for entry into the Yapa Crew or ITFP in the first instance.
- **Job application process.** The job application process often requires English language proficiency, an internet connection, and health and police checks. These were identified as factors that could discourage potential jobseekers from applying for work at NTO.
- **Career progression pathways.** During consultations, several interviewees indicated a desire for clearer career progression pathways, as well as a prioritisation of training whilst employed. NTO is taking action to clarify career pathways under the Indigenous Employment Pathways Action Plan.
- **Inclusivity of work environment and cultural sensitivity.** Some interviewees recounted positive experiences of the camaraderie of a new work environment. However, some suggested that non-Indigenous people can inadvertently isolate Indigenous colleagues (e.g. using the word 'boys' can be friendly to non-Indigenous people, but could be offensive to initiated Indigenous men). As of early 2019, NTO is implementing a renewed program of cross-cultural awareness training across its workforce.

- **Employee transport.** The difficulty of travelling to hire points (and thence to the mine site) was raised. Although a bus service had been attempted in the past, underutilisation of the service had made it costly. Some suggested appointed a community-based employment officer, to operate as an NTO employment hub within the Priority Communities.
- **Welfare and royalty payments.** Some interviewees identified welfare and royalty payments as creating a disincentive to work.

Employment-related recommendations in this SIA (see section 14) are intended to address these factors.

9. Health

Health outcomes for Indigenous Australians across the country tend to be lower than those for non-Indigenous Australians. This is a result of a combination of factors, such as levels of income, employment and education. Australians living in remote and very remote areas tend to perform worse against health indicators than those living in non-remote areas. The Northern Territory, where almost 80% of state Indigenous population live in remote or very remote areas, has some of the poorest Indigenous health outcomes in Australia. For example, Indigenous children in the Northern Territory have one of the highest rates of otitis media nationally.

The Priority Communities are very remote and their populations are predominantly Indigenous. There are significant gaps in public availability health data at the community level; consultations conducted for this SIA indicate that the main health issues in the Priority Communities are similar to those in other very remote Indigenous communities in the Northern Territory. They include high rates of diabetes and renal disease, hypertension, scabies, rheumatic fever, and pneumonia. Liver disease associated with alcohol use is also common, despite the Priority Communities being officially 'dry'.

Medical centres in the Priority Communities provide the day-to-day health care for residents. The largest, best equipped clinics are in Yuendumu and Lajamanu. All clinics have full-time medical staff and the ability to undertake some point-of-care testing. They provide out-of-hours service, and are the first point of contact for emergencies. Demands on the medical services vary throughout the year. The clinics experience additional demand during times of population influx (e.g. a football final or a royalty payment meeting).

Clinics face challenges associated with under-resourcing and high turnover of staff, but continue to provide vital health services in communities. Specialists across a range of medical disciplines visit the communities on a frequent basis as part of the Specialist Outreach Northern Territory (SONT) service, allowing community members in-community access to specialist medical advice. However, most procedures and many treatments require community members to travel to hospitals located in Darwin, Alice Springs and Katherine.

Core medical services are funded and implemented either by the Northern Territory Department of Health or, in case of the Lajamanu clinic, the Katherine West Health Board. NTO does not directly fund or implement any health programs in the Priority Communities, with an exception of small grants awarded towards purchase of medical equipment. Royalty money contributes to a number of health-related programs and initiatives in the Priority Communities. In some cases, like in the case of programs delivered by WETT, they are funded fully by royalties generated by mining activities at The Granites. In others, they make a contribution towards projects funded and implemented by other agencies and organisations. For example, Kurra uses royalty money to cover some of the cost of the Tanami Dialysis Program, and GMAAAC subsidises provision of school meals through the federal government's School Nutrition Program. Royalty money is also used to assist the Yuendumu Old People's Program.

Overall, the four Priority Communities face health issues and access government-funded services similar to those of other remote communities in the Northern Territory. The royalty money generated through Newmont's operations in the area enable additional programs, broadening the range of health services available in the communities.

10. Education

Educational outcomes in the Priority Communities compare poorly with other Indigenous communities in the Northern Territory, and elsewhere in Australia. Since the 2013 SIA, however, some educational outcomes have improved. For instance, excepting Willowra School, average attendance rates have increased, even as the attendance rate decreased for Indigenous students as a whole in the Northern Territory. Between 2011 and 2016, pre-school enrolments as a proportion of children aged 4-5 also increased in the two largest communities, Yuendumu and Lajamanu. NAPLAN results improved in some areas in Yuendumu and Lajamanu between 2013 and 2017.

Attributing positive outcomes to policies or programs is challenging. For instance, it is difficult to ascertain whether improvements in attendance rates in three of the communities are due to government policy (e.g. *Closing the Gap*), local level education initiatives, or a combination of both. There is nevertheless evidence that local programs are having positive impacts on education and training outcomes.

Many of the programs achieving positive outcomes are receive funding from NTO royalty payments, and implemented (wholly or partly) by Traditional Owners. A notable example is the WETT-supported Bilingual Resource Development Unit (BRDU), which has created a large body of Warlpiri learning materials that are used in teaching Warlpiri language and culture in the schools. Coupled with country visits and other cultural activities supported by WETT's Secondary Support Program, bilingual and cultural learning is an education success story. Traditional Owners interviewed for the SIA stated that the BRDU and country visits are highly valued.

Although WETT's early childhood program was described favourably by interviewees. The early learning program at the Yuendumu childcare centre successfully passed the Australian Children's Education and Care Quality Authority's assessment in 2016, making it the first licensed early childhood centre in the Central Desert Region.

Schools in the Priority Communities face challenges in recruiting teachers and principals. Contributing factors include a shortage of housing and remoteness of location. Teacher-student ratios have increased substantially in three of the communities since 2013 but interviews with key informants did not indicate that this was a challenge to effective teaching.

Consultation data show that both community members and NTO would like to see better outcomes in terms of vocational learning, given the lack of work readiness and skills possessed by most school leavers, many of whom finish school by Year 9. WYDAC's youth development program, also supported by royalty monies, has provided Warlpiri youth with training opportunities and created a pathway into good jobs in the community. There is still a shortage of suitably qualified work candidates in the Priority Communities. One indicator of this is the low number of people possessing Certificate III and IV qualifications. NTO's support for the workshops in schools is one way in which the company is attempting to improve work-readiness among school leavers. Given the need to improve employment rates from its Priority Communities, continued support for the workshops, including operational costs, will be important.

Finally, the findings of the Australian Early Development Census (AEDC) in 2014-2015, although four years old now, show that much work still needs to be done in the early childhood space in Yuendumu. There, the data show that there has been an increase in the number of 'developmentally vulnerable' children in the communities, though the results are better for the number of children who are 'developmentally at risk'.

11. Crime and safety

Within the Priority Communities, the predominant crimes are assaults (172 in 2017) and property damage (78). Theft (other than motor vehicle theft) and commercial break-ins are the next most common crimes, with 41 of each offence recorded in 2017. The incidence of crime varies across the Priority Communities. Yuendumu has the highest per capita rate of both personal and property crimes, followed by Lajamanu. The two smaller communities, Nyirripi and Willowra, have lower per capita rates of crime. Although crime rates fluctuate from year to year, there has been an overall increase in the number of offences recorded between 2013 and 2017.

There are permanent police stations in Yuendumu and Lajamanu. These stations have a small staff of four and two police officers respectively. Both stations police large areas. Most offences are addressed before the Local Court, which visits Yuendumu and Lajamanu every two months. More serious cases are heard in Alice Springs or Darwin. Legal aid is available through the North Australia Aboriginal Justice Agency.

Community organisations complement government law and order institutions. The Community Safety Patrol operates in 11 communities in the Central Desert region (including the Priority Communities), though in communities like Lajamanu it is reportedly not functioning well. The Southern Tanami Kurdiji Indigenous Corporation, formerly known as the Yuendumu Mediation and Justice Committee assists family and inter-family disputes, using traditional Warlpiri dispute resolution processes. This organisation has played an important role in mediating disputes in the community and has, by some accounts, led to a decrease in inter-family violence in recent years. Traditional Warlpiri dispute resolution practices are also utilised by the Lajamanu Kurdiji Group, which comprises senior Warlpiri men and women.

The SIA did not discover a clear link between NTO and crime and safety within the Priority Communities. It is clear, however, that having a criminal record impacts negatively on a person's ability to secure employment, and in the Priority Communities this has been a barrier to gaining work with NTO.

12. Community engagement

The framework guiding NTO's approach to community engagement is made up of several different elements. These include: internal governance and engagement tools, such as corporate policies and standards; the Granites-Kurra Traditional Owner Liaison Committee established under Article 21 of the CMA, and the Ten Year Plan.

One of the key elements of site-level community engagement governance is the Stakeholder Relationship Management Plan. In order to meet its obligations to Newmont, NTO must maintain all site-level plans up to date, and ensure their full compliance with appropriate policies and standards. The Stakeholder Relationship Management Plan was developed in January 2016 and aligned with the 2016 Stakeholder Relationship Management Standard. The standard, but not the plan, has since been revised. This has caused compliance gaps that need to be addressed. To comply with the Indigenous Peoples Standard (January 2018) NTO must also develop a site-level engagement plan specific to Indigenous peoples.

In some instances, NTO has an opportunity to go beyond compliance to facilitate community engagement further. For example, the Liaison Committee, established in fulfilment of Article 21 of the CMA, serves as a valuable platform for engagement between NTO, CLC and Traditional Owners. NTO has an opportunity to create, alongside Liaison Committee, a platform aimed at engaging with Indigenous communities more broadly, including communities in the Tanami area of influence.

Another important framework guiding NTO's approach to community engagement is the Ten Year Plan. The plan was developed in collaboration with the CLC and Traditional Owners and stems from an acknowledgement of NTO's unique position to facilitate opportunities and bring benefits to Traditional Owners, affected communities and the Tanami region more broadly. Review of Ten Year Plan action plans

has shown that NTO has an opportunity to develop a monitoring and evaluation structure, complete with success measures, allowing it to capture and measure the impacts of the Ten Year Plan. In addition, the SIA identified two immediate needs for the Ten Year Plan – development of a clear governance structure, and development of an effective communication and engagement strategy.

Capturing, analysing and acting on information on stakeholder engagements produces valuable insights, which can be used to improve and enhance community engagement strategies, and in turn strengthen the relationship between NTO and its external stakeholders. For example, NTO has a set procedure for dealing with external complaints, grievances and concerns. The procedure offers an opportunity to capture valuable data, which, if regularly reviewed, can allow NTO to identify trends and patterns in grievances, and develop measures to prevent recurrence.

This need to capture and use information effectively applies to community engagement and outreach activities more broadly. The more NTO knows about types, frequency, purpose and outcomes of its engagements with community stakeholders, the better placed it will be to make strategic decisions guiding community engagement. Capturing communities' feedback can offer insight into perceptions of engagements and help NTO understand and respond to issues influencing the relationship between NTO and Priority Communities.

The SIA consultation identified issues at the Front Gate as a particularly prominent in communities' perceptions of their relationship with the NTO. Study data shows that the Front Gate issues remain challenging; for some people, the Front Gate sets the tone of the whole relationship they have with the company.

Employment was also a prominent issue raised, with implications for community engagement. Communities would like to see more frequent communication and direct engagement with NTO about employment opportunities at the mine. The need for better communication carried through perception data gathered among other key stakeholder groups – CLC and associated programs, service providers in the Priority Communities and NTO's indigenous employees. Of all those groups, CLC and associated programs had the most positive perception of engagement with NTO. CLC representatives acknowledged the role NTO plays in the Ten Year Plan, the Liaison Committee and on WETT Advisory Committee, and praised it for funding for a community development officer within the CLC's Community Development Unit.

Overall, the perception data discussed here points to an opportunity for NTO to enhance its community engagement by expanding its presence in communities and improving the ways in which it communicates with the local stakeholders.

13. Community investment

A comparison of NTO community investment between two periods (2010–13 and 2014–17) highlights key changes in NTO's community investment approaches. The amount of investment in the later period is more than double the amount of the earlier period, from \$600,500 to \$1.23 million.

The strategic framing of investment priorities has changed. Investment activities in the earlier period (2010–13) were framed as part of Newmont's Asia-Pacific principles of sustainable development. In the later period (2014–17), investment is aligned with context-specific initiatives, such as work packages through WETT, GMAAAC and the Ten Year Plan. In 2013, NTO's primary vehicle for resourcing community-based projects was through its CAP. This program has since been replaced by the Local Community Investment (LCI) program, in which partnering with local community-based organisations is a key feature.

Since 2013, NTO developed two significant projects through the LCI: the resourcing of a CLC Community Development Officer, and the establishment of Newmont scholarships at Charles Darwin University. These initiatives reflect a shift towards supporting longer-term development programs in and near the Priority

Communities. Similar changes can be seen in GMAAAC which has recently introduced three-year funding encouraging more ambitious projects than has been supported in the past.

In light of NTO's review of the LCI, there is an opportunity to align its investment approach with priorities and action planning established through its party to the Ten Year Plan. The Ten Year Plan outcomes under 'Yapa Voice', 'Yapa Education', and 'Yapa Employment' provide a strategic framework that aligns well with Newmont's Community Investment and Development Standard.

There are important advantages to aligning NTO's LCI explicitly with the Ten Year Plan:

- **Monitoring and evaluation:** the Ten Year Plan is explicitly building a long-term monitoring and evaluation program to track the performance, impacts and outcomes.
- **Public awareness:** the Ten Year Plan aims to communicate its priorities and actions with the Priority Communities.
- **Stakeholder collaboration:** the Ten Year Plan is essentially a collaborative exercise with key stakeholders, being the CLC and TOs that aims to achieve significant outcomes in thematic areas that are consistent with Newmont community investment objectives.
- **Partnerships:** investment based on Ten Year Plan priorities and action planning is fundamentally based on partnerships with community-based agencies.

Recommendations provided in this SIA are founded on these observations and also acknowledge that progress is being made towards alignment of community investment and the Ten Year Plan.

14. Recommendations

The recommendations provided in this SIA are anchored in the global, corporate, and contractual commitments that drive NTO social performance. Specifically, these are:

- Obligations to Traditional Owners contained in Consolidated Mining Agreement (CMA)
- Newmont's Social Responsibility commitments and its Sustainability and Stakeholder Engagement Policy and related corporate standards
- International Sustainable Development Goals (SDGs), in particular Newmont's priority SDGs.

The recommendations are presented as a package of potential measures for NTO to consider. Implemented in a coordinated manner, their combined social impact would be greater than the sum of each individual recommendation implemented alone.

The package contains measures that NTO has already initiated or have in progress. Inclusion here assists with strategic planning and a positive acknowledgement of those measures. Recognising that the simultaneous roll-out of all recommendations is unfeasible, the next step is to review what recommendations can and should be achieved, in what order, and with what resources available to NTO and partners. The prioritisation of recommendations and the process for determining feasibility is a question for NTO and its key implementing partners.

The recommendations are divided into eight categories, each with a strategic objective articulated, as shown in Table 3.

Table 4 lists the recommendations, alongside the envisaged outcome of each recommendation. Further suggestions on operationalising the recommendations appear in Chapter 14.

Table 3 Recommendation category and strategic objective

Recommendation category	Strategic objective
Stakeholder engagement strategy	NTO's vision, strategies, and planning align across the whole of business and are fully endorsed and pursued by senior management
Indigenous cultural awareness and support	NTO and contractor workforce equipped with sufficient knowledge and understanding of Warlpiri cultural beliefs and practices to constructively interact and work effectively with Indigenous employees
Indigenous employment and training	Increased Indigenous employment, training and retention, with an emphasis on recruiting from the Tanami area of interest and Priority Communities
Indigenous suppliers and business development	A cohort of Indigenous suppliers providing goods and services to the mine
Indigenous education support	Improved educational outcomes that enhance Indigenous children's potential for employment or engaging wider economy
Community and social investment	Targeted social investment in the Priority Communities that empowers Indigenous people and communities to gain control over their lives to improve health and well-being
Gender	Women participate and benefit from NTO's social and community initiatives
Monitoring social performance	Investment and use of systematically collected data that enables understanding of progress of initiatives and continuous improvement

Table 4 List of recommendations

#	Title	Recommendation	Outcomes
Stakeholder engagement strategy			
1	Stakeholder management plan	Renew NTO's Stakeholder Management Plan, outlining actions for implementation aligned to an Indigenous participation strategy, which is recommended as a separate strategic instrument	Whole of site aligned and coordinated to meet obligations under the CMA and Newmont's Stakeholder Relationship Management Standard and Local Procurement and Employment Standard
2	Indigenous participation strategy	NTO adopt a business-wide Indigenous participation strategy that articulates the site's vision for leaving a positive legacy across the Tanami area of influence	NTO fully complies with the intent and obligations contained in the CMA, Newmont's sustainability targets, and Newmont's Indigenous Peoples Standard
3	Grievance mechanism	Formalise processes to support the effective application of the Cintellate Stakeholder Module Complaints & Grievance and formalise procedures that are readily accessible by stakeholders	NTO systematically tracks how each grievance is addressed, and maintains database to identify recurring grievances
4	Front gate	Maintain current emergency fuel provision & collaborate with key stakeholders to design & instigate a project to evaluate options for the establishment of an independent service centre for the Tanami Highway	Emergency fuel is available to Warlpiri over the immediate and medium term through NTO supply

#	Title	Recommendation	Outcomes
Indigenous cultural awareness and support			
5	Cross-cultural awareness	Conclude contracting of new Cross-cultural Awareness Training program and implementation of training that involves Traditional Owners and Warlpiri people in delivery	NTO is a culturally safe and supportive workplace that demonstrably values its Indigenous workers and the Indigenous setting in which it is located
6	Indigenous-focused events	Formalise a program of on-site cultural events and visits promoting appreciation and exposure to multiple facets of Indigenous culture	Local and regional Indigenous culture is explicitly celebrated for the benefit of NTO workers and supporting Indigenous peoples' TYP Yapa Voice objectives and Newmont Australia's Reconciliation Action Plan alike
Indigenous employment and training			
7	Indigenous employment target	Set a target number of Indigenous employees from the Tanami area of influence communities, including the Priority Communities based on labour force analysis	NTO's commitment to Indigenous employment is firmly and quantifiably focused on outcomes
8	Indigenous employment data	Enhance NTO's employee database to enable tracking of NTO and major contractor's Indigenous employees from (i) Tanami area of influence, (ii) regional centres, and (iii) other places	NTO can efficiently and accurately track progress against targets for Indigenous employment
9	Pre-employment training	Re-establish a structured program of pre-employment 'work ready' training in Priority Communities	Local Indigenous people are equipped with the skills and confidence to work successfully work at the mine
10	Indigenous recruitment processes	Map all pathways to Indigenous recruitment, and ensure recruitment processes are aligned to encourage interest and maximise uptake of job opportunities by Indigenous people	Measurable increased in up-take of opportunities by Indigenous people from Tanami area of influence and Priority Communities
11	Indigenous mentoring and career development	Formalise an Indigenous specific 'A-Z' career pathways program (recruitment, mentoring, continuing employee support)	Local Indigenous employment retention is maximised
12	Yapa Crew	Bolster the Yapa Crew as a pathway for Tanami communities to access employment and pursue a career in mining	Greater numbers of Indigenous people from Tanami area of influence are represented in NTO's direct hire and contractor workforce
13	Contractor obligations	Stipulate, in supplier contracts, that contractors set targets for Indigenous employment from Tanami area of interest, and requirements to maintain equivalent metrics as NTO on overall Indigenous employment	Contractors are proactive in supporting NTO to achieve its Indigenous employment outcomes

#	Title	Recommendation	Outcomes
Indigenous suppliers and business development			
14	Mt Theo workshop	Prioritise WYDAC arrangements over commercial supply of goods and services to the mine	Direct commercial engagement with an Indigenous owned entity in the Priority Communities
15	Indigenous language services	Expand utilisation of Indigenous language, communication service, and media productions services available in the Priority Communities as part of the LCI program	Warlpiri language is strengthened through active use meeting TYP Yapa Voice objectives
16	Community Art Centres	Continue to support the community art centres in Yuendumu and Lajamanu under the LCI program	The local art industry is thriving with a growing appreciation of Warlpiri culture at the mine
17	Indigenous civil contractors	Facilitate the development of targeted commercial businesses in the Priority Communities under the LCI program	Local Indigenous suppliers benefit from procurement by NTO
18	Indigenous business development	Encourage the development of commercial businesses in the Priority Communities	Updated baseline of eligible and interested businesses in the Priority Communities
19	Tanami Rangers	Utilise the CLC's Tanami Ranger groups for the supply of environmental and rehabilitation services	Increased local participation in NTO that aligns with Indigenous priorities to look after country and foster traditional connections while enhancing community-based employment in line with TYP Yapa Employment objectives
Indigenous education support			
20	Coordination with WETT and GMAAAC	Maintain engagement with WETT and GMAAAC	Effective working relationships and alignment of NTO's education and community-based initiatives
21	Supporting schools	Support schools to be accessible 'outward looking' community spaces	Improved educational outcomes
22	Career Expo	Sponsor a Career Expo in Priority Communities in conjunction with community organisations	Raised community awareness of available work and career pathways
23	Work experience at the mine	Give Indigenous youth experience of life on the mine and exposure to the type of work and skills required	Indigenous youth with wider perspectives on life and work options available to them
24	Tertiary scholarships	In conjunction with Charles Darwin University review NTO scholarships to improve uptake of the scheme	Tertiary education for local and regional candidates

#	Title	Recommendation	Outcomes
Community and social investment			
25	Support customary governance mechanism	In consultation with the CLC, identify ways to engage with the Kurdiji – Warlpiri Law and Governance groups	NTO supports self-determining culturally enriched communities
26	Community events	Invest in local community social, cultural, music, & sporting events that sustain community health & well-being consistent with LCI 'preferred activities'	Cohesive communities strongly connected with land, language, and culture
27	Health and well-being	Strategic targeted supportive engagement with key health and well-being initiatives that underpin NTO social objectives	Individuals engaging in opportunities for diverse experiences and personal development
28	Royalty distributions	Take steps to collaboratively understand and address social impacts of distribution of mining payments on Priority Communities	Maximum social and economic benefit results from mining payments to traditional owners and affected communities
Gender			
29	Gender	Tailor engagement and investment initiatives to be accessible to women and promote women's social and economic empowerment.	Inclusive stakeholder engagement and diversity of NTO workforce
Monitoring social performance			
30	Social performance indicators	Identify and systematically capture pertinent and pragmatic indicators to monitor initiatives across the Stakeholder Management Plan and LCI program in particular	Accurate indicative monitoring data on social performance is captured effectively and readily accessible
31	Monitoring, evaluation and review	Regularly monitor progress of activities and conduct periodic evaluation of effectiveness	Continual improvement of initiatives for greater outcomes

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Contents

Part A

Chapter 1 Introduction

1. Background	1-1
2. About this SIA.....	1-2
3. Report structure.....	1-7

Chapter 2 Operational context

1. Introduction.....	2-1
2. Overview of NTO.....	2-1
3. Changing operational context.....	2-5

Chapter 3 Study methods

1. Introduction.....	3-1
2. Defining social impact.....	3-1
3. Study area for this SIA.....	3-2
4. Research activities.....	3-6
5. Assumptions and limitations.....	3-20
6. Research ethics.....	3-21

Chapter 4 Indigenous context

1. Introduction.....	4-1
2. Overview of Warlpiri people.....	4-1
3. Indigenous policy context.....	4-5
4. Regional governance and administration.....	4-11

Part B

Chapter 5 Demographic characteristics

1. Introduction.....	5-1
2. Tanami area of influence and NT regional centres.....	5-1
3. NTO Priority Communities.....	5-7
4. Chapter summary.....	5-16

Chapter 6 Infrastructure and services

1. Introduction.....	6-1
2. Key service providers and community programs.....	6-2
3. Key infrastructure and services.....	6-8
4. Chapter summary.....	6-16

Chapter 7 Regional economic activity

1. Introduction.....	7-1
2. NTO contribution to regional economy.....	7-1
3. Regional workforce characteristics.....	7-21
4. Tanami IPAs and Ranger program.....	7-28
5. Chapter summary.....	7-35

Chapter 8 Local economic activity

1. Introduction.....	8-1
2. Indigenous employment in Priority Communities.....	8-1
3. NTO employment in Priority Communities.....	8-8
4. Indigenous businesses in NTO Priority Communities.....	8-15
5. Chapter summary.....	8-23

Chapter 9 Health

1. Introduction.....	9-1
2. Indigenous health in Australia.....	9-1
3. Indigenous health in the Northern Territory.....	9-7
4. Health profile of the communities.....	9-12
5. Health programs.....	9-17
6. Chapter summary.....	9-21

Chapter 10 Education

1. Introduction.....	10-1
2. Overview of Indigenous education in Australia.....	10-1
3. Initiatives to support improved school outcomes.....	10-2
4. Early childhood and family support.....	10-5
5. Schools.....	10-9
6. Post-secondary and vocational learning.....	10-18
7. Chapter summary.....	10-21

Chapter 11 Safety and crime

1. Introduction.....	11-1
2. Law and order institutions.....	11-1
3. Crime and safety profile of Priority Communities.....	11-3
4. Local level crime and safety programs.....	11-6
5. Chapter summary.....	11-8

Chapter 12 Community engagement

1. Introduction.....	12-1
2. NTO approach to community engagement	12-2
3. Engagement issues arising at the Front Gate.....	12-11
4. Community engagement in the Priority Communities	12-13
5. Chapter summary	12-17

Chapter 13 Community investment

1. Introduction.....	13-1
2. Community investment framework	13-1
3. Chapter summary	13-7

Part C

Chapter 14 Recommendations

1. Introduction.....	14-1
2. Recommendations.....	14-3

References

Appendix A NTO contribution to Sustainable Development Goals

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Part A

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Chapter 1 Introduction

1. Background

This report presents the findings of a social impact assessment (SIA) of Newmont's Tanami Operations (NTO), located in the Tanami region in Australia's Northern Territory (NT). NTO commissioned the Centre for Social Responsibility in Mining (CSRSM), part of the Sustainable Minerals Institute (SMI) at The University of Queensland to conduct the study. The SIA provides a socio-economic profile of the main communities neighbouring NTO and analyses NTO's social and economic impact, including its contribution to economic and social development. The report provides an update of NTO's 2013 SIA, which was also prepared by CSRSM.¹ This report will be referred to herein as the 2018 SIA, to reflect the year of data collection.

NTO is a wholly owned subsidiary of Newmont Mining Corporation, based in Denver USA, which is the world's second largest gold producer.² NTO is one of Australia's top 10 gold producers and the country's most remote mining operation, being 545 km from Alice Springs along the Tanami Highway and 260 km from the closest neighbouring community, the predominantly Warlpiri Indigenous community of Yuendumu. The mine operates on Aboriginal freehold land granted under the federal *Aboriginal Land Rights 1976 (NT) Act* (Land Rights Act) and is subject to mining and ancillary agreements signed with the Central Land Council (CLC), a federal statutory body, on behalf of Aboriginal Traditional Owners. Production first commenced in 1986 with successive expansions in 1989, 1991, 2011, 2015 and 2017. In October 2002, Newmont acquired more than an 85% interest in the operations then owned by Normandy NFM Ltd. By April 2003, Newmont had acquired 100%. As at 2018, NTO has operated continuously for 32 years.



Plate 1 Welcome to Purrkiji (The Granites) (Photo: CSRSM 2018)

¹ The 2013 SIA was branded as having been prepared by JKTech Pty Ltd. JKTech is a company of the Sustainable Minerals Institute, of which CSRSM is a part. Notwithstanding the JKTech branding, the 2013 SIA was prepared by CSRSM staff.

² In January 2019, Newmont and Goldcorp Inc announced that they will merge by the end of the second quarter of 2019. This merger will create the largest gold producer in the world. Reference: Newmont. 2019. 'Newmont and Goldcorp combine to create world's leading gold company'. Press release dated 14 January. Online at <https://www.newmont.com/newsroom/newsroom-details/2019/Newmont-and-Goldcorp-Combine-to-Create-Worlds-Leading-Gold-Company/default.aspx> (accessed 18 January 2019).

This SIA is conducted on the basis of a longer life-of-mine than was projected in 2013. At that time, the mine anticipated closure in 2020. Following the decision to move from open pit to underground mining, the current life-of-mine has been re-cast to 2029, with options for further expansions being explored that may extend mine life even longer. This brings into focus the long-term opportunities available to NTO in terms of local participation (employment, training and contracting), community investment, and local partnerships.

The 2018 SIA updates NTO's understanding of the social and community context in which it operates. The report identifies opportunities for NTO to improve its engagement with stakeholders, and through that, work towards building a long-term positive legacy for its four Priority Communities. This introductory chapter explains the context of the study and the SIA's scope and objectives.

2. About this SIA

This section sets out the drivers for preparing this SIA, followed by a statement of the SIA's areas of influence and its objectives.

2.1 SIA drivers

The imperative for this SIA arises from four principal drivers:

- Consolidated Mining Agreement (CMA)
- Newmont Policies and Standards
- Sustainable Development Goals (SDGs)
- Tanami Desert Ten Year Plan (TYP) (formerly Granites-Kurra Ten Year Plan).

Together, these four drivers span legal obligations (CMA), non-legal but mandatory corporate-level obligations (Newmont policies and standards), corporate-level initiatives (SDGs), and site-level commitments (TYP). Each is described below to provide context for the SIA objectives discussed in section 2.3.

2.1.1 Consolidated Mining Agreement (CMA)

Under the Land Rights Act, access to Aboriginal Land for mining (and exploration) requires the consent of Traditional Owners and the subsequent negotiation of an agreement with them prior to commencing activities. NTO operates under the Consolidated Mining Agreement (CMA) entered into on 15 May 2003, with the Central Land Council (CLC) signing on behalf of Traditional Owners.³ The CMA consolidated and superseded two previous mining agreements with the Traditional Owners of The Granites and Dead Bullock Soak (DBS), which were formed in 1983 and 1990 respectively.

The CMA reflects the concerns of Traditional Owners expressed in the earlier mining agreements. These concerns include the protection of sacred sites, the distribution of benefit from gold mining, the opportunity to obtain work at the mine, and the state of the land post-closure. Further detail about the CMA is provided in Chapter 4 (Indigenous context).

Under the CMA, NTO agreed to increase the royalty rate on gold production originally negotiated in the 1983 agreement on the condition that a portion be paid into the Warlpiri Education and Training Trust (WETT), which was created for that purpose. The CMA also contains provisions that setting obligations on NTO to:

- Protect the environment (article 10)
- Cooperate with Traditional Owners and the CLC (article 13)

³ The CLC is a federal statutory body established under the Land Rights Act, and represents the interests of Traditional Owners within its administrative area, which spans over half of the Northern Territory.

- Promote Aboriginal culture and respectful cross-cultural relationships (article 14)
- Provide employment, training and business opportunities to Aboriginal people (article 16).

Although the completion of an SIA is not an express obligation under the CMA, the SIA is intended to inform NTO's decision-making with respect to its responsibilities under the CMA. As such, compliance with the CMA is a driver for commissioning the SIA.

2.1.2 Newmont Policies and Standards

Newmont has a set of policies and standards that communicates its 'philosophy, rules and expectations'.⁴ Policies and standards are global in scope, and apply to all of Newmont's personnel and subsidiaries, including NTO. Policies are high-level statements of expectation, while standards are more granular documents that set out operationally how the policies are to be achieved.

The *Sustainability & Stakeholder Engagement Policy* (20 April 2016) is a broad-ranging set of commitments, which, relevantly to this SIA, include commitments to (paraphrased for brevity):

- Manage environmental impacts and environmental risks
- Build productive and healthy relationships with local communities, to create shared value
- Obtain free, prior and informed consent of indigenous peoples
- Engage with governments and other stakeholders on a wide range of issues.

These broad commitments are given operational specificity by Newmont's *Sustainability and External Relations Standard* (also referred to by Newmont as the 'Social and Environmental Standards'). These Standards comprise 16 documents (see Box 1, with standards referred to within this SIA shown in bold).

Box 1 List of Newmont social and environmental standards

Newmont Social & Environmental Standards

- Air Emissions Management Standard
- Biodiversity Management Standard
- Closure and Reclamation Management Standard
- **Community Investment and Development Standard**
- Cultural Resource Management Standard
- Hazardous Materials Management Standard
- **Human Rights Standard**
- **Indigenous Peoples Standard**
- Land Acquisition and Involuntary Resettlement Standard
- **Local Procurement and Employment Standard**
- **Social Baseline and Impact Assessment Standard**
- **Stakeholder Relationship Management Standard**
- Tailing and Heap Leach Facility Management Standard
- Waste Management Standard
- Waste Rock and Ore Stockpile Management Standard
- Water Management Standard

⁴ Newmont. 2018. *Policies and Standards*. Accessed 14 January 2019 at <https://www.newmont.com/about-us/governance-and-ethics/policies-and-standards/default.aspx>.

The *Social Baseline and Impact Assessment Standard* influences the design of this SIA. The Standard describes the approach to be undertaken. It covers data collection methodologies (item 1.1), stakeholder engagement in the course of conducting data collection (items 2.2 and 2.3), and social management planning following an impact assessment process (item 2.7). Final assessment reports are to be made available to the public, and to local communities in a ‘culturally appropriate manner’ (item 2.6).

This Standard also requires sites to update their SIAs at least every five years (item 3.1). This SIA constitutes a five-year update since the 2013 SIA.



Plate 2 The Granites processing plant at sunset

2.1.3 Sustainable Development Goals

The United Nations Sustainable Development Goals (SDGs) are 17 global goals established in 2015. The SDGs are part of the *2030 Agenda for Sustainable Development*, a document which was adopted by all UN member states, and which sets out a global plan for sustainable development and poverty eradication.⁵

Newmont supports the SDGs, and in 2016 identified five ‘priority SDGs’ that align with Newmont’s business and to which Newmont is most able to contribute.⁶ Newmont’s priority SDGs are listed in Box 2.

This SIA provides an evidence base and initial analysis that would support a more systematic evaluation of NTO’s performance against the SDGs. The SIA refers to the priority SDGs, as relevant.

⁵ A copy of the *2030 Agenda for Sustainable Development* is available online, at <https://sustainabledevelopment.un.org/post2015/transformingourworld> (accessed 15 January 2019).

⁶ See Newmont (2017) ‘Making an Impact on the Sustainable Development Goals’. A web-based page of Newmont’s 2017 Social and Environmental Performance Report. Available online <https://sustainabilityreport.newmont.com/2017/case-studies/making-an-impact-on-the-sustainable-development-goals> (accessed 15 January 2019).

Box 2 Newmont priority SDGs

Newmont Priority SDGs



SDG 3
Ensure healthy lives and promote wellbeing for all at all ages



SDG 5
Achieve gender equality and empower all women and girls



SDG 6
Ensure access to water and sanitation for all



SDG 8
Promote inclusive and sustainable economic growth, employment and decent work for all



SDG 17
Partnership for the Goals

2.1.4 Tanami Desert Ten Year Plan

The Ten Year Plan (TYP) is a collaborative planning tool developed by NTO, the CLC, and Warlpiri Traditional Owners. The TYP seeks to improve outcomes for the Warlpiri people (referred to as 'Yapa' in the TYP), focusing on three key areas:

- Strengthening **Yapa voice** (supporting Yapa authority, governance and leadership capacity)
- Improving **Yapa education** (supporting skills- and capacity- building, and work experience)
- Increasing **Yapa employment** (supporting employment and business outcomes).

Numerous activities had been initiated since the TYP was finalised in early 2017. By November 2018, the parties recognised the need to streamline implementation and address a number of challenges that had emerged, particularly relating to the participation rates, communication and coordination between the parties, and resource availability.

CSRM was commissioned to facilitate the annual workshop between the parties in November 2018, and the results of this workshop are reported in a separate CSRM document, *Tanami Desert Ten Year Plan Annual Planning Workshop (20–21 November 2018)*. It was at this workshop that TYP parties agreed to rename the TYP from 'Granites-Kurra Ten Year Plan' to 'Tanami Desert Ten Year Plan'.

The finalisation of this SIA coincided with the TYP annual workshop. It is envisaged that the SIA will be used to support further planning and implementation of activities under the TYP.

2.2 Areas of influence – overview

Newmont's *Social Baseline and Impact Assessment Standard* states that the scope of social baseline and impact assessment studies are to extend to the 'area of influence' (item 1.1.3). For the purposes of this SIA, three areas of influence have been identified:

- **NTO Priority Communities.** These communities (Yuendumu, Lajamanu, Nyirripi, and Willowra) are the closest communities to NTO and considered by NTO to be the mine's Priority Communities. Most Warlpiri people (approximately 75%) live in these communities, and the communities are the principal places of residence of the mine's Traditional Owners
- **Communities in the Tanami Desert region.** These communities are qualitatively similar to the Priority Communities. They are likewise remote and predominately Indigenous, and they utilise similar services, resources and opportunities
- **Regional centres in the Northern Territory (Darwin, Katherine and Alice Springs).** NTO interacts with these regional centres directly, through recruitment, procurement, and community investment. People from the above-listed areas of influence also interact with these regional centres for a multitude of reasons – to seek services and employment opportunities, for example, or because governance, law and order institutions are administered from regional centres.

Chapter 3 (Study methods) elaborates on the three areas of influence. The primary focus of this SIA is on the NTO Priority Communities due to their proximity to NTO, their continuing significance in terms of investment from the mine, and the history of interactions between NTO and the Traditional Owners who reside in these communities.

2.3 SIA objectives

This SIA seeks to achieve the following six objectives:

1. Update the social baseline information presented in the 2013 SIA
2. Describe NTO's operations, including its social performance, community engagement, and community investment initiatives (highlighting changes since 2013)
3. Analyse socio-economic changes in mine-affected communities (see below) since 2013
4. Identify impacts (both positive and negative) of NTO on mine-affected communities, with a focus on the NTO Priority Communities
5. Report community attitudes towards NTO, and community aspirations and expectations (particularly relating to employment)
6. Outline recommendations for NTO to improve its social performance, including the management of social impacts and opportunities for community investment.

3. Report structure

The SIA is structured into three parts, as shown in Table 1.

Table 1 Structure of this SIA

Part	Description	Chapters
A	Sets out contextual information upon which the impact assessment is premised	1. Introduction – contextualises the SIA and describes scope and objectives 2. Operational overview – describes NTO's operations 3. Study methods – sets out the study area, research activities, and sources of evidence for this SIA 4. Indigenous context – summarises Indigenous cultural history, and historical and contemporary government policies in the Tanami area
B	Describes current socio-economic characteristics of the communities impacted by NTO, socio-economic changes since the 2013 SIA, and NTO's past and potential future contributions to socio-economic wellbeing	5. Demographic characteristics 6. Services and infrastructure 7. Regional economic activity 8. Local economic activity 9. Health 10. Education 11. Safety and crime 12. Community engagement 13. Community investment Note: analysis relating to gender is provided in these chapters as relevant.
C	Recommends actions to NTO for mitigating and optimising socio-economic impacts	14. Recommendations

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Chapter 2 Operating context

1. Introduction

This chapter describes the Newmont Tanami Operations (NTO). The purpose is to set out the operating context for the social impact assessment (SIA). The chapter describes key infrastructure comprising NTO and the changing operational context since the 2013 SIA. Information presented in this chapter has been provided by NTO, unless otherwise stated. A map of the NTO is provided overleaf as Figure 1.

2. Overview of NTO

As of February 2017, the Newmont Tanami Operations covered an area of some 375,375 ha of exploration licences and 5,196 ha of mining leases granted under the *Mineral Titles Act 2015* (NT).¹ NTO facilities are located in the Tanami Desert, 545 km northwest of Alice Springs. It is accessible by chartered aircraft and the Tanami Highway, which is unsealed and best suited for four-wheel drive vehicles.

NTO has been an owner-operated mine since 2010. At July 2018, the mine reported engaging 1,181 employees and contractors who are on fly-in-fly-out (FIFO) rosters and commute via twice-weekly charters.² Approximately 37.4% of the workforce commutes from Darwin, with the remainder from Alice Springs, Perth, and Brisbane. The operations comprise an ore processing facility at The Granites, and the Callie and Auron underground mine at Dead Bullock Soak (DBS), located about 40 km to the west of The Granites.

2.1 The Granites Mining Lease

The Granites (comprising of Mineral Leases South (MLS) number 8 and 134 to 144 inclusive) hosts the accommodation village, airstrip, ore processing plant, and tailings storage facilities. From 1988 to 2003, four open cut deposits (Bullakitchie, Shoe, Quorn and Bunkers Hill) and two underground operations (Bullakitchie and Shoe) were mined at The Granites.

In 2017, nearly 2.5 million tonnes of ore were processed through The Granites mill, recovering some 420,000 ounces of gold. Ore arriving from DBS is crushed in a three-stage process. The crushed ore is ground further to medium sand-size particles.³ The coarser fraction is separated and processed to recover coarse gold particles via gravity separation, leaching and electro-winning. Gold from the finer fraction is recovered using a 'carbon-in-pulp' (CIP) process and electro-winning. Tailings from the CIP are thickened, with the overflow process water recycled into the process stream. The thickened underflow is detoxified and then discharged to the active tailings storage facility.

¹ Exploration area based on 2017 Mine Management Plan for Tanami Exploration Project citing 32ELs covering 1,155 'graticular blocks' and applying an average of 3.25 square kilometres per block.

² Data provided by NTO; correct as of July 2018.

³ The target particle size is less than 120 microns.

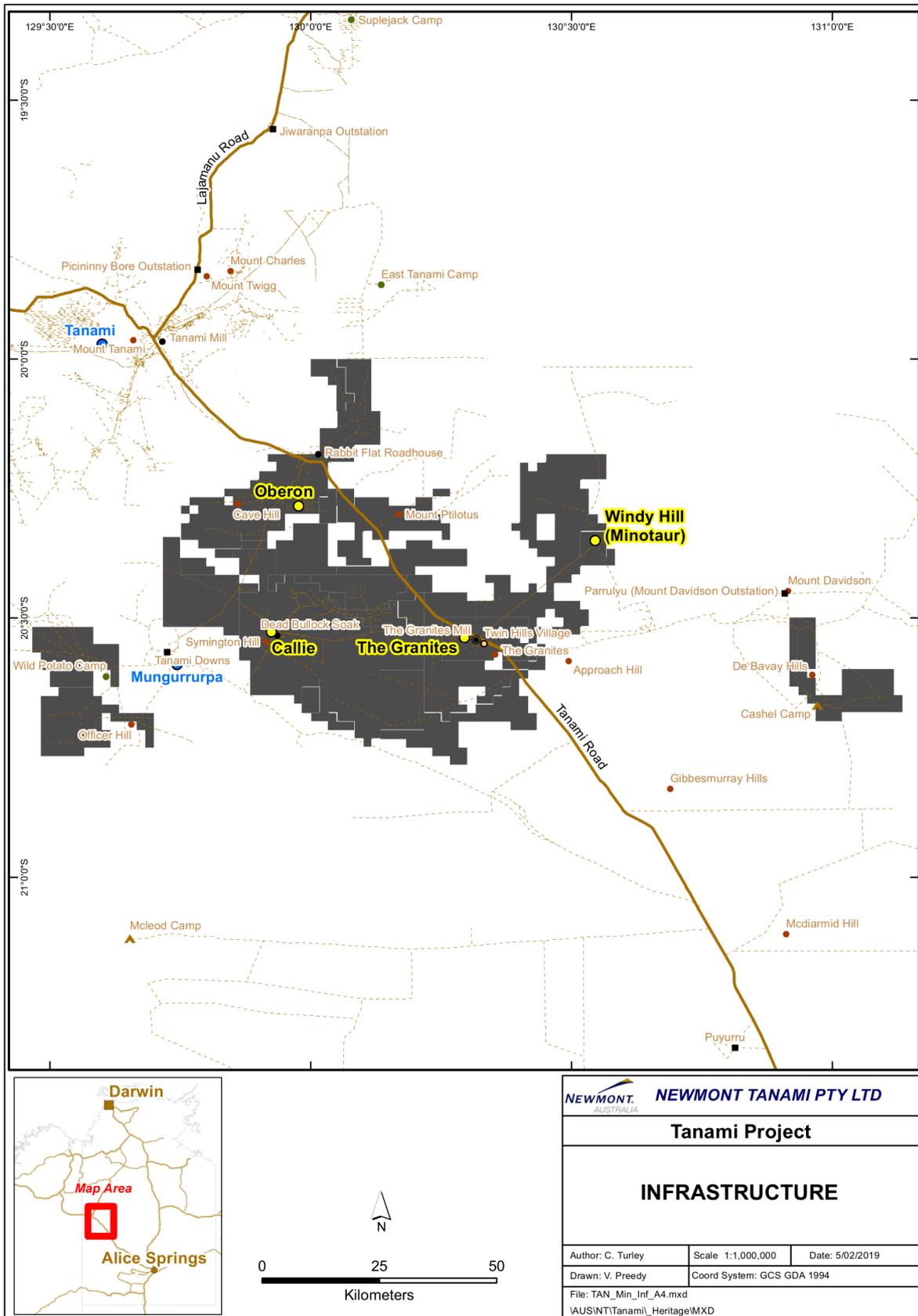


Figure 1 NTO infrastructure

2.2 Dead Bullock Soak

DBS (MLS 154) is NTO's only active mining area. It contains several abandoned open pits that operated from 1990 to 2002, including the approximately 200-metre-deep Callie pit. It also hosts the Callie Underground Mine, which commenced in 1994 beneath the Callie open cut. Callie was the only underground ore body mined until December 2012, when mining of the adjacent Auron underground ore body commenced. Both Callie and Auron ore bodies descend at approximately 45 degrees.

Ore from DBS is trucked by MLG bulk haulage company using 220 tonne-capacity road trains via a purpose-built sealed haul road to be processed at The Granites. Road trains comprise a body and six trailers, one of which is a power trailer, operating 24 hours a day all year round.

2.3 Water bore fields

There are no significant permanent surface water bodies within or near The Granites or DBS. Raw water is sourced from two bore fields, Billabong and Schist Hills. The bores draw groundwater from shallow calcrete aquifers, both associated with the southern margin of the Ngalabaldjiri palaeovalley. Routine monitoring and assessment is conducted by an environmental technician within the Sustainability and External Relations (SER) Department and external consultants. NTO reports on the bore fields, including water monitoring data, in an annual bore field status report.

2.4 Power generation

Power supply to NTO is currently generated by diesel-fired power stations. New gas infrastructure is under construction, which will replace the diesel-fired power stations. Gas power generation is anticipated to reduce carbon dioxide emissions by about a third and power costs by a fifth. The new gas infrastructure comprises a gas pipeline and 62 MW gas-fired generators.

Investment in the gas pipeline was approved in 2017 and is currently being constructed by Australian Gas Infrastructure Group (a contractor) at a capital cost of \$275 million. The pipeline design consists of an 8-inch diameter gas-specification steel pipeline running from the Amadeus Pipeline Scraper Station to The Granites, and then onward to DBS. The gas infrastructure will be owned and operated by the Australian Gas Infrastructure Group, with NTO purchasing gas under gas supply and transport agreements.

2.5 The Granites Airport

NTO operates a runway at The Granites, which is certified by the Civil Aviation Safety Authority (IATA airport code: GTS). The runway measures 2,336 metres long and 30 metres wide. In 2012, a \$5.1 million upgrade was completed. This upgrade sealed the runway, enabling use of jet aircraft. The upgrade required clearing vegetation on the runway peripheries, strips and flyover areas. The runway is certified to 'class 3C jet' type aircraft operating with a maximum take-off weight up to 46,090 kilograms or up to 100 passengers. This limits NTO to using Fokker 100 aircraft for transport to The Granites.

2.6 Exploration

NTO holds exploration licences over areas immediately surrounding its mining leases, stretching some 60 kms to the north, 80 kms to the east, 20 kms to the south and 40 kms to the west of the mining leases (see). All the exploration licences are subject to exploration agreements with the CLC. NTO's exploration work programs are approved by the CLC following field-based sacred site clearances undertaken with relevant Traditional Owners. The CLC conducts field work on a cost-recovery basis.

NTO hold authorisation from the Northern Territory Department of Mines for the Tanami Exploration Project with respect to 31 exploration licences. Exploration activities involve targeted drilling as well as broader soil sampling for gold anomalies. A typical sequence of exploration work includes:

CLC program approval

- Cultural heritage clearance undertaken by the CLC and Traditional Owners

Reconnaissance exploration

- Clearing of light vehicle access and undertaking of various surface sampling techniques (e.g., bulk leach extractable gold (BLEG), soil, lag, or rock chip sampling).

Prospect drilling and assaying

- Rotary Air Blast /Air Core drilling of holes, generally less than 100m deep, typically employing shovel clearance of approximately 4 metres by 4 metres pads and no sumps
- Reverse circulation (RC) drilling and collection of subsurface material for geochemical analysis. Holes generally less than 200m deep with clearing of drill pads of dimensions up to 40 metres x 40 metres, excavation of a small pits (approximately 3 metres square and 2 metres deep) to provide material for construction of earthen safety bunding adjacent to drilling rig and establishment of access tracks
- Diamond drilling and collection of subsurface material for geochemical analysis. Holes generally greater than 100m deep, with clearing of drill pads of dimensions up to 40 metres by 40 metres, excavation of between one and four sumps (3m x 3m x 2m) to collect drilling fluids and establishment of access tracks

Rehabilitation

- Progressive rehabilitation of all disturbances in accordance with requirements of agreements with the CLC and industry guidelines with the immediate capping of all holes, re-distribution of stockpiled topsoil, scarifying of compacted areas, monitoring of the progress of rehabilitation and weed management; and auditing of rehabilitation.⁴

The main exploration targets include historic gold prospects around DBS (DBS – Magellan), Hordern Hills south of The Granites, as well as Officer Hill on Mungurrurpa, and Oberon/Caves Hills to the north of DBS.⁵

NTO also has an active exploration program focused on the Federation and Liberator underground ore bodies. The Federation Deposit lies to the south of the main Callie Anticline, hosted in the same interbedded fine sedimentary rocks as the Callie orebody. In 1997, the Federation Anticline was first intersected by a surface diamond drill hole returning an impressive intercept of one metre at 58.5 grams per tonne.

2.7 Windy Hill (Minotaur)

The Minotaur mineral lease (ML 23283) is located approximately 35 km north-east of The Granites. It operated as a 'satellite mine' between June 2003 and February 2004. Some 685,000 tonnes of ore from the Windy Hill deposit was mined from a single open pit. Ore was stockpiled and hauled to The Granites via road train, with haulage ceasing in 2005.⁶

During life of mine planning, backfilling options were investigated, however, were found to be uneconomic. Following completion of ore haulage, rehabilitation of mine facilities and waste rock dumps was completed in 2005. The mine is currently in a reclamation monitoring stage of closure. Water monitoring consists of quarterly pit lake water quality sampling. Final closure plans being discussed with the CLC will return the area for use by Traditional Owners. The final landscape is to be open void surrounded by abandonment bund for safety with a revegetated waste dump representing a low profile hill.⁷

⁴ NTO. 2017. 'Mine Management Plan – Authorisation number 0458-04'. 20 February.

⁵ The respective licence numbers are as follows: EL2367 (DBS/Magellan/Schist Hills/Pegasus), EL23662 (Oberon/Cave Hills), EL4529 (Granites environs), EL23150 (Officer Hill), and EL2366 (Hordern Hills).

⁶ NTO. 2015. 'Mine Management Plan – Minotaur Project'. 10 April.

⁷ Ibid.

3. Changing operational context

This section highlights changes in the operational context since the 2013 SIA. The key change is the improved productivity gained through modifications to underground mining along with increased mill capacity, which has resulted in significant extensions to the life of mine.

3.1 Project timeline since 2013 SIA

The 2013 SIA noted ‘a number of shifting external factors that are currently exerting significant pressure on NTO’s operating conditions’. Market cycles and price fluctuations were identified as some of the constraining factors hindering further investment by Newmont. At that time, NTO was also an ore-constrained operation with gold production governed by mining performance and supply of ore to The Granites processing facility with 2012 being one of the lowest production years for the operations. From mid-2012, the commodities sector experienced a significant contraction with declining commodity prices. In the second quarter of 2013, the gold price dropped 23% forcing the closure of many low-yield or marginal mining operations, as well as suspension of new projects, and widespread labour force reduction across the sector.

These changing conditions impacted NTO with some 70 positions removed from the operation in late 2013 (45 personnel and 24 vacant positions that were not filled). This loss in positions reflects the relatively high fixed costs of labour (both staff and contractors) that together accounted for over 50% of operating costs at the time. Another significant impact was Newmont’s suspension of its investment decision in the construction of a 1,400-metre-deep shaft at DBS.⁸

The following summarises major project changes at NTO between 2012 and 2017.⁹

Table 1 Overview of major project changes at NTO (2012-2017)

Year	Project Development
2012	Newmont deferred further development work on the Tanami Shaft Project, and focused on (i) improving the execution and delivery at the existing operation, and (ii) gaining a better understanding of the impact of the Auron discovery on the overall life-of-mine plan. Newmont reported that production at Tanami was impacted by lower ore tonnages and grades (Newmont 9/12 QR 10/16/12).
2013	Newmont issued updated project resources and reserves worldwide effective 31 December 2012. The Tanami operations hosted proven and probable reserves of 12.6mt million tonnes grading 5.51 g/t gold for 2.2 million oz of contained gold.
2014	Expansion was planned at Tanami, including ventilation upgrade, additional mining equipment, a second mine access and increasing process plant capacity.
2015	Newmont reported resource and reserve estimates. As at December 2014, proven and probable reserves totalled 17.7 million tonnes grading 5.8 g/t gold, measured and indicated resources totalled 3.2 million tonnes grading 5.63 g/t gold, and inferred resources totalled 9.2mt grading 5.97 g/t gold. Newmont estimated the Tanami Expansion Project would increase gold production between 50,000 and 60,000 oz/yr. The expansion would include constructing a second decline in the mine, which would also serve as a platform for exploration drilling.

⁸ The proven resource of the Auron ore body also significantly influenced the decision to postpone the shaft project. The shallower depths of the Auron reserve has allowed for economically viable mining using current trucking methods delaying the urgency in which the shaft is required.

⁹ Information sourced from S&P Global Market Intelligence Database (2018).

Year	Project Development
	Newmont announced plans for the expansion of the Tanami operations and commenced building a second decline in the underground mine. The expansion was expected extend life-of-mine by three years, and add 80,000 million tonnes a year of incremental ore production. Expected production was 425,000–475,000 oz of gold per year in the first five years. Expansion capital was estimated at \$100–120 million.
	Newmont approved the Tanami Expansion Project, which included the building of a second decline and additional plant capacity to 2.6 million tonnes a year. The expansion was expected to be completed in 2017, with first commercial production expected in the second half of 2017.
2017	Commercial production from the Tanami Expansion Project began.
	Newmont continued to advance studies considering a second expansion at Tanami. The Tanami power project was approved, increasing the capital outlook for 2018.

3.2 Tanami Expansion Project 1

The first Tanami Expansion Project (TEP) was finalised in 2017 with the improved efficiency out of the mine matched by increased mill capacity. Fixed costs per ounce of gold produced were improved significantly. NTO's current business plan is life of mine to 2029, utilising truck haulage via decline with mining to minus 260 level (roughly 1.6km deep) at 2.6 million tonnes mill throughput.¹⁰ The main changes associated with the TEP are:

- Improved mine planning, techniques and sequencing
- An added silo to the paste plant to avoid down time
- Improved machinery maintenance, increasing reliability and utilisation
- Upgrades to underground services (compressed air, water supply and extraction, and ventilation), reducing down time
- Decline works to create a two-way trucking loop
- Trucking payload (using different trucks) and improved cycle times
- Modifications to workshops and refuelling increasing truck availability.

3.3 Tanami Expansion Project 2

NTO continues to further evaluate opportunities, including the re-evaluation of a production shaft for the DBS underground mine for mining at depth of the Callie and Auron ore bodies.¹¹ The option that is being progressed under a feasibility assessment is a production shaft 1,400 meters deep, with a 3.2 million tonne per annum production profile and prospective mine depth of some 2.6 kilometres below ground surface.¹² Figure 2 provides a diagrammatic representation of Tanami Expansion Project 2.

¹⁰ '00' level in the mine is roughly 1.4km below the ground. '1000' level is about sea level as ground surface sits around 380m above sea level using the Australian Height Datum.

¹¹ The shaft has been under review since mid-2015 and is currently undergoing full feasibility assessment.

¹² Basement of the mine is subject a number of parameters most conservatively due to technical issues. Once down that deep the fracture zones resulting from a mine cavity extends kilometres into the host unit.

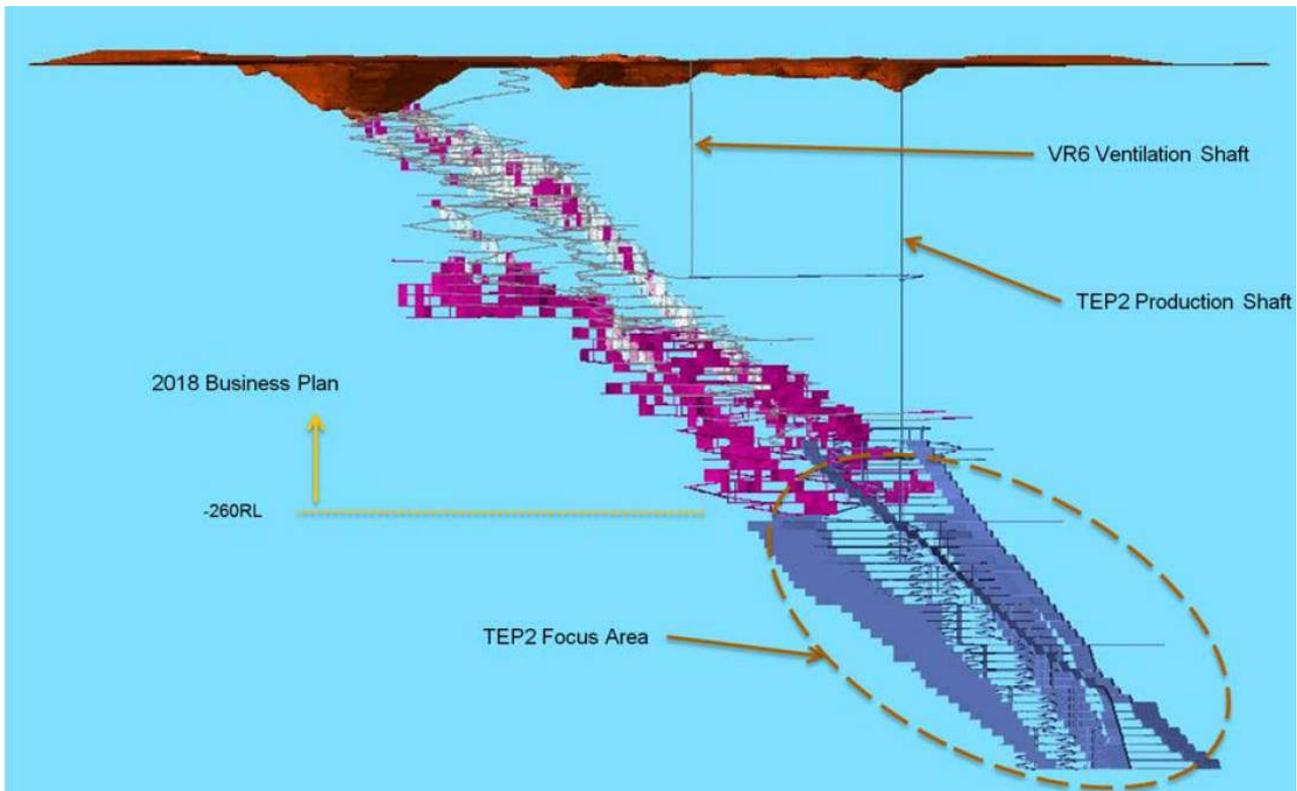


Figure 2 Diagrammatic representation of Tanami Expansion Project 2

The production shaft would have an internal diameter of 5.5 metres and require a 5.7 metre diameter hole lined with concrete. Underground facilities to be installed in association with the production shaft would include: crib room facilities; ablutions facilities; personnel waiting areas; a number of offices for mining and maintenance personnel; heavy vehicle and light vehicle parking; warehouse stores area; workshops; explosives magazine(s); refuge chambers; and fuel storage and bowser for heavy and light vehicle use. Total capital cost would be some \$660 million.

A shaft would mean workers would access the mine using the shaft, light vehicles will serve their life underground, and heavy vehicles will be brought to the surface for a mid-life rebuild. Current cycle time with trucks is 2 hours for the truck to go from the surface, down the decline to the mining front and back up to dump ore, at 60 tonnes per truck load. The two skips in the production shaft each hold 28 tonnes and are estimated to move in five minutes as much as one truck. Efficiency when actually hoisting material significantly exceeds trucks. The expansion project anticipates significant efficiency and productivity gains.

The implications of the Tanami Expansion Projects on the SIA are significant. Not only is mine life for the next 10 years assured but higher payments to stakeholders, including Traditional Owners and affected communities, will result from greater (and more profitable) gold production. At 3.3 million tonnes, depending on grade and recovery, production could increase gold output in the order 100,000 ounces a year, worth roughly \$120 million dollars a year on average. The result would be proportional increases in negotiated payments under the CMA to Traditional Owner royalty associations and trusts, as well as increased statutory royalties to the Northern Territory Government, assuming profitability is maintained, with concomitant payments into the Aboriginals Benefit Trust (ABA) (see Chapter 4).

The implications for truck driving jobs of these changes are that the current fleet of some 18 trucks would reduce to around 5 or 6 trucks, travelling shorter distances to an underground crusher. While the total number of employees may not necessarily change, roles would change significantly, such as operating a shaft and associated maintenance.

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Chapter 3 Study methods

1. Introduction

This chapter outlines the methods used to develop the social impact assessment (SIA). Section 2 provides a conceptual definition of ‘social impact’, which informs the study areas delineated in section 3. Section 4 is a record of our research activities, and section 5 sets out assumptions and discusses the limitations of this study. Section 6 covers research ethics.

Overall, in designing this SIA, our approach was to retain methodological compatibility with the 2013 SIA prepared by CSR. Such compatibility allows changes to be identified over time. Where practicable, this SIA references the findings of the 2013 SIA. This SIA also notes instances where we extend our analysis further than the 2013 SIA, or where a comparison would not be meaningful (e.g. where a program or policy has changed in the intervening years). Table 1 presents key methodological points of comparison between this SIA and the 2013 SIA.

Table 1 Methodological comparison between 2013 and 2018 SIAs

Point of comparison	Commentary
Study area	The predominant focus of both SIAs are the NTO Priority Communities, with discussion of employment and mining payments extending beyond the Priority Communities (further detail in section 3).
Research methods	Both 2013 and 2018 SIAs used a combination of desktop data and qualitative primary data. The 2013 SIA conducted interviews with 103 individuals. The 2018 SIA extended the coverage of the data collection, engaging with 128 individuals in interviews and focus groups, as well as conducting two surveys – a perceptions survey and a business survey (further detail in section 4). Both SIAs used a mix of qualitative and descriptive quantitative methods in data collection and analysis.
Topics of investigation & extent of analysis	This SIA covers all the topics contained within the 2013 SIA. Within each topic, our analysis tends to extend further than the 2013 SIA, by utilising additional indicators of social impact where possible.

2. Defining social impact

SIA is broadly defined as a process for ‘identifying and managing the social issues of project development’ (Vanclay et al., 2015). The set of people potentially affected by a project is broad, because what constitutes a social impact is also broadly defined. According to Franks (2012), a social impact is

Something that is experienced or felt (real or perceived) by an individual, social group or economic unit. Social impacts are the effect of an action (or lack of action) and can be both positive and negative.

Vanclay et al. (2015, p. 2) provide a similarly wide definition. Social impacts can comprise ‘anything linked to a project that affects or concerns any impacted stakeholder group’, and that ‘almost anything can potentially be a social impact so long as it is valued by or important to a specific group of people’.

A social impact can be direct or indirect, and vary according to the individual, community, or segment of a community experience it. For example, some people experience physical intrusion of project infrastructure and activities. Some might experience direct economic impacts, such as through employment or procurement. Others might experience only indirect impacts that are not directly attributable to the project (e.g., where a project pays taxes or royalties to a government’s consolidated revenue fund, which supports various public expenditures).

3. Study area for this SIA

Defining the study area of an SIA requires an understanding of *who* experiences the impacts of a project, and *how* a project affects an individual, community, or group within a community.¹ Newmont’s *Social Baseline and Impact Assessment Standard* (January 2018) uses the term ‘area of influence’ to describe the extent of impacts arising from a project.

For this SIA, CSRSM has identified three areas of influence where NTO has a discernible impact and opportunity profile. These are (with further description below):

- **NTO Priority Communities:** Yuendumu, Lajamanu, Nyirripi, and Willowra
- **Tanami area of influence:** Daguragu, Kalkarindji, the Tanami (NT),² Yuelamu (Mt Allan), Balgo, and Mindibungu (Bililuna)
- **Regional centres in the Northern Territory:** Darwin, Alice Springs, and Katherine.

Figure 1 maps these study areas. Collectively, these areas of influence comprise the study area for this SIA. This conceptualisation may also assist NTO in framing its Social Management Plan and preparing its Stakeholder Engagement Plan.

3.1 NTO Priority Communities

This area of influence comprises the communities of Yuendumu, Lajamanu, Nyirripi, and Willowra, which are identified by NTO as its Priority Communities. They are the four main communities closest to NTO, where most Warlpiri people live (approximately 75%) and are the main places of residence of the mine’s Traditional Owners.

The primary focus of this SIA is on the NTO Priority Communities due to their proximity to NTO, their continuing significance in terms of investment from the mine, and the history of interactions between NTO and Traditional Owners who reside in these communities. The Priority Communities have also been the focal point of previous SIAs. Focusing on the Priority Communities provide the strongest basis for comparing social changes – and NTO’s impact – over time.

¹ There is some circularity in this statement: setting the study area of an SIA depends on the extent of the impact, but identifying the impacts is an outcome (not a precondition) of the SIA. For this reason, defining the study area of an SIA is often an iterative process, carried out either by designing a scoping study ahead of a more detailed SIA, or – as in this case – by building on previous SIAs.

² In the context of this area of influence, ‘the Tanami (NT)’ is a State Suburb (SSC) in the 2016 Census.

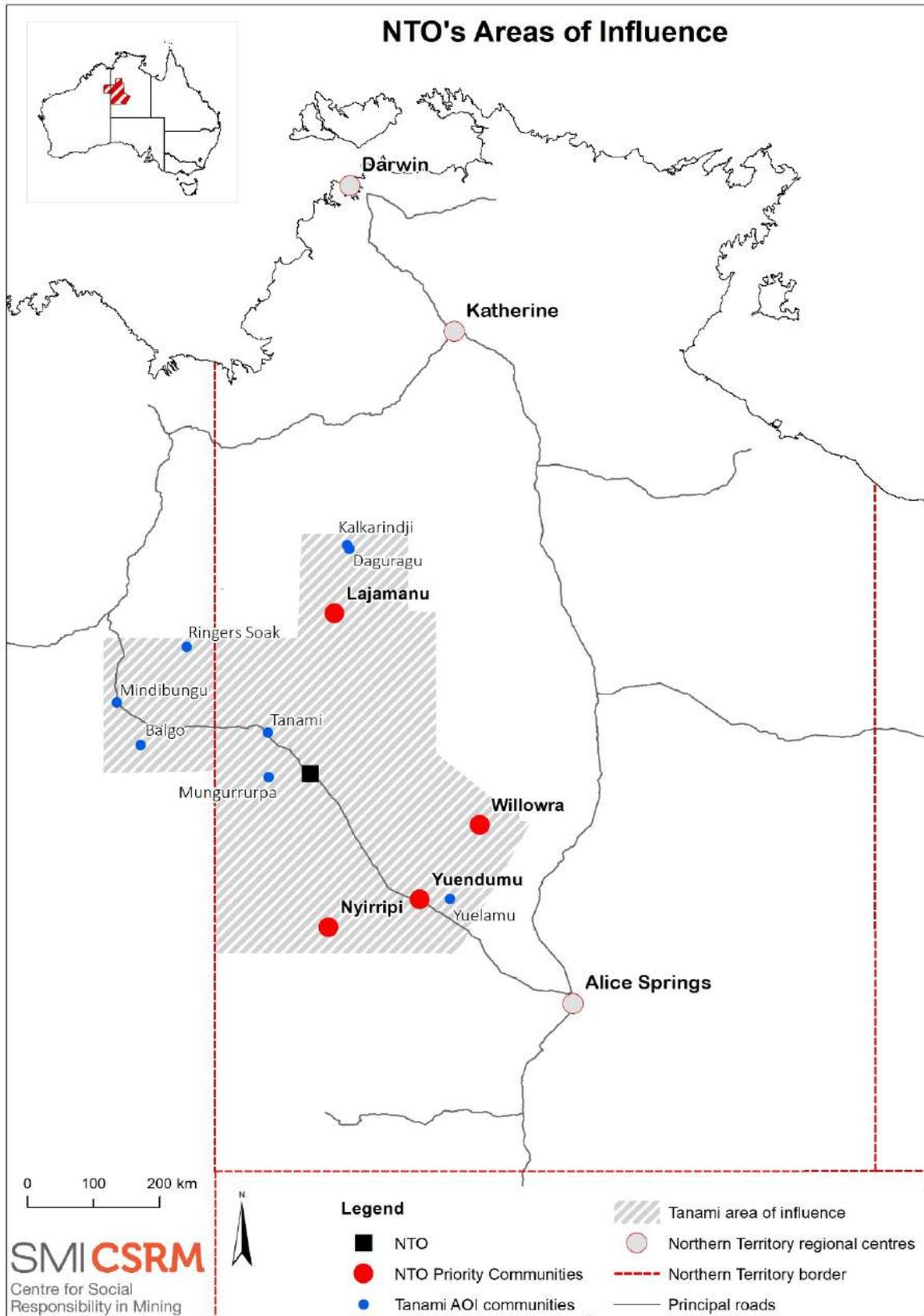


Figure 1 NTO areas of influence identified for the 2018 SIA

3.2 Tanami area of influence

This area of influence comprises the communities of Daguragu, Kalkarindji, the Tanami (NT), Yuelamu (Mt Allan), Suplejack, Balgo, Mindibungu (Bililuna) and Ringers Soak.³ The Tanami (NT) encompasses The Granites, Tanami Mine, Mungurrurpa (Tanami Downs), and Rabbit Flat. The Tanami area of influence includes the five Indigenous communities, that together with the Priority Communities, make up the nine (9) communities of The Granites Mine Affected Area Aboriginal Corporation (GMAAAC) (see Chapter 4, Indigenous context – section 4.5.2).

These communities have been delineated as an area of influence because they qualitatively similar to the NTO Priority Communities. Specifically, they:

- Exhibit consistently high markers of social and economic disadvantage
- Are geographically remote
- Have a predominantly Indigenous population
- Access services, resources, and opportunities in a manner similar to the Priority Communities
- Have discernible kin relations to Traditional Owners residing in the Priority Communities (and are, in some instances, Traditional Owners themselves).

Given regional and cultural ties to the residents of the Priority Communities, developing a continuing understanding of the impact and opportunity profile of the Tanami area of influence is important for NTO. Such understanding will assist all stakeholders, including NTO, to develop, resource, and monitor initiatives aimed at improving the social and economic benefits of mining.

3.3 Northern Territory regional centres

This area of influence comprises the capital city and major regional centres of the Northern Territory, namely Darwin, Katherine and Alice Springs. These centres are significant to NTO and its local-level stakeholders because:

- Darwin and Alice Springs are 'points of hire' for NTO
- Darwin and Alice Springs are points of engagement for local and regional enterprises that do business with NTO
- Katherine and Alice Springs offer key services, including on an outreach basis, to Priority Communities and communities in the Tanami area of influence
- Katherine and Alice Springs are commercial hubs accessed by the Priority Communities and communities in the Tanami area of influence.

This area of influence is directly impacted by NTO because NTO conducts activities in the regional centres. NTO also has an indirect impact, because the regional centres function as a service catchment that supports communities in the other two areas of influence, where services are unavailable.

3.4 Comparability with other NTO documents

The areas of influence used in this SIA were developed after consideration of the 2013 SIA and the current NTO Stakeholder Management Plan.

The 2013 SIA did not explicitly define areas of influence. Substantially, however, the geographic coverage of this SIA and the 2013 SIA are similar. The principal focus of the 2013 SIA was similarly on the Priority

³ Suplejack (NT) and Ringers Soak (WA) are not included the ABS Census Database. These communities are recognised as part of the Tanami area of influence, but are not depicted in the presentation of ABS Census Data.

Communities, and analysis on NTO's activities in the broader Tanami region was provided with respect to employment, procurement and community engagement. This similarity provides comparability between the findings of the two SIAs.

NTO's Stakeholder Management Plan defines three concentric areas: regional, local, and local-local (Table 2). These areas were not adopted because:

- They did not isolate the Priority Communities for analysis
- They did not account for NTO's indirect and direct impacts in Katherine and Darwin
- The terms 'local' and 'local-local' have no single, set meaning, and do not provide precise parameters for an empirical study.

Table 2 Stakeholder areas defined in NTO Stakeholder Management Plan (cf. SIA areas of influence)

NTO Stakeholder Management Plan		2018 SIA areas of influence	
Area	Communities	Area	Communities
Local-local	Yuendumu Lajamanu Nyirripi Willowra Rabbit Flat Tanami Downs Station Supple Jack Pastoral Station [sic]	NTO Priority Communities	Yuendumu Lajamanu Nyirripi Willowra
Local	Alice Springs	Tanami area of influence	Daguragu Kalkarindji The Tanami (NT) – including: <ul style="list-style-type: none"> • Tanami mine • The Granites mine • Rabbit Flat • Mungurrurpa Yuelamu (Mt Allan) Supplejack Pastoral Station * Balgo Mindibungu (Bililuna) Ringers Soak *
Regional	Northern Territory	Regional centres	Darwin Katherine Alice Springs

* Denotes community or statistical area not covered in the ABS Census data.

4. Research activities

This section provides a record of the data collection activities conducted. These activities comprised:

- A desktop review of secondary data and fieldwork preparation
- Interviews and focus group discussions
- Preliminary perception survey and
- Business survey.

Each activity is described in more detail below. Table 3 provides an overview of activities conducted in each area of influence.

Table 3 Overview of research activities – by area of influence

Area of influence	Research activities (summary)
Priority Communities	This area of influence was the focal point for desktop and field research activities.
Tanami area of influence	Research for the Tanami area of influence was desktop only, except where incidental conversations were held with individuals visiting relatives in the Priority Communities. These conversations reinforce the qualitative similarity between the Tanami area of influence and the Priority Communities. Notwithstanding such similarity, the extent of fieldwork conducted in the Tanami area of influence is a limitation of this study.
Northern Territory regional centres	Fieldwork data collection for this area of influence was confined to Darwin and Alice Springs. A small number of face-to-face and telephone interviews were conducted with service providers from these centres, in addition to email requests for Territory-, regional- and community-level data relating to services, health, education, and crime and safety. No field visits were made to Katherine. The extent of fieldwork conducted in regional centres is a limitation of this study.

4.1 Desktop review and stakeholder identification

A desktop review of secondary data was conducted to provide a profile of the NTO Priority Communities. Data sources included:

- The 2013 SIA
- NTO policies, procedures, and reports
- Australian Bureau of Statistics (ABS) Census data
- Reports by the Northern Territory Government and Australian (federal) government agencies
- Ethnographic studies and
- Other relevant public domain documents and reports.

This review informed the preparation of fieldwork materials, including: interview questions, survey instruments, project information sheets, and consent forms. These materials were shared with the Central Land Council (CLC) and NTO, to obtain feedback and (in the case of the CLC) to secure approval for the data collection activities (see section 6, Research ethics).

The review also informed stakeholder identification, which sought to ascertain the actors to be engaged during primary data collection. Stakeholder identification was undertaken in collaboration with NTO, and with input from CLC. Table 4 presents a list of stakeholders identified in this process.

Table 4 Stakeholder identification – list of stakeholders

Category	Stakeholders
NTO personnel & contractors	<ul style="list-style-type: none"> • NTO General Manager • Key SER team members • Heads of all major NTO units • Indigenous employees • Yapa Crew Management • Yapa Crew Indigenous employees
Government service providers	<ul style="list-style-type: none"> • Health clinic personnel (Yuendumu and Lajamanu) • School representatives / teachers (Yuendumu, Lajamanu, Nyirripi, and Willowra) • Local police • Community Development Program management (Yuendumu and Lajamanu)
Government agencies	<ul style="list-style-type: none"> • NT Department of Health • NT Department of Justice • NT Department of Primary Industries and Resources • NT Department of Housing and Community Development • NT Department of Trade, Business and Innovation • Central Desert Regional Council (CDRC) • Centrelink (Yuendumu) • Department of Prime Minister and Cabinet (PM&C) • Community Development Program providers – Yuendumu and Lajamanu
Indigenous leaders and representatives	<ul style="list-style-type: none"> • Central Land Council (CLC) • Various Traditional Owner elders / leaders from the communities • Indigenous Directors of Granites Mine Affected Area Aboriginal Corporation (GMAAAC) • Warlpiri Education and Training Trust (WETT) • Female teachers – Warlpiri Triangle
Community members	<ul style="list-style-type: none"> • Various Traditional Owners in Yuendumu and Lajamanu • Indigenous youth (Lajamanu)
Local businesses	<ul style="list-style-type: none"> • Mt Theo Mechanical Workshop • Yuendumu Social Club shop • Nguru Walalja Outback Store • Nyirripi Community Store • Wirliyajarrai Store General store, Lajamanu • Yuendumu Mining Company

Category	Stakeholders
Regional businesses (including not for profit)	<ul style="list-style-type: none"> • Lowe Environmental Services • Green Glass Consulting • Ninti One Ltd • Centre for Appropriate Technology Ltd • Arid Lands Environment Centre Inc
Tertiary educational institutions	<ul style="list-style-type: none"> • Charles Darwin University • Batchelor Institute of Indigenous Tertiary Education (BIITE)
Community & non-government organisations	<ul style="list-style-type: none"> • Yuendumu Arts Centre • Lajamanu Arts Centre • Yuendumu Learning Centre • Lajamanu Learning Centre • Yuendumu Women's Centre • Yuendumu Aged Care Facility • Yapa-Kurlangu Ngurrara Aboriginal Corporation (YKNAC) • Wulain Outstation Resource Centre • WYDAC - Yuendumu • WYDAC - Lajamanu • PAW Media and Communications • Southern Tanami Kurdiji Indigenous Corporation (Mediation & Justice) • Kurdiji Lajamanu Law and Justice Group • Tracks – Milpirri Festival
Other	<ul style="list-style-type: none"> • Minerals Council of Australia (Northern Territory)

A consultation tracker was developed as a register of service organisations, community opinion leaders, and community leaders and members. The tracker contained a categorised list of key stakeholders identified by NTO in discussion with CSRМ. The tracker served as a basis for development of the consultations schedule. The document was accessible to NTO as well as CSRМ allowing both parties to monitor and track the consultation progress. The tracker is not reproduced here due to the personal information it contains.

4.2 Field data collection

The CSRМ study team undertook data collection in the Northern Territory between 27 August and 15 September 2018. During the fieldtrip, interviews and focus group discussions were held with key stakeholders. The trip was also an opportunity to obtain secondary data that was not available during the desktop review, such as service providers' most recent annual reports (not yet available online).

The study team travelled to five locations: Alice Springs, Darwin, Yuendumu, Lajamanu, and NTO (specifically, The Granites and Dead Bullock Soak). Darwin was selected as a fieldwork location as the capital city of the Northern Territory. Alice Springs is the major regional centre in Central Australia. Yuendumu and Lajamanu are the two largest of NTO's Priority Communities, and closest to NTO. The other two Priority Communities (Nyirripi and Willowra) were not visited, nor any Priority Community outstations, because of budget and time constraints, and logistics involved.⁴

⁴ The 2013 SIA also did not visit Nyirripi and Willowra.

This section outlines the data gathering activities for interviews, focus group discussions, and a perceptions survey, all of which were conducted during the fieldtrip.

4.2.1 Interviews

A total of 73 semi-structured interviews were conducted during the fieldwork. Of those, 58 were individual interviews, 14 were conducted with two or three interviewees. Overall, 88 people were interviewed during the consultation.

In a semi-structured interview, the interviewer has a set of pre-defined topics or questions to be raised with the interviewee. The interviewer directs discussion towards these topics, but allows the interview to proceed organically, with the interviewee free to construct his or her own account of the subject matter of the interview.

For this SIA, four interview formats were prepared in consultation with NTO. Each format had a different set of pre-defined topics and questions. Having different formats allowed the study team to engage with stakeholders in different ways. The interview formats were designed for interviews with:

- Government officials
- Community leaders and community organisations
- The CLC
- NTO personnel.

Table 5 summarises key topics / questions against each of the four interview formats. Additionally, all groups were asked a version of following questions:

- What are the main social, economic and environmental challenges facing the Tanami region in general and surrounding communities (Yuendumu, Lajamanu, Nyirripi and Willowra) in particular?
- What do you see as the communities' most pressing issues/key needs?
- Who do you think is responsible for addressing issues/needs and what is being done in terms of programs or initiatives?

The choice of interviewees was informed by the desktop review (including consultation with NTO and the CLC). A 'snowball' sampling approach identified additional interviewees (i.e. study participants recommended or otherwise drew the study team's attention to other potential participants).

For all interviews, handwritten notes were taken. Some interviews were also digitally recorded with permission of the participants. These were audio recordings only. Strict confidentiality is maintained over interview transcripts and notes. These are accessible only to the study team for the purpose of preparing this SIA only (see section 6, Research ethics).

NTO's Sustainability and External Relations (S&ER) team facilitated interviews with internal NTO personnel (including NTO's General Manager and senior management team). For all other interviews, a member of the S&ER team accompanied the study team to Yuendumu and Lajamanu to assist logistics, but were not otherwise involved in the interviews.

Table 5 Interview formats developed for semi-structured interviews

Interview format (stakeholder type)	Key topics / questions
Government officials	<ul style="list-style-type: none"> • How (if at all) do you engage with NTO? • What opportunities/partnerships would the government be interested in? • What could the communities/NTO do to leverage greater government support? • Are you able to comment on what have been the main changes in the mining communities since Newmont began mining back in 2002? • In what ways has NTO contributed or changed the social aspects / economy / environment of the communities?
Community leaders and organisations	<ul style="list-style-type: none"> • What have been the main changes in the community since Newmont began mining back in 2002? • In what ways has NTO contributed or changed the social aspects / economy / environment of your community? • Overall, do you think the Consolidated Mining Agreement (CMA) has been beneficial to the Traditional Owners of The Granites?
CLC	<ul style="list-style-type: none"> • What is your relationship with NTO like? Who do you deal with, on what aspects (cultural heritage, land use, access and management), and is this level of involvement satisfactory? • How does NTO consult with you (what type of info is provided, frequency, format, is this adequate?) • What are your processes to ensure appropriate representation of Indigenous people? • What could be improved and how?
NTO personnel (Indigenous employees)	<ul style="list-style-type: none"> • What are your jobs at NTO and how did you get these jobs? • What made you want to work at NTO? • What do you like about working at Newmont? Dislike about it? • What are the views/ aspirations for employment within the community? • What are the barriers to getting a job? What stops people from working? • What could be done to make working for NTO better?

4.2.2 Focus group discussions

During the fieldwork, 8 focus group discussions were held. Discussions involved 3–7 participants, with a total of 40 participants engaged in focus groups. Participants included government service providers, NTO Indigenous employees, and community members. Focus group discussions were chosen as a method either where individual interviews were difficult to arrange due to time constraints (e.g. in the case of Indigenous employees or teachers in Lajamanu) and where the team aimed to draw out common views and experiences of particular groups in the study sample by facilitating a conversation between focus group participants (e.g. young people in Lajamanu).

The focus group discussions were also semi-structured. Pre-defined topics and questions were prepared in consultation with NTO, and used as a general guide for the engagements. The interviewers were able to follow topical trajectories in the conversation where participants raised points they felt were important in the broader context of an SIA. Table 6 presents further detail on the eight focus groups conducted.

Table 6 Focus groups conducted in 2018

Focus group	Location	Attendance	Description & agenda
1. NTO personnel (key members of Stakeholder & External Relations)	DBS meeting room	7	The aim of the SER focus group was to draw out team's current experiences of stakeholder engagement, key engagement platforms and mechanisms, and key challenges to securing desired engagement outcomes.
2. NTO Indigenous employees	DBS meeting room	5	Indigenous employees were encouraged to talk about their experiences of working for NTO, including their professional aspirations and motivations for work; recruitment and onboarding processes; job training; and what they saw as positive and negative aspects of working for NTO. They were also asked about what they thought were the key barriers to indigenous employment at NTO, and share their ideas on what NTO could do to better facilitate Indigenous employment (and Warlpiri employment in particular).
3. Yapa Crew Indigenous employees	DBS meeting room	6	Members of the Yapa Crew were invited to share their experiences, thoughts and reflections on working as contract labour for NTO. They were asked about their role at NTO, positioning in relation to site management structures, and available training and support. They were encouraged to reflect on the Yapa Crew as a pathway to direct employment with NTO. As with NTO (direct) Indigenous employees, they were also asked about what they thought were the key barriers to indigenous employment at NTO, and share their ideas on what NTO could do to better facilitate Indigenous employment (and Warlpiri employment in particular).
4. Teachers in Lajamanu	Lajamanu School	3	A group of three teachers with significant experience working in Lajamanu school were asked to share experiences and insights into the school's interactions with NTO. They talked about the value of educational experiences from school trips to the mine and school-based presentations by NTO personnel. They explained how the VET training and the way the vocational workshop functioned. Insights into interstate excursion, funded by WETT were gained. Questions were asked about other pressing issues for the school.

Focus group	Location	Attendance	Description & agenda
5. Aboriginal community leaders, Lajamanu (all male)	Lajamanu Arts Centre	4	A group of three senior community leaders were invited to give their views and opinions on matters related to NTO. Employment at the mine was raised as a significant topic. The group reflected on Warlpiri employment at the mine versus non-Indigenous and other Indigenous employment. The group also explained the need to look after the country and importance of rehabilitation, including filling in pits. The group discussed the need for community-based training and business opportunities. Royalties are private business and a matter for the Traditional Owners.
6. Members of the Warlpiri Triangle (all female)	Tanami Highway	6	Focus group participants were asked about to identify and talk about impacts of NTO services available in communities, with particular emphasis on education, training and employment.
7. Aboriginal youth in Lajamanu	Lajamanu Learning Centre	5	Indigenous young people in Lajamanu were encouraged to reflect on their experiences of living in the community, education and work opportunities available locally as well as at NTO, and youth development programmes delivered through WETT and WYDAC. They were asked to share their opinions about the impact of NTO on services available in communities, and their views on what NTO was or could be doing to better facilitate Indigenous employment (and Warlpiri employment in particular). They were also asked to identify what they saw as key challenges facing their community at the moment.
8. Yuendumu Women's Centre	Yuendumu	4	The women were asked to identify what for them where the key areas of NTO's impact on communities. They were encouraged to talk about services available in communities, and identify gaps in current services provision. They were also asked to share their views on programmes delivered through WETT, WYDAC and GMAAAC, and talk about the ways in which NTO currently engages with communities.

Three members of the research team were present at focus groups 1, 2 and 3, with one person acting as the main facilitator. Focus groups 4-8 were facilitated by one person. In each focus group, the purpose of the study was carefully explained, and participants' consent obtained at the start of each engagement. Handwritten notes were taken for all focus groups, and some were also digitally recorded (audio only) with permission of the participants. As is the case with interview notes, strict confidentiality is maintained over focus group transcripts and notes. These are accessible only to the study team for the purpose of preparing this SIA only (see section 6, Research ethics).

4.2.3 Preliminary perceptions survey

Of the 128 people who were interviewed or who had participated in a focus group, 69 also volunteered to take part in a short survey capturing perceptions of NTO under broad impact domains. Of these, 32 were Indigenous, and 24 were from one of the NTO Priority Communities.

The survey was developed in consultation with NTO. It sought to ascertain the participants' knowledge of NTO. Questions included:

- Whether they had heard of NTO and The Granites
- How they knew about the mine and what is mined
- Whether they knew about the Granites-Kurra Ten Year Plan (TYP) (now known as the Tanami Desert Ten Year Plan).

Other questions related to participant's perceptions of NTO's impact with respect to several domains:

- Taking care of country
- Jobs for local people
- Job training
- Schools and education
- Community health
- Public infrastructure
- Indigenous culture
- Business opportunities.

Survey respondents could respond with a 'positive' or 'negative' perception of NTO's impact with respect to these domains. 'Neutral' and 'don't know' responses were also available. Participants could also nominate other impacts.

Given the small sample size,⁵ the survey results are not statistically significant in terms of wider community perceptions. The survey, however, does serve to indicate how some key NTO stakeholders broadly perceive the impact of NTO. Findings from this survey are discussed in this SIA throughout the chapters in Part 2 (as relevant).

4.2.4 Degree of engagement in field data collection

The 73 interviews and 8 focus group discussions involved participation from a total of 128 individuals. Of these, 45% were women and 55% men. Fifty (39%) were Indigenous, and 33 (26%) were from the Priority Communities. The number and category of stakeholders interviewed is shown in Figure 2.

Table 7 shows which stakeholders participated the SIA data gathering activities, which were contacted but did not participate, and which were not contacted (and why). Overall, 47 of 58 stakeholders participated, 7 were contacted but did not participate, and 6 were not contacted.

⁵ As an indicator of sample size in context: 24 participants were from Yuendumu and Lajamanu, which have a combined population of approximately 1,400 people.

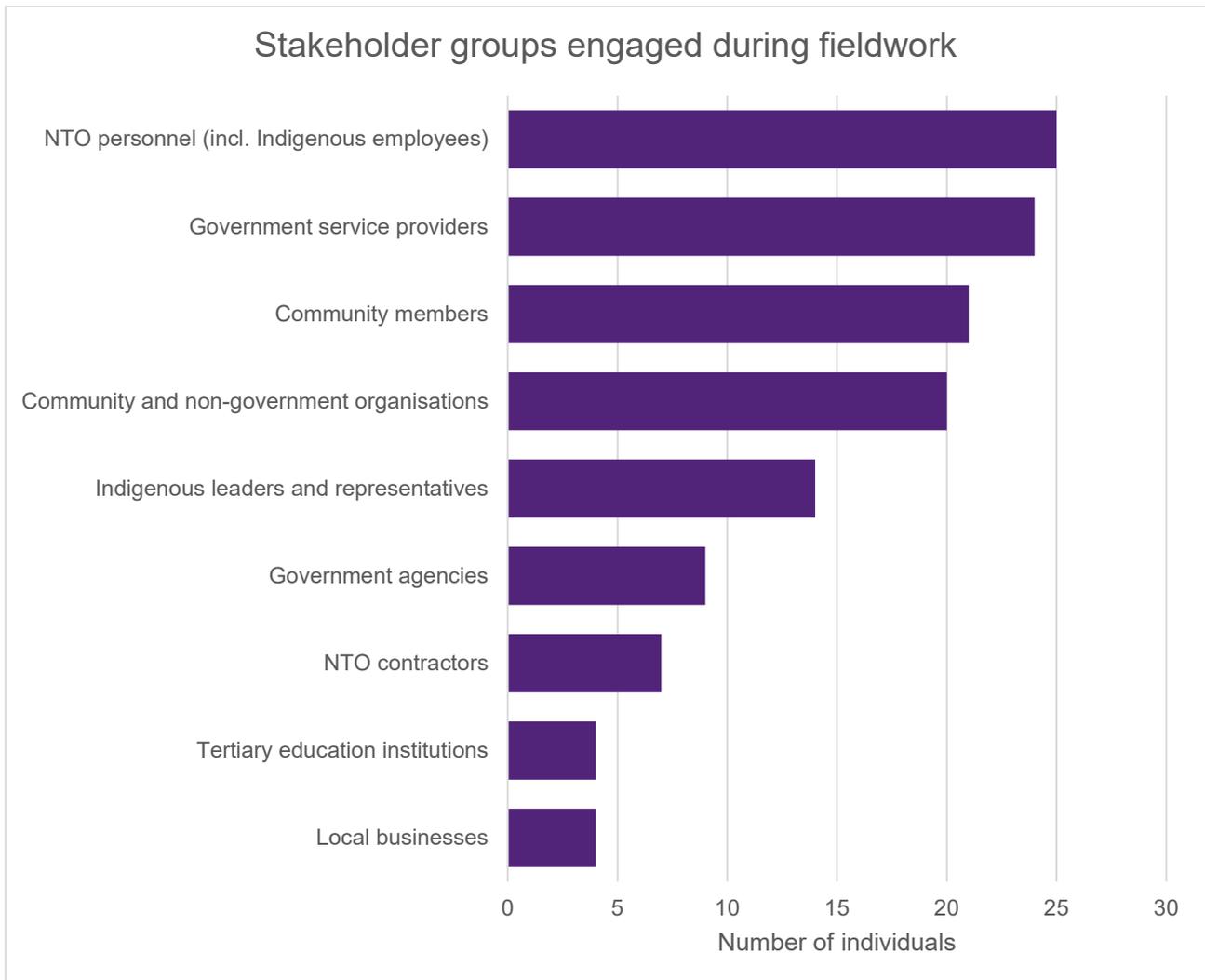


Figure 2 Engagements per stakeholder group (2018 fieldwork)

Table 7 Stakeholders Participation in the SIA research project

Stakeholder	Participated in SIA	Contacted & did not participate	Not contacted	Remarks
<i>NTO personnel & contractors</i>				
NTO General Manager	●			
Key S&ER team members	●			
Heads of all major NTO units	●			
Indigenous employees	●			Focus group organised by NTO
Yapa Crew Management	●			
Yapa Crew Indigenous employees	●			Focus group organised by NTO
<i>Government service providers</i>				
Health clinics (Yuendumu and Lajamanu)	●			
Health clinics (Nyirripi and Willowra)		●		Pending approval from the NT Health Dept.
Schools (Yuendumu, Lajamanu and Willowra)	●			Interviews with school staff held in Yuendumu and Lajamanu. Willowra school engaged via telephone.
Schools (Nyirripi)		●		Email and phone engagement attempted without response.
Local police services	●			

Stakeholder	Participated in SIA	Contacted & did not participate	Not contacted	Remarks
Childcare and early learning centres	●	●		Attempts were made to contact childcare facilities in all communities. Discussions held with staff in Yuendumu only, with additional information on other centres was obtained from published sources and discussions with representatives from WETT and CDRC.
Community Development Program management (Yuendumu and Lajamanu)	●			
Community Development Program management (Nyirripi and Willowra)			●	These communities were not visited. Sufficient information on the key employment issues in the region was obtained through consultations in Yuendumu and Lajamanu
<i>Government agencies</i>				
NT Department of Health	●			
NT Department of Justice	●			
Central Desert Regional Council	●			
Department of Primary Industries and Resources	●			
Centrelink (Yuendumu)	●			
Centrelink (Lajamanu)			●	Unable to contact Centrelink in Lajamanu during limited time in the field.
Department of Prime Minister and Cabinet	●			
<i>Indigenous leaders and representatives</i>				
Central Land Council	●			

Stakeholder	Participated in SIA	Contacted & did not participate	Not contacted	Remarks
Female Warlpiri Triangle representatives	●			
Sample of senior Traditional Owner from various communities	●			Initial introductions occurred at the mine Liaison Committee meeting at The Granites in late August. Subsequent meetings held with a number of Traditional Owners in both Yuendumu and Lajamanu.
Aboriginal directors of Granites Mine Affected Area Aboriginal Corporation (GMAAAC)	●			
Key public figures (Traditional Owners) in Nyirripi and Willowra	●			Team did not visit Nyirripi and Willowra but there were a number of opportunistic engagements with prominent Traditional Owners from these communities who were visiting Yuendumu and Lajamanu.
<i>Community members</i>				
Sample of key public figures (Traditional Owners) in Yuendumu and Lajamanu	●			Opportunistic engagement in the field, coupled with introductions by CLC and Traditional Owner bodies (e.g. GMAAAC).
Indigenous youth (Lajamanu)	●			
<i>Local businesses</i>				
Mt Theo Mechanical Workshop	●			
General Store, Yuendumu		●		Initial engagement with local store management. Referred to regional management company to seek permission for interview – however no response.
Nguru Walalja Store, Yuendumu		●		Initial engagement with local store management. Referred to management company to seek permission for interview – however no response.
General Store, Lajamanu	●			

Stakeholder	Participated in SIA	Contacted & did not participate	Not contacted	Remarks
General Stores, Nyirripi and Willowra		●		Communities not visited during fieldwork. Attempts were made to contact the management company overseeing these stores without success.
Yuendumu Mining Company	●			
<i>Regional businesses (including non-profit)</i>				
Low Environmental Services			●	Not contracted due to time constraints
Green Glass Consulting	●			
Ninti One Ltd			●	Not contacted due to time constraints
Centre for Appropriate Technology Ltd			●	Not contacted due to time constraints
Arid Lands Environment Centre	●			
<i>Tertiary education institutions</i>				
Charles Darwin University	●			
Batchelor Institute of Indigenous Training and Education (BIITE)	●			
<i>Community & non-government organisations</i>				
Yuendumu Art Centre	●			
Lajamanu Art Centre	●			
Yuendumu Learning Centre	●			
Lajamanu Learning Centre	●			

Stakeholder	Participated in SIA	Contacted & did not participate	Not contacted	Remarks
Yuendumu Women's Centre	●			
Yuendumu Aged Care Facility	●			
Aged care facilities - Lajamanu, Nyirripi and Willowra			●	Not directly engaged but sufficient information on the facilities and key issues was derived from the CDRC, which oversees these facilities
Yapa-Kurlangu Ngurrara Aboriginal Corporation (YKNAK)	●			
WYDAC - Yuendumu	●			
WYDAC - Lajamanu	●			
PAW Media and Communications	●			
Southern Tanami Kurdiji Indigenous Corporation (Mediation & Justice)	●			
Granites Mine Affected Area Aboriginal Corporation (GMAAAC)	●			
Wulain Outstation Resource Centre	●			
Tracks – Milpirri Festival	●			
<i>NTO suppliers</i>				
Business survey of NTO's most important suppliers	●	●		A total of 12 of NTO's top suppliers (in terms of total spend) contacted, with 7 participating in the business survey.
<i>Other</i>				
Minerals Council of Australia	●			

4.3 Business survey

A business survey was undertaken by the CSRSM study team in September 2018 and again in November 2018. The survey involved administering a telephone-based survey (20-30 minutes duration) of NTO's major contractors/suppliers. The aim was to understand NTO's economic contribution to the region and the Northern Territory from its expenditure on goods and services from NT-based companies. All businesses were located in regional centres, primarily Alice Springs and Darwin. NTO does not procure any goods or services from businesses located in the Priority Communities.

The research team aimed to survey NTO's 10 largest NT-based contractors, by total spend in the 2017 financial year. Full-year data was not available for 2018 at the time of the survey. These 10 businesses represented around 80% of all spend on goods and services in the Northern Territory.

Seven businesses agreed to participate in the survey, representing about half of NTO's procurement expenditure in the Northern Territory. The other companies were contacted several times, but personnel authorised to speak with the study team did not respond within the survey period.

The seven businesses surveyed provide goods and services to NTO in the following areas:

- Building materials and construction
- Mechanical services
- Engineering and fabrication
- Labour hire
- Vehicle parts.

The survey sought to engage business managers and owners, who are sufficiently senior as to be authorised to speak to the study team, and who would have knowledge of the business as a whole. Survey participants were asked:

- To provide information about their operations (such as primary activities, number of employees, number of Indigenous employees, annual turnover, and amount of revenue derived from provision of goods and services to NTO)
- The amount spent each year on employee wages and supply inputs
- Their perceptions about their business relations with NTO
- The financial impact that mine closure would have on their businesses.

5. Assumptions and limitations

A number of assumptions and limitations should be kept in mind when interpreting the analysis in this SIA.

Coverage of field visits

Due to budget and time constraints, and logistics involved, the team only visited the two largest Priority Communities (Yuendumu and Lajamanu). Nyirripi and Willowra were not visited; nor were any of the communities in the Tanami area of influence. No field visits were conducted in Katherine. Further research in these areas would be required to provide a more comprehensive understanding of NTO's impact at different scales.

Availability and willingness to participate

The field visit for Yuendumu and Lajamanu each lasted three days, during weekdays. Participation in the data collection activities depended on participants being present in the community and available on the days visited, as well as their willingness to participate.

In Yuendumu, a sense of ‘consultation fatigue’ was discernable among some Traditional Owners, particularly those holding multiple positions of responsibility on local committees.⁶ This sense of fatigue is understandable given the demands on their time from community-based organisations and outside visitors. While most community organisations and service providers were visited, it was not possible to cover all organisations active in the communities.

Quality of secondary data

Population and household data was obtained from the ABS to develop community profiles. Census data is collected every five years, with the most recent demographic data from the 2016 Census. The ABS provides a cautionary note as to the accuracy of Census data, particularly in relation to Indigenous communities. Four principal sources of error in collection of Census data are identified: respondent error, processing error, partial response, and undercount.⁷ Low participation in surveys and the high mobility of Aboriginal people are also factors that can reduce the quality of Census data.⁸

Census data for remote Indigenous communities can also be influenced by the following factors:

- Difficulty in locating people in remote locations, such as people living away from town, or who are otherwise ‘out bush’, on outstations or camped for sorry business
- Low numeracy and literacy of some Census respondents, and
- Misunderstanding or cultural barriers to survey style data collection methodologies.

Despite those limitations, ABS Census data is the best available source of nationwide population statistics. The use of Census data here also allows for direct comparisons with the 2013 SIA which used data from the 2011 Census. Comparable Census data points allow for identification of shifts and emerging demographic trends between SIA periods.

Other secondary source data has been utilised in this report for some thematic areas such as education and economic activity. Other areas, such as crime and health, for confidentiality reasons have very limited data in the public domain that devolves to the local community level.

6. Research ethics

The research was conducted in accordance with the ethical guidelines of the Behavioural and Social Sciences Ethical Review Committee at The University of Queensland. The guidelines require informed consent from study participants ensure they understand that participation is voluntary and confidential.

⁶ Respondent or consultation fatigue is a well-documented phenomenon that occurs when participants become tired of the data collection exercise and the quality of the data they provide diminishes. The cause of fatigue can be due to the way in which people are engaged, or the sense that the same material has previously been provided but without any noticeable benefit to the participant or their circumstances.

⁷ ABS. 2018. Estimates of Aboriginal and Torres Strait Islander Australians (Explanatory note 3238.0.55.001). Latest issue 31/08/2018. Accessed 17/01/2019 at <http://www.abs.gov.au/ausstats/abs@.nsf/mf/3238.0.55.001>.

⁸ ABS. 2017. *Report on the Quality of the 2016 Census Data*. Australian Bureau of Statistics. Accessed 13/01/2017, at <http://www.abs.gov.au/websitedbs/d3310114.nsf/home/Independent+Assurance+Panel/%24File/CIAP+Report+on+the+quality+of+2016+Census+data.pdf>. Also see Martin, D et al. (2004) *Making sense of the census*. Canberra: ANU Press. Martin et al. critically engages with applying mainstream methods to remote populations.

In this SIA, informed consent of participants was obtained by verbally explaining the purpose of the study, providing each participant with a Project Information Sheet, allowing them time to read the form and an opportunity to ask any questions regarding the study before taking part, and asking them to read and sign a consent form. The terms of the consent were discussed with each participant prior to signing to ensure full understanding, including information on the right to withdraw from the study at any point.

Gatekeeper approval was also obtained. A 'gatekeeper' is a person or organisation who is in a position to authorise another person's participation in research. For example, a senior manager may be a 'gatekeeper' who approves an employee's participation in a survey. In this SIA, the CLC is a gatekeeper for participation by Traditional Owners and community leaders.

Consent from the CLC and NTO was obtained prior to fieldwork commencement. The process of obtaining permission included co-development of a set of Communication and Consultation Protocols to guide appropriate and ethical engagement. Consultation materials such as interview questions, project information sheets, and consent forms as well as the fieldwork schedule were prepared also with input from NTO and the CLC.

Chapter 4 Indigenous context

1. Introduction

Newmont's Tanami Operations (NTO) are situated on Aboriginal freehold land held by the Central Desert Aboriginal Land Trust under the Land Rights Act. This region is an 'Aboriginal domain'. The predominant population is Aboriginal, the predominant languages are Aboriginal and the predominant social structures are Aboriginal. Being very remote and arid, the region was one of the last to experience colonisation in Australia.

The area was subject to an Aboriginal land claim in 1978. This was the first land claim to be heard in central Australia and the largest in area. A moratorium over exploration and mining during the claim was lifted following the grant of Aboriginal land. Gold and other mineral exploration interests were vigorously pursued, including by South Australian company North Flinders Mines Ltd (NFM), which held rights to historical gold mining leases at The Granites. NFM commenced mining at The Granites in 1986 following the first gold mining agreement struck with Aboriginal landowners in Australia.¹

This chapter presents the Indigenous context surrounding NTO in the Tanami, covering:

- An overview of the Warlpiri people (history of mining, Warlpiri people and culture, and social organisation)
- The Australian Government Indigenous policy context
- Indigenous Protected Areas
- Regional governance and administration.

2. Overview of Warlpiri people

2.1 Warlpiri experience with mining in the Tanami

The search for gold drew the first organised European expedition into the Tanami region in 1900. It was led by a young geologist, Allan Davidson, and accompanied by Aboriginal guides. Davidson camped near the Janami rockhole, after which he named the location.²

Davidson also travelled to *Yarturlu-yarturlu*, naming it 'Granite Hill' (later renamed 'The Granites'). He identified gold occurrences but was discouraged by the remoteness and aridness of the location. Some keen miners followed in the wake of Davidson's discoveries. The first gold was mined at Tanami in 1908.³

Around 1910, several Warlpiri surprised two miners prospecting at The Granites and, in an attempt to seize their stores, speared one to death. A number of Aboriginal people were captured, and taken to Darwin for trial. They were discharged due to lack of evidence. Although The Granites was an important ritual centre, the Warlpiri subsequently avoided the place for years afterwards.⁴

Leading up to the 1930s, there was steady activity at The Granites. Some 2,000 ounces of gold were mined from alluvial deposits and quartz veins (NFM 1985, cited in Barnes 2013). At the time of the depression in

¹ Elias, D. 2007. 'The Measure of Dreams'. In J. Weiner and K. Glaskin (eds) *Customary Land Tenure & Registration in Australia and Papua New Guinea Anthropological Perspectives*. ANU E Press. Online at <http://press-files.anu.edu.au/downloads/press/p99961/pdf/prelims16.pdf>. Accessed 30 November 2018.

² Barnes, R. 2013. 'Building an Implementation Framework for Agreements with Aboriginal Landowners: A Case Study of The Granites Mine'. MPhil thesis. School of Architecture, The University of Queensland, Brisbane, Australia.

³ It is reported that an impressive 36oz of gold was recovered by Bill Laurie at Tanami in 1908. He stayed until 1917. See Barnes (2014), above note 2.

⁴ Meggitt, M.J. 1962. *Desert People: A Study of the Walbiri Aborigines of Central Australia*. Angus and Robertson publishers (see page 21). The perpetrators were never caught.

1932, a short-lived but significant 'gold rush' ensued. Some 200 prospectors made the daunting journey to The Granites to try their luck. Misinformation and financial speculation was rife. A respected geologist, Cecil Madigan from The University of Adelaide, was sent to inspect the field. He was accompanied by the journalist Eric Baume, who later described his experience in the book, *Tragedy Track*.⁵ The Granites gold rush became a significant event in central Australia.

Mining ushered in a new phase for Aboriginal people. Severe drought in the late 1920s drove the Warlpiri to return to The Granites to access food and water from the miners. These first encounters were precursors to active and sustained efforts to coerce Warlpiri people to work at the mine. These encounters form a living social memory passed down by senior Traditional Owners who were children at the time.

Stories recount how a white miner sent out from Tanami offered Warlpiri men food and tobacco to come and work at the mine. The work was hard, dusty, and dangerous. Families still lament the loss of a Warlpiri man involved in a fatal accident with the crushing plant in the mid-1930s. Even older people, who were too frail do mining work, were engaged to cut firewood for the stoves and furnaces (Barnes 2014).



Plate 1 Remains of the original mining infrastructure at the Granites (Photo: CSRM)

The conditions being so poor were investigated and reported on by Native Affairs patrol officer Theodore (Ted) Strehlow in 1937, at the urging of anthropologist Olive Pink.⁶ He reported that Aboriginal people made up the majority of The Granites' population as he noted only nine 'whites'.

By that time, only Charles Henry (Pop) Chapman remained at The Granites. In 1935, with the aid of a government subsidy, he installed a heavy five-head crushing plant and constructed an airstrip. By 1943, there were 47 Indigenous people working at The Granites (and 53 at Tanami) in what were reportedly appalling conditions (Barnes 2013). It was estimated that by the early 1950s, about 25% of the Warlpiri population worked for Europeans, including in stock work.⁷ The need to protect Aboriginal people from exploitation was a driver for establishing settlements and reserves in this region.⁸

⁵ *Tragedy Track* was republished by NFM in 1994 to commemorate the pouring of the one millionth ounce of gold at The Granites (Baume 1994).

⁶ Marcus, J. 2001. *The Indomitable Miss Pink: A Life in Anthropology*. UNSW Press. Olive Pink lived at The Granites and in neighbouring Warlpiri areas, including at Thompsons Rockhole and was extremely critical of the early miners' treatment of Aboriginal male workers and of the sexual exploitation of Aboriginal women.

⁷ Meggitt, M.J. 1962: 27 (above note 4).

⁸ Another factor were the massacres in 1928, including the Coniston massacre and another massacre to the north on the Lander River near present day Willowra. Much is written about the Coniston massacre, see especially, Wilson, B and O'Brian, J. 2003. "To Infuse a Universal Terror": A Reappraisal of the Coniston Killings.' *Journal of Aboriginal History*. Vol 23: pp 59-78. Available at <http://press-files.anu.edu.au/downloads/press/p73641/pdf/ch0452.pdf>.

By the time of World War II, the traditional modes of living were changing irrevocably. The Warlpiri ‘developed intense appetites for tobacco and tea... and it was almost impossible for people to return to their previous pattern of economic existence’ (Elias 2001).

In 1944, the government intervened and established a ration depot at Tanami. The Native Affairs Branch sent Frank McGarry to persuade the Aboriginal people to leave The Granites and go to Tanami. On arriving he wrote, ‘I have seen poverty, distress and anguish in my day, but nothing can touch the appalling conditions of this mob. It is a blot on Australia’s name’.⁹

By 1946, 160 people were living at Tanami Native Settlement. Lack of water caused McGarry to move the depot to The Granites. Later that year, an alternative site was chosen on the newly-opened stock route to Alice Springs, later proclaimed the Yuendumu Aboriginal Reserve. The government convinced the Warlpiri living at The Granites and Tanami to move to Yuendumu, ending the miners’ access to cheap labour.

Mining persisted only a short time after the removal of the Warlpiri from the Tanami Desert. Chapman remained at The Granites until around 1952, when he returned to Alice Springs. The concrete walls of his house remain on Chapman’s Hill, approximately one kilometre south of NTO’s accommodation village.¹⁰

2.2 Warlpiri people and culture

The total Warlpiri population in 2018 is estimated at around 3,600 people. While most of this population live in the four Priority Communities and associated outstations, one-quarter of the population reside in other locations such as Alice Springs or interstate.¹¹ The population in the communities are highly mobile. As with other remote Aboriginal people, Warlpiri practice a ‘circular mobility’; orbiting between neighbouring communities and regional centres, such as Alice Springs.

The Warlpiri communities are small places such that there are no Aboriginal strangers. Aboriginal people not from the communities have generally married into a community family. Large events such as Yuendumu’s annual sports carnivals and the Milpirri festival in Lajamanu are important social events.

The population profile is youthful, as the population pyramids in Chapter 5 (Population) of the SIA demonstrate. Children aged 0 to 14 make up more than one-quarter of the population in the Priority Communities. People aged 60 and over constitute only about 5% percent of the population. Overall, while over a third of population is 14 and younger, only less than one in five (18%) Indigenous people in the communities are aged 45 or older.

Though the early mortality of men is particularly stark, the anthropologist Musharbash, who lived in Yuendumu from late 1998 to early 2000s, states that ‘Warlpiri communities experience so many deaths that sorry business is now an elemental everyday experience, or, as people say: “sorry business is Yapa way”.’ This compares with reports from earlier anthropologists, Meggitt in the 1950s and Peterson in the 1970s, who indicate that they could not write about mortuary ceremonies (‘sorry business’) because no Yapa died during their research.¹²

This high mortality, due to vehicle accidents, substance abuse, poor health and intra-Aboriginal violence, has many impacts. As a patriarchal society, the loss of senior male knowledge holders, in particular, and those who command respect is a major issue in maintaining social order.

⁹ Barnes (2014, above note 2), citing Rowse, T. 1998. *White flour, White Power: From Rations to Citizenship in Central Australia*. Cambridge: Cambridge University Press: Cambridge (p 160).

¹⁰ Chapman founded Central Australia’s first newspaper in 1947, the ‘Alice Springs News’. He died in 1955 and his large block south of Alice Springs became one of the town’s first tourist attractions, Pitchi Ritchie sanctuary (Barnes, 2014 – above note 2).

¹¹ Burke, P. 2018. *An Australian Indigenous Diaspora: Warlpiri Matriarchs and the Refashioning of Tradition*. Berghen Books.

¹² Musharbash, Y. 2008. ‘Sorry Business is “Yapa Way”’: Warlpiri Mortuary Rituals as Embodied Practice’. In Katie Glaskin et al. (eds) *Mortality, mourning and mortuary practices in indigenous Australia*. Ashgate (pp 34-56).



Plate 2 Paleodrainage channel north of The Granites (Photo: CSRM)

Another factor impacting on the fewer number of men in these communities is the extremely high incarceration rate of men. The NT has the highest incarceration rates in the country, as Aboriginal men make up more than 85% of the prison population (though Aboriginal people are only 30% of the NT population).

An extensive body of anthropological and linguistic research has emerged from the communities of Yuendumu, Willowra and Lajamanu. An overview of researchers in this field and geographic area is provided in Table 1. The report, *Ngurra-Kurlu: A Way of Working with Warlpiri People* (2008) by Wanta (Steven) Jampijinpa Patrick from Lajamanu is an important reference and relevant to any cross-cultural learning.¹³

Table 1 Anthropological and linguistic researchers writing about Yuendumu, Willowra and Lajamanu

Researcher	Years active	Research focus
Meryvn Meggitt	1960s to 1970s	Wrote the first ethnographic study of Warlpiri local organisation; kinships structures including the moiety and sub-section systems, major tribal divisions, totemic countries, and intra-familial relationships
Nancy Munn	1960s to 1970s	Warlpiri visual culture and philosophical systems
Nicholas Peterson	1970s to present	Diverse issues in relation to Yuendumu, including 'demand-sharing' in the domestic economy, social organisation and relational personhood
Barbara Glowczewski	Late 1970s to present	Warlpiri film-making and social organisation (Lajamanu)
Eric Michaels	1980s	Warlpiri engagement with technology (Yuendumu)
Francois Dussart	1980s to 2000s	Warlpiri women's ritual and female identity (Yuendumu)
Petronella Vaarzon-Morel	1980s to present	Warlpiri women's oral history, Warlpiri engagement with technology (Willowra)
Melinda Hinkson	1990s to current	Warlpiri engagement with technology, Warlpiri art, and engagement with the state (Yuendumu and Lajamanu).
Mary Laughren	1990s to present	Warlpiri-English Encyclopaedic Dictionary, bi-lingual education and traditional Warlpiri songs (Yuendumu)
Yasmine Musharbash	2000s to present	Warlpiri daily life in Yuendumu; relational personhood

¹³ Patrick, S.J., Holmes, M and Box, A. 2008. *Ngurra-Kurlu: A Way of Working with Warlpiri People. Desert Knowledge CRC Report 41*. Online at <http://www.nintione.com.au/resource/DKCRC-Report-41-Ngurra-kurlu.pdf>. Accessed 30 November 2018.

2.3 Warlpiri social organisation and Jukurrpa (the Dreaming)

The central organising principle in customary law is the Jukurrpa, a term Warlpiri use to refer to the creative epoch, often referred to as ‘the Dreaming’. It is also used to refer to the ancestral beings who formed the landscape and their activities or Dreamings.¹⁴

Kinship is the central organising principle in social life. An individual's identity is understood, in large part, as being constituted through their embodied relation to country. Knowing a person's country—and hence their Jukurrpa (Dreaming)—means being able to place that person in social space and attend to the social obligations that flow from one's kin relationship. To illustrate, people who shared the same Dreaming and, hence, ancestral spirit, are regarded as *warlalja* or ‘close kin’.¹⁵

Violence is also used as a form of social regulation. What the media referred to as ‘the Yuendumu Riots’ in 2010 focused attention on the inter-family complexities and levels of violence, often called ‘payback’. Family fighting that followed the fatal stabbing of a man was reportedly settled by 2013.¹⁶ The Yuendumu Mediation and Justice Committee (YM&JC) was instrumental in restoring peace and continuing to maintain it when disputes arose.¹⁷

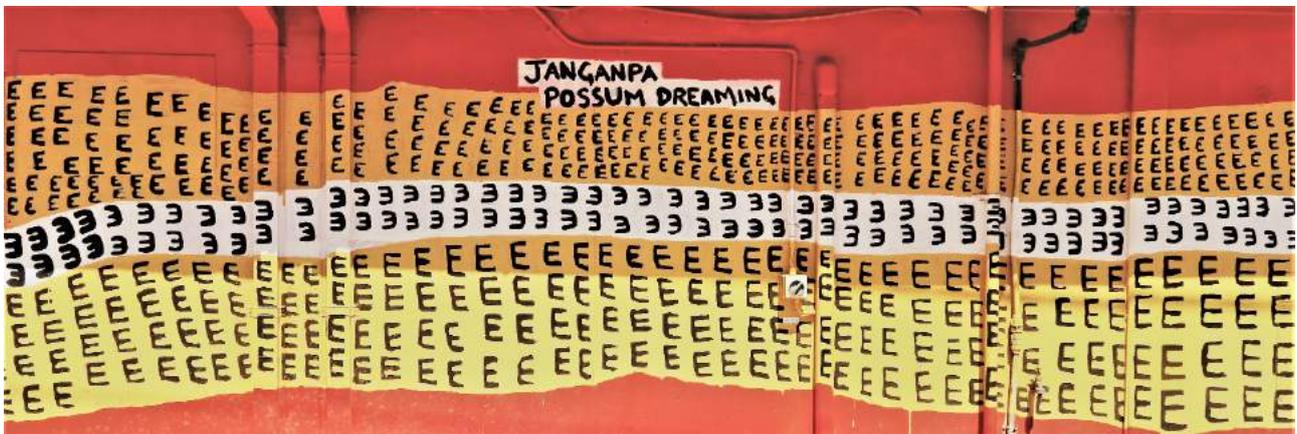


Plate 3 Aboriginal mural at the entrance to The Granites accommodation village

3. Indigenous policy context

The policies of the Australian and Northern Territory governments have enormous impact on the lives of Indigenous people in the NT. A notable feature is the extent to which government policy towards Indigenous people has constantly changed since European settlement in Australia.

3.1 Segregation, assimilation and citizenship

In the early 1900s, the Australian Government introduced a policy of protection and segregation.¹⁸ The aim was to isolate Indigenous people from European society, to ‘smooth the dying pillow’. This was largely

¹⁴ See Peterson's article on ritual travel and the impact on formal educational attainment.

¹⁵ Nick Peterson's ‘demand- sharing’ model of the domestic moral economy and the issue with not accumulating material possessions. See Peterson and Holcombe on governance.

¹⁶ See also <https://www.theaustralian.com.au/national-affairs/a-sorry-tale-of-sorcery-and-payback-in-yuendumu/news-story/be26912d63470de11ea183e839af32cc>.

¹⁷ Spiers Williams, M. 2016. ‘Justice Reinvestment: The Cost Benefits of Trusting and Supporting Indigenous People to Mediate their Troubles’. In *Indigenous law Bulletin*. Jan / Feb Vol 8, Issue 2. Pp 21-27.

¹⁸ Under successive Commonwealth Government Ordinances from 1910 and associated restrictive legislation, the NT chief protector of Aborigines and subsequently the Director of Native Affairs had primary control over each Aboriginal person, including legal guardianship of Aboriginal children. The Protector could determine where Aboriginal people lived and worked, where they could

pursued in collaboration with the evangelical missions through a system of Aboriginal reserves. Through the 1950s, assimilationist policies emerged.

Post WWII, political movements increasingly called for equal rights for Australia's Indigenous people. The right to vote in federal elections was gained 1962, and the 1967 referendum enabled Constitutional changes to have Indigenous people counted in the Census and the federal government was given power to make laws benefiting Indigenous people.¹⁹

3.2 Self-determination to shared responsibility

By the 1970s, Indigenous people actively pursued self-determination, culminating with the introduction of the *Aboriginal Land Rights (NT) Act 1976* (Land Rights Act) in 1976 and the establishment of outstations. Traditional Owner control over access to Aboriginal land was and remains a fundamental pillar of land rights in the Northern Territory.

The policy of self-determination waned under successive governments. Prime Minister John Howard oversaw the dismantling of the Aboriginal and Torres Strait Islander Commission, the government agency responsible for Indigenous service provision, such that service delivery was progressively mainstreamed. From around 2004 onwards, mutual obligation and shared responsibility grounded governments' approach, including Shared Responsibility Agreements, voluntary agreements whereby Indigenous people make specific commitments in return for discretionary benefits from government in a form of tied aid.

3.3 Tanami Regional Partnership Agreement

In 2005, a Memorandum of Understanding (MOU) was signed between the Australian Government and the Minerals Council of Australia (later amended in 2009 and 2010). The MOU sought to strengthen the mining industry's 'social license to operate' through maximising its contribution to community development. The MOU intended to promote 'a shared responsibility' for improving the welfare of Indigenous Australians by expanding access to employment and business opportunities in mining regions.

The MOU set the foundation for the Tanami Regional Partnership Agreement (RPA). The Tanami RPA was signed in 2008 by the Warlpiri people from Yuendumu, Lajamanu and Kalkarindji the Australian Government; the Northern Territory Government; Central Desert Regional Council (CDRC); Victoria Daly Regional Council; the Central Land Council (CLC); and NTO. The fundamental aim of the agreement was to create opportunities for employment in the mining industry, develop Indigenous businesses, build local capacity and improve education. The Tanami RPA concluded at some point after 2013. No evaluations are available to determine its success or otherwise.

3.4 NT Emergency Response Act 'The Intervention'

Prime Minister John Howard's profound and lasting impact in the NT was the Emergency Response (NTER) legislation passed in 2007, known as 'The Intervention'. Following the release of the NT report on child abuse, *Little Children are Sacred* in 2007, the Australian Government introduced a raft of emergency legislation and amendments to existing laws. To the dismay of Indigenous communities, a military officer headed the intervention, important parts of the Racial Discrimination Act were suspended, and the Australian Army was engaged to provide logistical support for mandatory health checks in communities (though these didn't eventuate).

The legislation gave substantial control over community governance to the Minister for Indigenous Affairs, including the compulsory acquisition of communities through five-year leases and scrapping of entry permits. Communities received additional police and existing alcohol restrictions were bolstered, along with

travel, whether they could marry and with whom women were permitted to have sexual relations (Wells, J.T and Christie, M.F. 2000. 'Namatjira and the burden of citizenship'. *Australian Historical Studies*, 31:114, 110-130).

¹⁹ It was not compulsory for Aboriginal people to vote until 1983 when the Commonwealth Electoral Act was amended further (Sanders, W. 2001. *Delivering Democracy to Indigenous Australians: Aborigines, Torres Strait Islanders and Commonwealth Electoral administration*. In M. Sawer (ed), *Elections: Full, Free and Fair*. The Federation Press (pp 158-174).

regulations specifically addressing pornography. One of the lasting initiatives that survived subsequent governments was the quarantining of social security payments to certain recipients in designated regions.

3.5 Apology to the Stolen Generations

In 2008, the Prime Minister Kevin Rudd apologised to the 'Stolen Generations' for the government's laws and policies that had 'inflicted profound grief, suffering and loss on these, our fellow Australians'. The Australian government restored the Racial Discrimination Act. It also maintained a modified version of the NTER, 'Stronger Futures in the Northern Territory', which disappointed Indigenous communities on the basis that it continued to disenfranchise Indigenous people in the Northern Territory.

3.6 Closing the Gap

The origins of the *Closing the Gap* policy lay with the *Close the Gap Campaign for Indigenous Health Equality*, which commenced in 2006. Since 2008, Australian, State and Territory governments have committed to six targets to close the gap in Indigenous disadvantage.²⁰ A new target – to close the gap in school attendance within five years – was adopted in 2014.²¹

The policy aimed to address Indigenous structural and systemic disadvantage and narrow the gap between Indigenous and non-Indigenous Australians across a series of key social and health indicators. Closing the Gap enabled a framework for government to coordinate and plan service delivery in partnership with Indigenous groups and report on progress against the following headline targets:

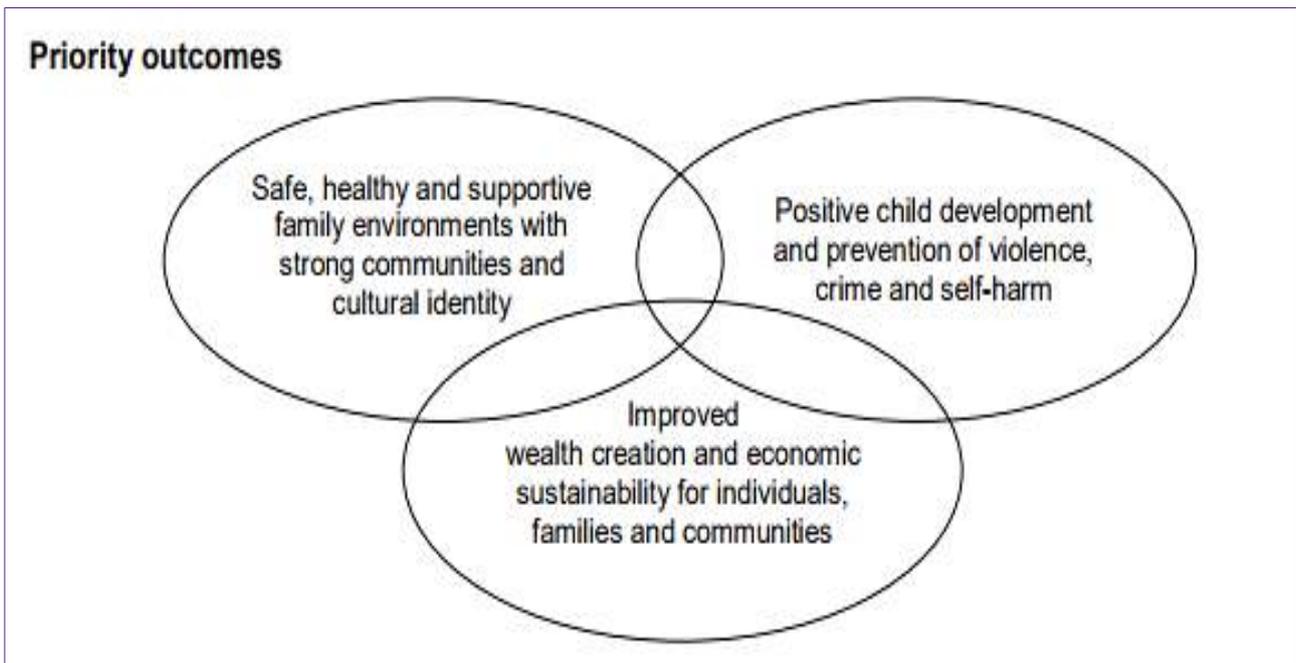
- Closing the life expectancy gap within a generation (by 2031)
- Halving the gap in the mortality rate for Indigenous children under five within a decade (by 2018)
- 95% of all Indigenous four-year-olds enrolled in early childhood education (by 2025) – renewed target
- Close the gap between Indigenous and non-Indigenous school attendance within five years (by 2018)
- Halve the gap for Indigenous children in reading, writing and numeracy achievements within a decade (by 2018)
- Halving the gap for Indigenous Australians aged 20 to 24 in Year 12 attainment rates or equivalent attainment (by 2020)
- Halving the gap in employment outcomes between Indigenous and non-Indigenous Australians within a decade (by 2018).

The priority outcomes from addressing the Closing the Gap's targets are summarised in Figure 1.

Importantly, the framework enabled seven (7) strategic areas for action needed to drive improvement in the Closing the Gap targets. The strategic areas are governance, leadership and culture; early child development; education and training; healthy lives; economic participation; home environment; and safe and supportive communities. Being outcome focused, the strategic areas do not mirror typical government service silos. Underpinning the approach are partnerships between governments, Indigenous people and the broader community. Four of the existing Closing the Gap targets expire in 2018: child mortality, school attendance, numeracy/literacy, and employment.

²⁰ In Dec 2007, three targets were agreed (life expectancy, child mortality, and reading/writing/numeracy). Three further targets were agreed in March 2008 (early childhood education, year 12 attainment, and employment. See: Productivity Commission. 2016. *Overcoming Indigenous Disadvantage: Key Indicators 2016*. Melbourne. Accessed 17/01/2018 at <https://www.pc.gov.au/research/ongoing/overcoming-indigenous-disadvantage/2016>.

²¹ Occurred as part of the National Indigenous Reform Agenda; see Productivity Commission (2016), cited above note 20.



Source: Australian Government, Closing the Gap refresh (see section 3.7 below).

Figure 1 'Closing the Gap' priority outcomes

3.7 Closing the Gap 'refresh'

In December 2017, the Australian Government launched 'a digital consultation process' to refresh the Closing the Gap agenda.²² Community consultations on refreshing the targets had commenced on 7 November 2017 in Broome, WA, ahead of the ten-year anniversary report of Closing the Gap presented to Parliament by then Prime Minister Kevin Rudd on 11 February 2008.²³

Three of the Closing the Gap targets were found to be on track: the Year 12 attainment target, the child mortality target, and the early childhood enrolment target. With four of the seven targets expiring in 2018, the government released a discussion paper on a 'refreshed agenda' and agreed to work with Indigenous groups on renewed targets. Prime Minister Malcolm Turnbull also announced a trial of a new Indigenous Grants Policy, which prioritises Indigenous organisations to have better opportunities to deliver services for their communities. The Prime Minister promised to work in partnership with communities.

These statements and initiatives appear to foreshadow greater empowerment of local communities in delivering outcomes in their communities. New ways of working with Indigenous leaders and communities are presently being explored. Already the 'Indigenous-led Empowered Communities' model operates in eight regions including in the east Arnhem region, northern SA and across WA, but not in Warlpiri communities. The reforms anticipated under the Empowerment model are yet to be fully rolled out.

3.8 Indigenous Advancement Strategy

Shortly following the 2013 SIA, the 2014-15 Federal Budget signalled a major shake-up of the Australian Government's Indigenous programs, grants and activities. From 1 July 2014, over 150 programs previously delivered across a range of government departments were consolidated into five Indigenous Advancement Strategy (IAS) funding streams, administered by Prime Minister and Cabinet (PM&C), namely: Jobs, Land

²² Department of the Prime Minister and Cabinet. 2017. *Closing the Gap Refresh*. 20 December. at <https://closingthegaprefresh.pmc.gov.au/news/closing-gap-refresh-launch>. Accessed 17 January 2019.

²³ Subsequent roundtable consultations were held in Dec 2017 at Dubbo and Cairns and other consultations were planned through to 5 April 2018 in Canberra with national Indigenous peak bodies.

and Economy; Children and Schooling; Safety and Wellbeing; Culture and Capability; and Remote Australia Strategies.

While the savings from streamlining were generally applauded, there were significant problems with program delivery. The suitability of PM&C as a service delivery agency was questioned. The loss of specialist expertise through the transfer of programs from line agency to central agency hindered effectiveness. Indigenous agencies were critical of the lack of consultation and engagement with Indigenous communities on such a major initiative. Major concerns were raised over two key areas of change:

- Funding through a competitive tender, which disadvantaged Indigenous corporations as the model did not recognise the enhanced outcomes of service delivery by Indigenous organisations.
- The 'Incorporation requirement' where organisations receiving more than \$500,000 of IAS funding in a particular year are required to incorporate under Commonwealth legislation. This was found to be time consuming and expensive for some Indigenous organisations.

In June 2015, PM&C announced an external review of the IAS guidelines and the 2014 funding processes. A subsequent Senate committee criticised both the funding cuts and changes to the tendering process under the IAS. It found problems with both these processes, including: a lack of consultation; rushed processes with poor transparency; cutting the number of funding areas created significant challenges as organisations had to refocus their applications; uncertainty for providers, and negative impacts on smaller organisations; and resulting gaps in service delivery.²⁴ In response, PM&C released revised funding guidelines released on 21 March 2016.

3.9 Indigenous Procurement Policy

The Australian Government launched the Indigenous Procurement Policy (IPP) in July 2015.²⁵ It includes a target for Australian Government expenditure for number of contracts awarded to Indigenous businesses; a mandatory set-aside for remote contracts and contracts valued between \$80,000 to \$200,000; and minimum Indigenous participation requirements in contracts valued at or above \$7.7 million.

The policy has been quite successful in lifting Indigenous participation in the Australian Government's supply chain nationally. The value of new contracts to Indigenous businesses in 2016/2017 was \$285.5 million, which exceeded the IPP target of 3% of value of contracts target. Over a third of the value was issued by the Department of Defence. Some reports indicate this has mainly led to non-Indigenous business owners and investors forming joint ventures in order to satisfy the minimum requirements for Indigenous ownership.²⁶

The IPP is also increasing the rate of Australian Government contracting with Indigenous businesses in the NT. Since the IPP launched in July 2015, the government reported that in October 2017, 206 NT-based Indigenous-owned businesses had won over \$116 million in contracts.²⁷ In line with the policy, PM&C supported the Darwin Indigenous Trade Fair in October 2017, and funds Indigenous business, *Supply Nation*, to connect Indigenous businesses, particularly through its *Indigenous Business Direct* at supplynation.org.au.

In February 2018, the Australian Government released a new *Indigenous Business Sector Strategy* (IBSS) to support Indigenous people build businesses to support themselves. Initially the strategy will roll out Indigenous Business Hubs in the major cities. It also aims to support entrepreneurial activity in regional and remote locations. The strategy will be implemented over a 10-year period (see Figure 2).

²⁴ Finance and Public Administration References Committee, Commonwealth Indigenous Advancement Strategy tendering processes, Mar 2016.

²⁵ The IPP is a mandatory procurement-connected policy under the legislative instrument of the Commonwealth Procurement Rules.

²⁶ Easton, S, (2018). *Support for the 'Indigenous sector' built on APS procurement*. The Mandarin.

²⁷ Department of the Prime Minister and Cabinet. 2017. Top End Indigenous businesses securing work under the Australian Government's Indigenous Procurement Policy. 26 October. Online at <http://www.pmc.gov.au/news-centre/indigenous-affairs/top-end-indigenous-businesses-securing-work-under-ipp>. Accessed 17 January 2019.

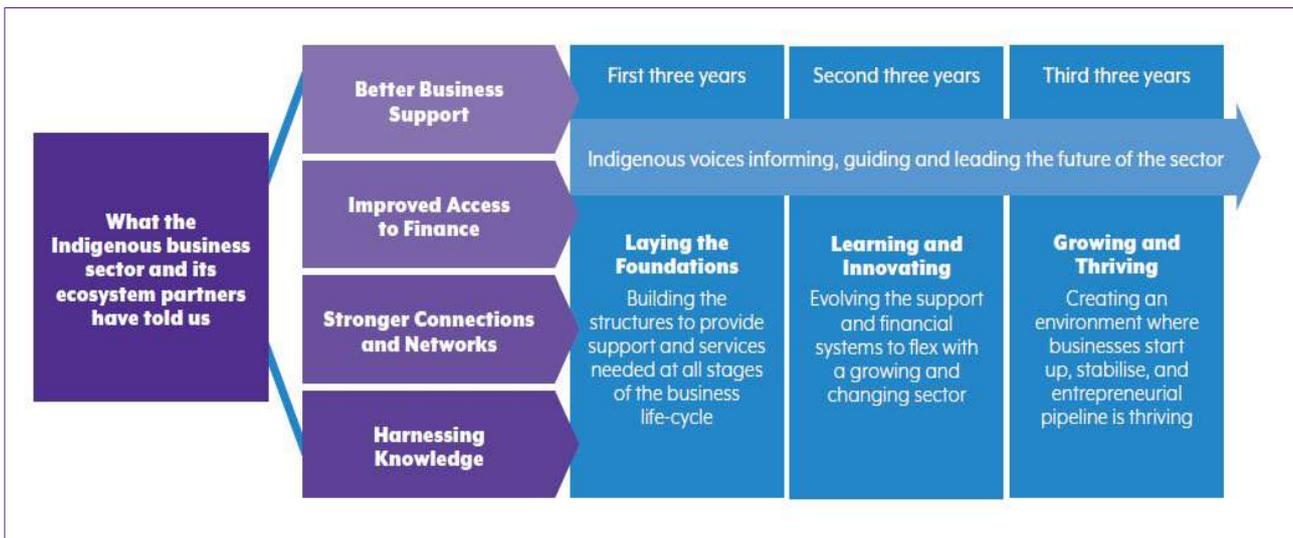


Figure 2 Indigenous Business Sector Strategy 2018 (IBSS, 2018)

3.10 Indigenous Protected Areas

The Australian Government established the Indigenous Protected Area (IPA) program in 1997. The program is funded by PM&C and managed by the Department of Environment and Energy.

The program objectives are to:

1. Protect natural ecosystems and use natural resources sustainably, when conservation and sustainable use can be mutually beneficial
2. Integrate cultural approaches, belief systems and world-views within a range of social and economic approaches to nature conservation

IPAs support Indigenous landowners to manage their land, combining traditional knowledge with Western science. For instance, use of traditional ways of managing the land, such as controlled burning, is encouraged alongside contemporary land management methods. See Box 1 for features of IPAs.

Box 1 Indigenous Protected Areas

Features of Indigenous Protected Areas	
Indigenous	Areas of Indigenous-owned land (or sea) that are managed as a protected area for biodiversity conservation. IPAs do not alter the land tenure
Voluntary	Traditional Owners enter a voluntary legally-binding agreement with the Australian Government
Cultural & Ecological	The government supports Traditional Owners manage the land to conserve the area's ecological and cultural values
IUCN	Meet the International Union for Conservation of Nature Category VI: Protected areas conserve ecosystems and habitats together with associated cultural values and traditional natural resource management systems
Treaty obligations	An essential component of the National Reserve System (NRS) ²⁸ designed to meet Australia's obligations under the 1992 United Nations Convention on Biodiversity ²⁹

²⁸ The NRS is Australia's network of parks and reserves that conserve examples of Australia's unique landscapes, plants and animals. There are 75 dedicated IPAs across some 67 million ha, accounting for some 45% of the NRS (Dept of Environment and Energy, 2018). Online at www.environment.gov.au/land/indigenous-protected-areas. Accessed 31 November 2018.

²⁹ Australia ratified the treaty on biodiversity on 18 June 1993.

3.10.1 IPAs in the Tanami Area of Influence

NTO lies within the Southern Tanami Indigenous Protected Area (IPA). Nearby, to the north-west, is the Northern Tanami IPA (see Figure 3, overleaf). Key aspects of the Tanami IPAs are summarised in Table 2.

Table 2 Indigenous Protected Areas within the Tanami Area of Influence

<i>Indigenous Protected Area</i>	<i>Declared</i>	<i>Area (hectares)</i>	<i>Communities</i>	<i>Ranger Group</i>	<i>Plans of Management</i>
Northern Tanami	April 2007	4 million	Lajamanu	North Tanami Rangers	Draft 2006 Current 2015
Southern Tanami	July 2012	10 million	Yuendumu Nyirripi Willowra	Warlpiri Rangers	Jan 2012

Together the Southern and Northern Tanami IPAs:

- cover more than 14 million hectares of the Tanami Desert
- account for to 54 per cent of the Tanami Bioregion
- constitute the single largest protected (terrestrial) area in Australia
- represent 12 per cent of the National Reserve System
- encompass NTO's four Priority Committees

PM&C supports IPA projects through multi-year funding, which includes the CLC Ranger program. Funding can be supplemented by through fee-for service or other income generating activities, as well as support from private sector and philanthropic organisations.

4. Regional governance and administration

4.1 Local government

The Northern Territory Government introduced structural reform to local government in January 2007 by amalgamating local community government councils into large regional shires. The Central Desert Regional Council (CDRC), originally known as the Central Desert Shire Council, was established on the 1st of July 2008. It was established under the NT Local Government Act to provide core local government services to nine (9) major communities (including the four NTO Priority Communities) in the central Australian region. It covers an area of 282,064 square kilometres and incorporates approximately five different language groups.³⁰ This significant scaling up of decision making and service delivery was strongly opposed by Aboriginal groups with the centralisation of authority in Alice Springs.

³⁰ The nine (9) communities are: Lajamanu, Ti Tree, Willowra, Laramba, Nyirripi, Yuelamu, Atitjere, Engawala and Yuendumu. The area also contains smaller Indigenous communities and outstations.

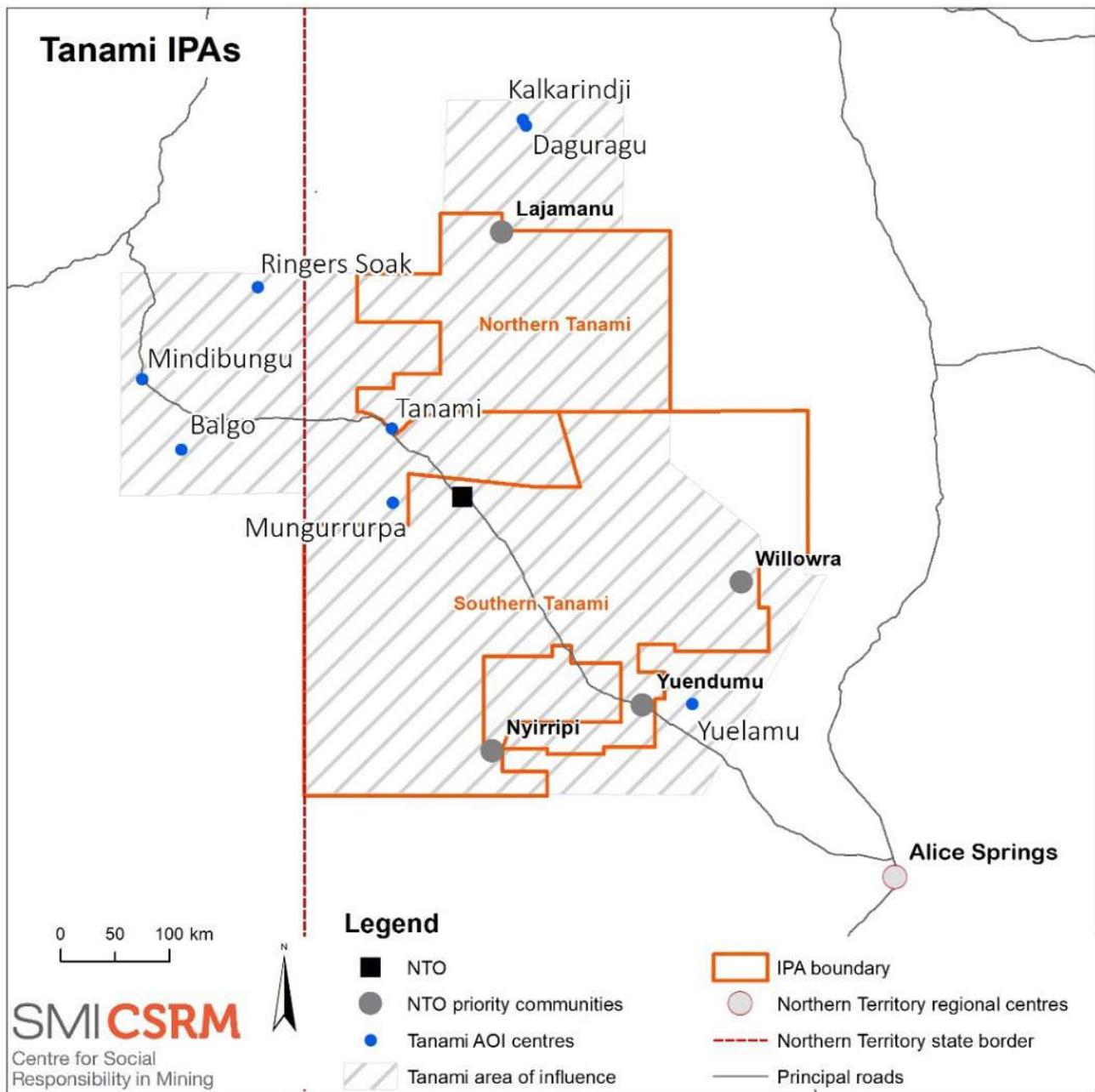


Figure 3 Map of Tanami IPAs

On 1 January 2014, further reforms (re)introduced Local Authorities (replacing Local Advisory Boards), which returned some local decision-making capacity to communities. A system of nine Local Authorities operates at the local community level to support the Regional Council. The Local Authorities act as the voice of local communities by providing input into local community projects. Each year the Northern Territory Government grants some \$500,000 to the CDRC nine Local Authorities, which have autonomy over how the money is spent.³¹ Each Local Authority can have between 6 to 14 members and hold a minimum of four meetings a year.³²

³¹ Council has delegated decision making on local authority project funding to Local Authorities.

³² NTG, 2016, 'Guideline 8 – Regional Councils and Local Authorities', effective 29 January 2016.



Plate 4 Central Desert Regional Council office in Lajamanu (Photo: CSRM)

CDRC consists of twelve members elected from seven wards for a three-year term (see Table 3 below and Figure 4 overleaf).³³ The council’s head office is in Alice Springs. It manages approximately \$20 million worth of assets and has an estimated income of \$37 million for 2018-19 year. The CDRC employs over 300 staff, approximately 70% of whom are Indigenous.³⁴

Table 3 Wards of the Central Desert Regional Council

Council ward	Elected members	Registered voters
Akityarre (east toward Qld border)	2	272
Anmatyere (centred on Ti Tree)	4	1,002
Northern Tanami (includes Lajamanu)	2	419
Southern Tanami (includes Yuendumu, Nyirripi, Willowra)	4	964
Total	12	2,657

³³ The last election was held on 26 August 2017.

³⁴ CDRC. 2017/18 Regional Plan. Online at <http://www.centraldesert.nt.gov.au/test>. Accessed 17 January 2019

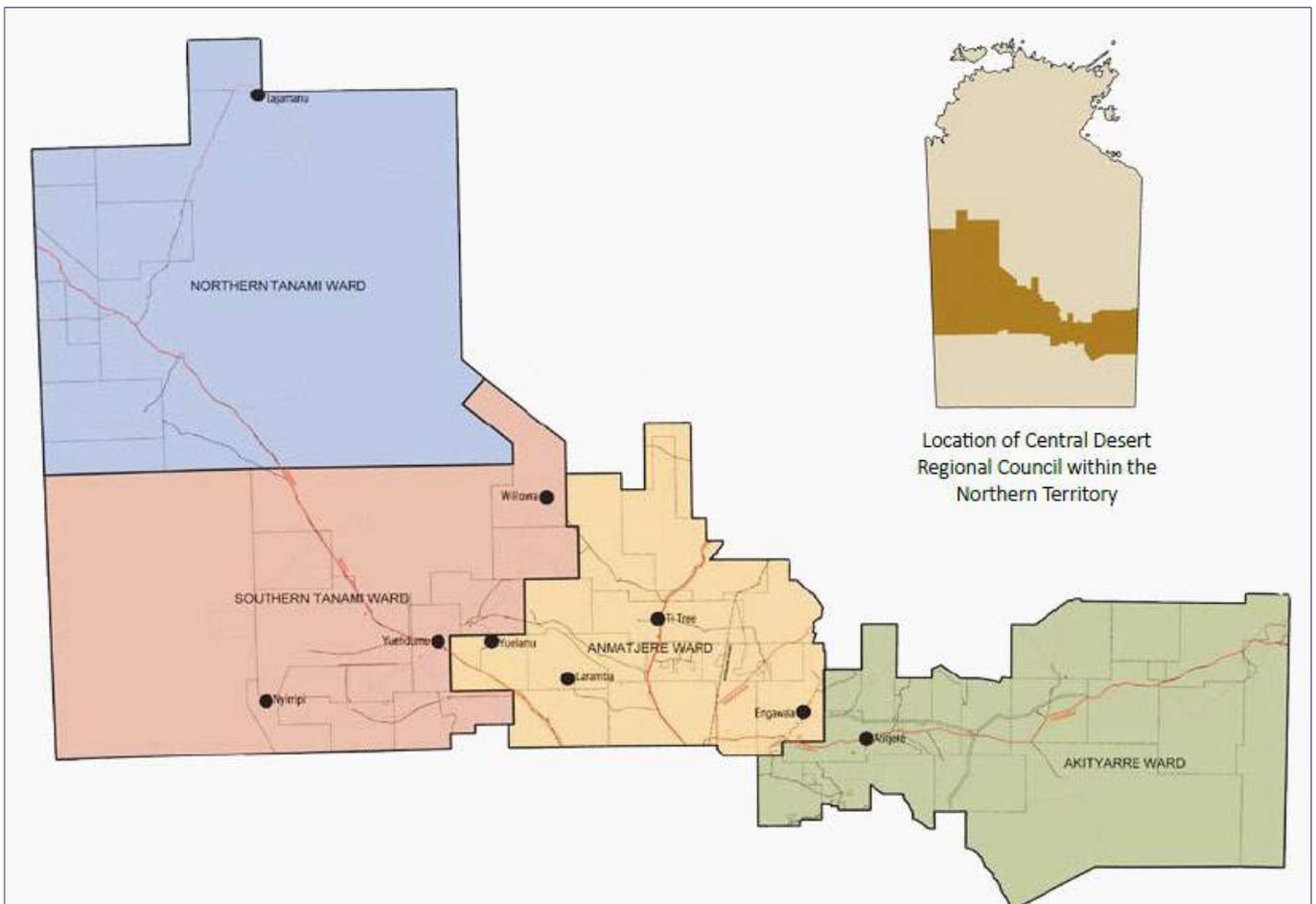


Figure 4 Map showing location of CDRC wards (Source: CDRC Annual Report 2017-18)

The range of functions of the CDRC include:

- **Core functions**, in all communities: municipal services (local roads and traffic management, environmental and waste services, cemetery management, parks, ovals, and open spaces, weed and fire hazard reduction, local emergency recovery management); airstrip maintenance; animal control; and libraries
- **Agency community services**, in various communities: some outstations; community safety; aged and disability services; children’s service (childcare centres); school nutrition; youth, sport and recreation; family mediation (in Yuendumu only)
- **Contract services**, in various communities: essential services (power, water, sewage), Centrelink, CDP, Post Office agency.

Funding is received from multiple sources and programs and often delivered in collaboration with partners. In practice, the context of a community dictates the range of services and modes of delivery for that particular community.³⁵

³⁵ CDRC. 2018. Annual Report 2017-18. Online at <http://www.centraldesert.nt.gov.au/annual-reports>. Accessed 17 January 2019.

4.2 The Aboriginal Land Rights (NT) Act 1976

The Land Rights Act has proved highly effective in granting Aboriginal land, with around 50% of the Northern Territory under inalienable freehold title.³⁶

An inquiry by the *Woodward Land Rights Commission* in 1973 recommended legislation to recognise traditional ownership of land, promote self-determination, protect spiritual and cultural links to land, and provide opportunities for economic development.³⁷

The advent of the Land Rights Act profoundly transformed relations between Indigenous people and miners in the NT. The grant of Aboriginal freehold title re-instated traditional authority and autonomy over the land. Access for exploration and mining would require negotiation with Traditional Owners.

Agreements became the means for exerting the right to protect sacred sites and secure benefits from mining on their land. For the first time in the Tanami, Warlpiri interests were empowered. Negotiations over the original Granites Agreement in 1983 fundamentally reflected the priorities and concerns of Traditional Owners, including:

- To protect sacred sites
- Share in the benefits from mining
- Obtain employment and work for Indigenous contractors
- 'looking after country' and rehabilitation
- Support for homelands (outstations).

Warlpiri interests were represented by a well-resourced statutory representative body (the CLC) and supported by technical and legal professionals.

Recognition of Land Rights also facilitated the outstation movement as a form of self-determination. As with other groups, the Warlpiri sought greater autonomy, to de-institutionalise, and return to smaller family groups on their traditional country. This was in response to problems with the larger settlements that brought many and diverse groups together resulting conflict and poor social conditions.

More than a dozen outstations have been established on Warlpiri land. The most renowned is Mt Theo, which hosts a successful drug rehabilitation program for Warlpiri youth and other country based learning programs.³⁸ Yarturlu-yarturlu outstation next to The Granites is the closest to NTO.

4.3 Central Land Council

The CLC plays a key role in facilitating important aspects of NTO's relationship with Traditional Owners and is one of NTO's major stakeholders. Established under the Land Rights Act, the CLC holds legislative responsibility, among other things, to:

- Ascertain and express the wishes of Indigenous people over the management of their land
- Protect the interests of Traditional Owners of, and other Indigenous groups interested in, Aboriginal land
- Assist Indigenous people to protect sacred sites
- Consult and take instruction from Traditional Owners over proposals for the use of their land
- Negotiate on behalf of traditional landowners with parties interested in using Aboriginal land and enter agreements on behalf of Traditional Owners.³⁹

³⁶ Inalienable freehold is title to land that cannot be sold or mortgaged, and there are restrictions on leasing on the land.

³⁷ The *Land Rights Act* commenced on Australia Day, 26 January 1977. The federal legislation was introduced by Gough Whitlam's Labor government and subsequently passed by Malcolm Fraser's Liberal coalition government in 1976.

³⁸ See Stojanovski, A. 2010. *Dog Ear Cafe: How the Mt Theo Program beat the curse of petrol sniffing*. Ormond: Hybrid Publishers.

³⁹ See s.23 of the *Land Rights Act* for land councils' functions. Only the functions relevant to this SIA are referred to here.

In addition, the CLC is the region's Native Title Representative Body pursuant to the *Native Title Act 1993*. It manages the Indigenous Ranger program in central Australia, including Ranger mentoring and support. It provides administrative service to various Indigenous corporations, including royalty associations. It operates an increasingly significant community development program across central Australia and in NTO's priority communities in particular.

The CLC is one of the largest employers of Aboriginal people in Central Australia.

4.4 Consolidated Mining Agreement

The Consolidated Mining Agreement (CMA), signed on 15 May 2003, consolidates the terms and conditions of the two pre-existing agreements, The Granites mining agreement dated 3 August 1983, and the DBS mining agreement dated 28 September 1990.⁴⁰ The CMA recognises the two mining leases constitute a single operation and mirrors the clauses and intent contained in the original agreements.⁴¹

The major changes effected by the CMA were the revised financial arrangements. The rate of payments for The Granites was amended in light of cessation of ore production on that lease.⁴² Furthermore, the CMA revised the royalty rate on gold production. NTO agreed to a higher rate, provided that half of the value of the increased royalty (which represented one-fifth of the total royalty payments) is paid into a trust with specific objectives to improve the education and training outcomes for Warlpiri people.⁴³ The Warlpiri Education and Training Trust (WETT) was duly established in 2003 following signing of the CMA.

The CMA sets out the rights and obligations of the parties. At a fundamental level, the CLC consents to NTO undertaking certain activities on the leases (including access to road making material and water) subject to the obligations set out in the agreement. The activities permitted are those contained in the Mine Management Plan (MMP), which is reviewed annually and subject to approval of the CLC. Sacred site protection and Traditional Owner involvement is effected through a procedure for CLC approval of any 'Major Activity'. A key obligation is that NTO will have regard to any opportunities for backfilling open cut mine voids.

Issues and relationships are mediated through a 'Liaison Committee' made up of Traditional Owners, CLC officers, and NTO representatives, which meets on-site at least once a year. The CMA provides for further information sharing by NTO and reporting to the CLC on its activities, progress, plans, as well a right of inspection. Cooperation of the parties extends to NTO supporting, encouraging and advising Traditional Owners who wish to establish outstations in the lease areas, where reasonable and practicable.

Importantly, the CMA has termination clauses that may be activated where there is a 'serious default'. A serious default is where NTO: fails to pay money due under the agreement; fails to perform any substantial obligation or commits a serious breach (such as undertaking material modification of approved activities or a major activity without notice to the CLC); damaging a Sacred Site; negligently or deliberately failing to prevent an NTO employee or contractor behaving in a blatantly offensive manner to Traditional Owners or their traditions and culture; or deliberately and repeatedly commits minor defaults that have been notified by the CLC. The clauses operate such that, where notified by the CLC, a serious default if left un-remedied can escalate to a point where the CLC can terminate the agreement.

The main operative provisions of the CMA relevant for this SIA are summarised in Table 4 below.

⁴⁰ The NTG granted mineral lease south (MLS) 8 at The Granites on 15 May 1984, and MLS 154 at DBS on 12 February 1991.

⁴¹ The CMA was made pursuant to s 48B of the *Land Rights Act*, the agreement being a variation of the existing DBS Agreement made under s 46. The process of consolidating the original 1983 Granites Agreement and the 1990 DBS agreement constituted a 'Review' as provided in each of the original agreements.

⁴² The main annual payment for The Granites lease is based on the tonnage of mill throughput.

⁴³ The royalty rates are subject to the confidentiality clauses of the agreement.

Table 4 Operative provisions of the CMA directly related to the SIA

Principal effect	Obligations
Environmental protection and rehabilitation (Article 10) extracts	
Comply with the MMP and accord with Good Mining Practice to preserve and protect environment, preserve natural hydrological systems and restore any damage to the environment	<ul style="list-style-type: none"> • Disturb least soil and vegetation, prevent erosion • Prevent introduction of exotic fauna, noxious and exotic plants • Safeguard against wildlife being injured • Use established roads on Aboriginal Land • Prevent the occurrence of wild fires • Minimise pollution • Restrict site activity to minimum area, keep clean, tidy, free from rubbish and debris • Remove and separately stockpile topsoil, progressively rehabilitate and re-vegetate disturbed areas, replace topsoil • Progressively seal drill holes and backfill trenches, leave surface in safe condition and contour of surface with regard to previous state • Stockpile soil and re-spread to approximate previous contours, rehabilitate as soon as possible after project completion before wet season • Replace overburden and material removed in mining • Have due regard of the conservation value of Tanami Desert Area • Establish programmes to monitor biota, water, sediments, soils, air, and other aspects of the environment • Report to CLC sub-surface water encountered during drilling • Test its potential for domestic, livestock or other purposes • Identify and promote opportunities for backfilling open mine voids • Report annually to CLC opportunities for backfilling
Cooperation of the parties (Article 13)	
Provisions relating to processes of cooperation between the parties	<ul style="list-style-type: none"> • Always give full consideration to the aspirations and welfare of affected Aboriginal people • Co-operate with the CLC to promote development of Aboriginal social, cultural and economic structure in areas affected • Provide drilling facilities within the lease and adjacent areas for bore water at CLC request and its expense • Traditional Owners may enter, occupy or use any part of the lease where it would not interfere with the project • Minimise interference with free movement of traditional owners through the lease and their customary or traditional activities where it would not interfere with the project • Support, encourage and advise traditional owners desiring to establish outstations in the lease, where reasonable and practicable

Principal effect	Obligations
Aboriginal cultural instruction (Article 14)	
Familiarise all non-traditional owners with Aboriginal tradition ⁴⁴ and culture who are engage directly or indirectly by NTO	<ul style="list-style-type: none"> • Promote knowledge, understanding and respect of Aboriginal tradition and culture • Promote understanding and foster good relationships between Indigenous and non-Indigenous people • Instil understanding of the principles embodied in the CMA • Explain Rules of Conduct for Employees (set out in Annexure 3) • On-site supervisory staff to be given an initial course and periodic refreshers courses of a more advanced nature
Employment and training and Indigenous contractors (Article 16)	
Give employment and contract opportunities to Indigenous people or incorporated Aboriginal bodies and ensure that as many as practicable are employed or contracted	<ul style="list-style-type: none"> • Ensure all contractors and sub-contractors actively seek to engage Indigenous people in identified positions and employ Indigenous people where vacancies exist • Give CLC and others with expression of interest 14 days advance notice of intention to call tenders for contracts and given them preference • Provide a suitably qualified employee to assist in the preparation and organisation of their tenders • Notify the CLC and give reason for any premature termination of any contract to an Indigenous body or group

⁴⁴ Definition of 'Aboriginal tradition' according to s 3(1) of the *Land Rights Act* is 'the body of traditions, observances, customs and beliefs of Aboriginals or of a community or group of Aboriginals, and includes those traditions, observances, customs and beliefs as applied in relation to particular persons, sites, areas of land, things or relationships'.

Principal effect	Obligations
Liaison Committee (Article 21)	
<p>A Liaison Committee comprised of a majority of Traditional Owners and representatives of NTO and CLC with meetings held at The Granites at least annually</p> <p>A forum for liaison between NTO, and Traditional Owners and the CLC and frank exchange of information and for Traditional Owners to receive descriptions of proposed Major Activities and review progress of the Project</p>	<ul style="list-style-type: none"> • Provide recommendations or advice concerning the working of the CMA and in relation to any amendment • Make recommendations to NTO concerning which Indigenous people are available for the project • Make recommendations on continued employment of persons judged in breach of agreement • See that the project is conducted efficiently and with regard to the aspirations and welfare of Traditional Owners • Include Traditional Owners in decision making regarding Projects and provide forum for effective discussion between NTO, and Traditional Owners and the CLC • Provide for a smooth working of the CMA and continuous co-operation between parties • Preserve racial harmony between traditional owners and others on the lease • Ensure no incidents occur which degrade, prejudice, or besmirch the customs, lifestyle, race, or character of the traditional owners • Committee also has regard to: <ul style="list-style-type: none"> – The preservation and protection of traditional owners' way of life and have regard to the interests, proposals, opinions, aspirations, and wishes of the Traditional Owners in relation to management, use, and control of the land – The growth and development of social, cultural, and economic structures of the traditional owners – The freedom of access by traditional owners to the land, and to carry out rites, ceremonies, and other activities – The preservation of natural environment
Revision and periodic review (Article 23)	
<p>No less than every 5 years parties request a review to ensure CMA operates fairly to the parties and Traditional Owners</p>	<ul style="list-style-type: none"> • Parties meet during 6-month period following the end of each 10-year period meet to review and discuss whether to amend the agreement. • NTO may request to extend the review period

4.5 Indigenous royalty associations and trust

The Northern Territory Government as well as Aboriginal people in the Tanami receive a range of payments from NTO mining activity. These are a mix of payments derived from the Australian Government and NTO, including:

- Statutory payments – made pursuant to royalty equivalent provisions of the Land Rights Act; and
- Negotiated payments – made under agreements between NTO and traditional owners.

4.5.1 Statutory payments: NT Royalties

Under the NT Mineral Royalty Act, NTO pays a royalty to the NTG each financial year based on a profit-based formula.⁴⁵ The royalty payable is 20% of mining operations profit. Between 2014 and 2017, NTO paid approximately \$180 million in royalties.

Once the royalty is received by the Northern Territory, the Australian Government pays, separately, an equivalent amount into the Aboriginals Benefit Account (ABA). The ABA is a special account established under the Land Rights Act set up to receive and distribute monies generated from mining on Aboriginal land in the NT. A portion of the ABA is paid annually to cover the administrative costs of the NT land councils. The exact amount received by the CLC is determined by the federal Minister for Indigenous Affairs.

In accordance with sub-section 64(3) of the Land Rights Act, 30% of the amount received by the ABA related to NTO is passed to the CLC (this money is not used for the operations of the CLC). In accordance with the Act, CLC is then required to pay the money within 6 months 'to any Aboriginal and Torres Strait Islander corporations whose members live in, or are the traditional Aboriginal owners of, the area affected by those mining operations, in such proportions as the Land Council determines' (section 35).

4.5.2 GMAAAC: mine affected area payments

The CLC pays the 'affected area' monies to The Granites Mine Affected Area Aboriginal Corporation (GMAAAC), incorporated on 31 January 1991 (under the *Corporations (Aboriginal and Torres Strait Islander) Act 2006*, CATSI Act).⁴⁶ The rules of incorporation determine the objectives, power, membership and governance mechanisms, including a governing committee and chairperson, rules for meetings and voting, accounting and audit procedures. The objective of GMAAAC is to 'overcome the severe social, economic and health-related disadvantage' by assisting Indigenous people in the communities:

- To gain access to housing, health, education, employment and essential services
- In the alleviation of the significant unemployment levels, together with the resultant economic and social problems, by supporting the provision of training and employment opportunities
- Arresting social disintegration within Aboriginal society by supporting programs to develop Aboriginal self-management (GMAAAC Rule Book).

Under the rules, no payments to individuals are permitted and 50 percent of funds are to be invested and 50 percent applied as 'community funds only to eligible community organisations for the use community benefit projects' (rule 15.1.3).⁴⁷ The nine GMAAAC communities are located in the Tanami area of influence and include the four NTO priority communities, with the two largest communities, Yuendumu and Lajamanu, each

⁴⁵ Profit is the gross value of mineral commodities produced, minus the operating costs, minus other allowable deductions. Deductions mostly relate to certain capital costs and eligible exploration expenditure. Profit-based royalties are highly variable and intended to relieve financial impost of royalties during periods of downturn, but also generate greater recipients to government in prosperous times.

⁴⁶ The CATSI Act is federal legislation enabling Indigenous groups to form corporations and establishes a registrar office.

⁴⁷ Eligible community organisations are those which have been approved for that year by a community meeting.

receiving one third of the community funds.⁴⁸ The Community Committees manage the Community Funds. Lajamanu and Yuendumu have 18 members in their Committee, other smaller communities have six or eight.

The committee members are elected for a period of three years. Elections in 2017 elected 84 people to the GMAAAC committees, who then appointed 18 new directors for the GMAAAC Board for a three-year period. The business of the Community Committee is to work with the community to develop a community plan and work with eligible community organisations to develop project plans.

The CLC is appointed as an observer of the corporation and also supports the GMAAAC committees by organising community meetings to plan and prioritise projects, and manage funding agreements with the community organisations.

4.5.3 CMA negotiated payments: the Janganpa and Kurra Associations

Under the terms of the CMA, NTO makes payments to the CLC for the benefit of traditional owners of the land on which NTO is situated.⁴⁹ As required under the Land Rights Act the payments are paid to traditional owner associations. The main payments streams include:

- A production payment based on a small percentage of gold total revenue
- Lease rental payments based on an agreed amount, including borefield, haul road, and other leases.

Two main associations receive the negotiated payments. These are the *Janganpa Association*, incorporated on 22 December 1983, by the traditional owners of The Granites and the *Kurra Association* (Kurra), incorporated on 15 December 1993, by the DBS traditional owners.

Kurra is by far the largest recipient of royalties as all of the gold originates from DBS. It receives four-fifths of the DBS payment based on gold production at DBS. Half of Kurra's receipts are invested and the remaining amount is distributed to traditional owners. The other fifth of the DBS production payment is directed to WETT.⁵⁰

In relation to the direct payments to traditional owners, the Kurra committee meets twice a year and decides on distributions to its members. The payments are divided amongst the relevant family groups and specific payments decided at meetings in the community. The CLC's Aboriginal Associations Management Centre assists the association to manage its corporate and accounting responsibilities and distributions to members. Payments are made in one of two ways: either through a purchase order at a designated point of sale or via electronic financial transfers to an individual recipient's bank account.

4.5.4 Warlpiri Education and Training Trust

The establishment of WETT was a major initiative to direct payments to long-term sustainable community outcomes. The initiative was driven by an ambitious group of Warlpiri women who wanted to pursue an alternative mode of royalty payments that contributed to a better future for their children and grandchildren through education. All of the women were either qualified teachers or teacher assistants at schools in the Warlpiri communities and formed an unincorporated association called *Warlpiri Patu-kurlangu Jaru*.⁵¹ Their ambitions fed into the negotiations over the CMA resulting in the proposal that a higher royalty rate would apply provided that half of the extra royalties would be directed specifically to education and training.

Indigenous control is built into the governance structure of WETT. Kurra acts as trustee for WETT. A committee of Kurra directors meets twice a year to decide on funding for WETT programs. Decisions are

⁴⁸ As well as Yuelamu (near Yuendumu), Ringers Soak (northern Tanami), Tanami Downs (next to DBS), and the Western Australian communities of Balgo and Bililuna.

⁴⁹ The *Land Rights Act* requires land councils pay funds generated under these agreements to incorporated Aboriginal associations.

⁵⁰ The trustee for the fund is the Kurra Association, and WETT is administered by the CLC. The CLC consults Warlpiri to identify their education and training priorities and then facilitates the development of projects with input from relevant project partners.

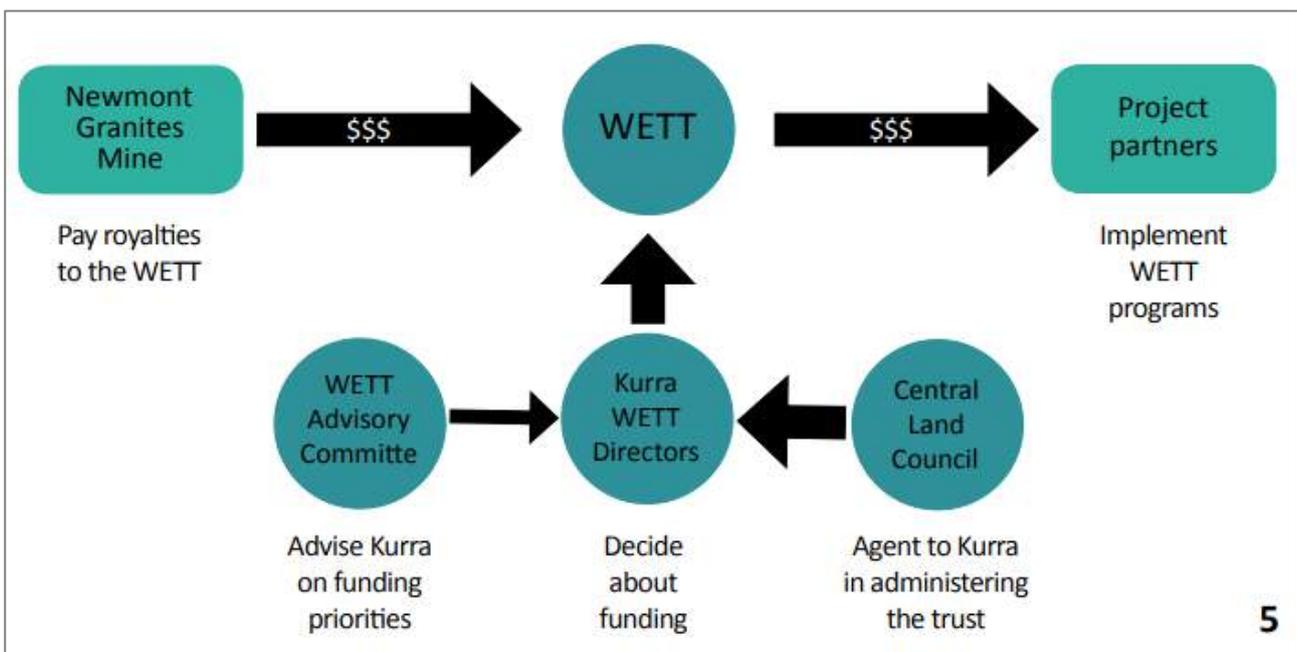
⁵¹ Barnes (2013) above note 2. Over many years this group held regular professional development workshops, the Warlpiri Triangle that brought together Warlpiri education professionals and lobby the government over bi-lingual education in remote schools.

guided by recommendations by the WETT Advisory Committee on the education and training priorities of the Priority Communities.

The WETT Advisory Committee meets three times a year. The committee consists of representatives from the four Priority Communities (originally three from each community), a CLC representative, a NTO representative, and education experts. The CLC through its Community Development Unit (CDU), actively facilitates the governance arrangements, including periodic governance training for Warlpiri members. The governance structure of WETT is represented in Figure 5 below.

A 2017 review of WETT noted the community representation was mainly women, including many of the founders of WETT. This reflected the education expertise of women, as well as the election process, which was held previously at Warlpiri Patu-kurlangu Jaru’s ‘Warlpiri Triangle’ workshops (Ninti One, 2017).⁵²

The review recommended changes to the election process for ‘sustainability and renewal of the Committee’. While the community representatives existing at the time of the review should remain, it was recommended that representation be increased to 16 (being four from each of the four communities). In 2018, committee elections were held for committee vacancies and for the additional positions, with an emphasis to attract nominations from young people (CLC, 2018).⁵³ The review also recommended to hold elections for all positions every three years, once the election for the additional positions was held.



Source: CLC, 2018a. ‘The Warlpiri Education and Training Trust’, 2018 Brochure. Online at <https://www.clc.org.au/files/pdf/WETT-Brochure-2018-Central-Land-Council.pdf>. Accessed 6 March 2019.

Figure 5 WETT decision-making structure

⁵² Ninti One Ltd. 2017. ‘Review, Assessment and Development of Future Options for the Warlpiri Education and Training Trust (WETT) and its Programs’. May. Report prepared for the Central Land Council. Online at www.clc.org.au/files/pdf/WETT-reviewreport-2017.pdf. Accessed 26 February 2019.

⁵³ CLC, 2018. ‘Young members rejuvenate WETT committee’, *Land Rights News*, October 2018.

The success of WETT is recognised nationally. In November 2018, the WETT Advisory Committee won ‘Category B’ - non-incorporated organisations – of the Indigenous Governance Awards for its outstanding bilingual and bicultural education and lifelong learning programs (see Plate 5). Professor Mick Dodson, the Indigenous Governance Awards Chair and one of the judges, said of the finalists that they were ‘the best we’ve ever had’.⁵⁴



Source: CLC. 2018. ‘Win for remote Aboriginal education at the Indigenous Governance Awards’. 24 November. Accessed 3 March 2019 at <https://www.clc.org.au/media-releases/article/win-for-remote-aboriginal-education-at-the-indigenous-governance-awards>.

Plate 5 Representatives of the WETT Advisory receiving Reconciliation Australia’s Indigenous Governance Awards category B in November 2018

⁵⁴ The Indigenous Governance Awards were created by Reconciliation Australia in partnership with BHP in 2005 to identify, celebrate and promote effective Indigenous governance. In 2018, the Awards were co-hosted for the first time by the Australian Indigenous Governance Institute. Online at <https://www.reconciliation.org.au/iga/>. Accessed 6 March 2019.

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Part B

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Chapter 5 Demographic characteristics

1. Introduction

This chapter describes the key demographic characteristics of the four NTO Priority Communities, as well as the Tanami area of influence and the Northern Territory regional centres. In a social impact assessment (SIA), reviewing demographic trends assists in understanding who is affected by a project, to what extent, and over which SIA reporting period.

Demographic change over time can also indicate broader social changes. For example, population distributions with considerably larger numbers of older persons might be linked to out-migration of working-age individuals, and foretell an increased demand on health and disability services. Tracking demographic changes can provide notice of social changes, before they are reported in community consultations.

Policy-makers can use demographic data to track future needs for services.¹ Companies looking to encourage positive changes through community investment would also assess demographic changes, as part of a broader program of social performance monitoring.

Census data, drawn from the Australian Bureau of Statistics (ABS), is used here to mark demographic characteristics of the communities in NTO's area of influence. Census data is useful for broad-brush insights in key demographic domains, such as household size, income, education and participation in the labour market. The data is aggregated according to standardised parameters, which facilitates comparisons across other parts of the Northern Territory and Australia.

There are limitations to using ABS Census data. Census data does not show how individuals or households are interacting with each other. The Census cannot attribute an observable trend to a mining project or to some other cause. In the context of this SIA, the reporting period lags two years after the Census date (the same is true for the 2013 SIA), meaning that the Census data may be slightly outdated. Further discussion on the limitation of Census data is provided in Chapter 3 (Study methods).

In this chapter, an overview is presented of the demographic characteristics of the Tanami area of influence and the Northern Territory regional centres. A more detailed profile of the NTO Priority Communities is provided subsequently. Although data for both Indigenous and non-Indigenous populations are presented, Indigenous demographics are emphasised due to: the predominantly Indigenous populations of the Priority Communities, the Warlpiri traditional ownership of the land on which NTO is located, and the focus of NTO's community engagement and investment to date.

2. Tanami area of influence and NT regional centres

This section provides demographic data for the Tanami area of influence and Northern Territory regional centres. The main purpose of this section is to provide context for the analysis contained in subsequent chapters of this SIA. All data in this section has been drawn from the 2016 Census.

The demographic data reported relate to population, employment, and education. These parameters are targeted rather than comprehensive. That is, the parameters are not intended to provide a rich demographic profile of these areas of influence; rather, they focus attention on the type of impact that NTO has on these areas of influence.

¹ See e.g., Taylor, Andrew. 2016. 'Not Just Ageing: Policy and Service Delivery Implications from Changing Population Compositions in the Northern Territory of Australia'. In: Tom Wilson, Elin Charles-Edwards, Martin Bell, and Neil Argent (eds). *Demography for Planning and Policy: Australian Case Studies*. Applied Demography Series, vol 7. Cham, Switzerland: Springer.

2.1 Population

The communities of the Tanami area of influence are small, with populations ranging from 50 persons to 350. The total population in this area of influence is 1,250 persons. Darwin, Katherine, and Alice Springs are much larger, with populations ranging from 15,000 to 123,000 persons. Table 1 provides a breakdown of the overall population data.

Table 1 Population of Tanami area of influence and Northern Territory regional centres

Area of influence	Community	Indigenous population	Non-Indigenous population	Total population
Tanami area of influence	Daguragu	229	5	234
	Kalkarindji	281	40	321
	Tanami (NT)	4	53	57
	Yuelamu	177	9	186
	Balgo	283	29	312
	Mindibungu	137	3	140
	Total	1,111	139	1,250
Northern Territory regional centre	Alice Springs	4,477	17,618	22,095
	Katherine	8,194	7,075	15,269
	Darwin (capital city)	11,080	111,599	122,679
	Total	23,751	136,292	160,043

Communities in the Tanami area of influence are predominantly Indigenous. Taken as an aggregate, 88% of this area of influence is Indigenous (the same proportion as in the NTO Priority Communities). There is some variation in the Indigenous / non-Indigenous composition within each community, as Figure 1 shows. By comparison, only 15% of the Northern Territory regional centres identifies as Indigenous.

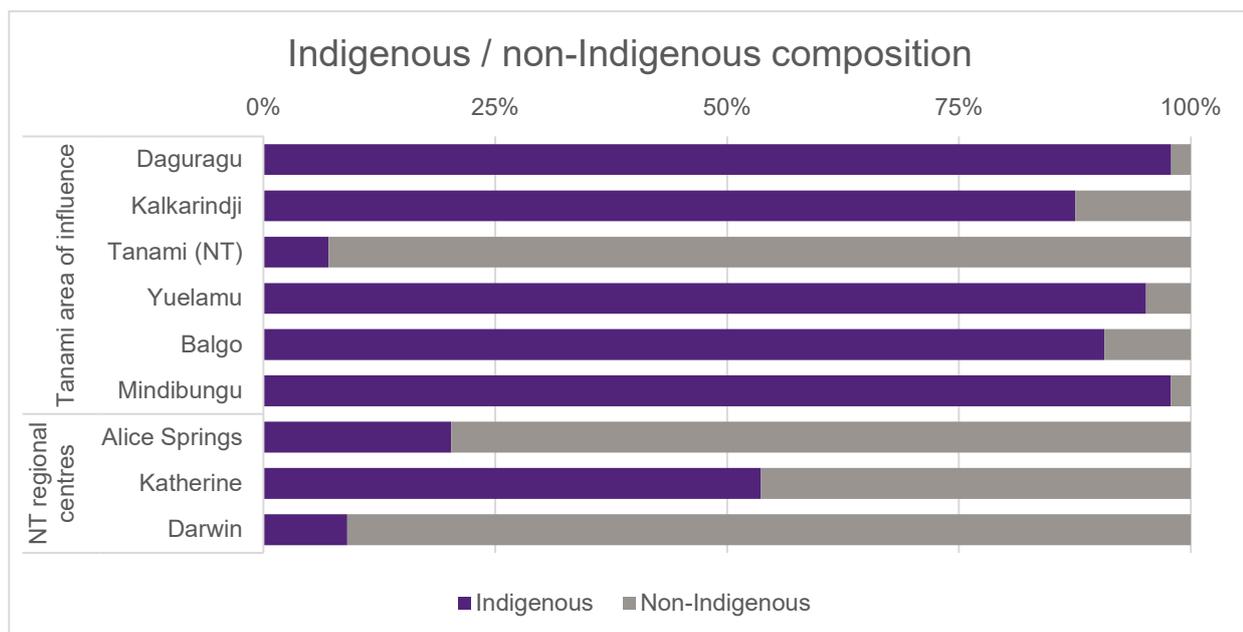


Figure 1 Indigenous and non-Indigenous population (% of population)

2.2 Employment

Labour force participation is an indicator of the potential workforce available. The labour force includes people who are employed, or unemployed but seeking immediate work. People who are unemployed and not seeking immediate work are classified as 'not in labour force'. Chapter 8 (Regional economic activity) provides further discussion on labour force participation for the Tanami area of influence and the Northern Territory regional centres. A snapshot is provided here.

Table 2 presents the labour force status of Indigenous and non-Indigenous persons aged 15 years and over, for each of the areas of influence. Figure 2 and Figure 3 (overleaf) present the same data, expressed as a percentage of the Indigenous or non-Indigenous population (as applicable) aged 15 years and over.

Table 2 Labour force status by area of influence

Labour force status	Tanami area of influence		Northern Territory regional centres	
	Indigenous	Non-Indigenous	Indigenous	Non-Indigenous
Employed	121	121	5,830	83,655
Unemployed	78	0	1,088	3,366
Not in labour force	372	5	8,313	22,043
Not stated / not applicable	537	8	8,518	27,228

The data show that labour force participation is much lower for Indigenous people compared to non-Indigenous people. In the Tanami area of influence, only 18% of the Indigenous population (aged 15 years or over) was recorded as being in the labour force, compared to 90% of non-Indigenous people. In Darwin, Katherine and Alice Springs, 30% of the Indigenous population (aged 15 years or over) are in the labour force, compared to 63% of the non-Indigenous population. Within the labour force, and for both areas of influence, unemployment is higher for the Indigenous population than the non-Indigenous population.

Figure 4 and Figure 5 (two pages overleaf) compare labour force status for males and females. These figures show higher rates of male employment for both areas of influence. Male unemployment is also higher than female unemployment for the Tanami area of influence. The considerable proportions of the population with labour force status 'not stated' or 'not applicable', which makes it difficult to draw firm conclusions.

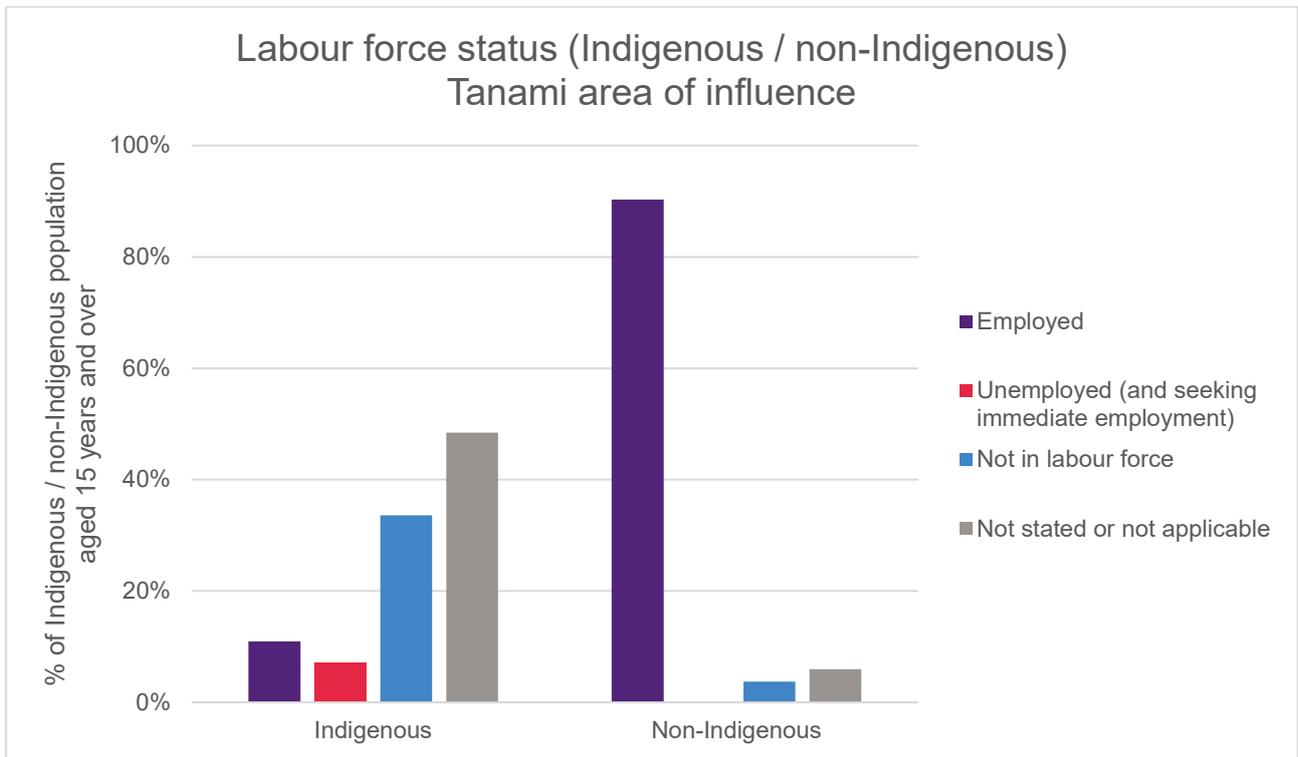


Figure 2 Labour force status – Indigenous / non-Indigenous (Tanami area of influence)

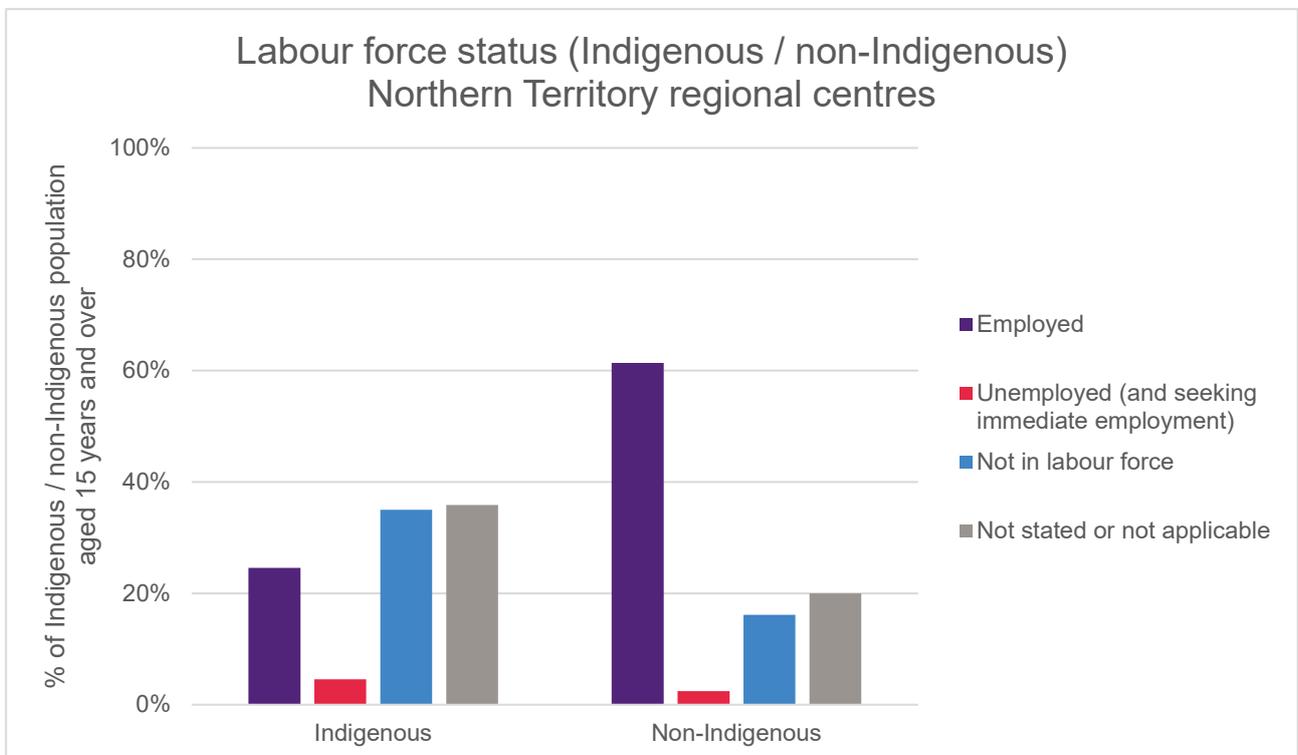


Figure 3 Labour force status – Indigenous / non-Indigenous (Northern Territory regional centres)

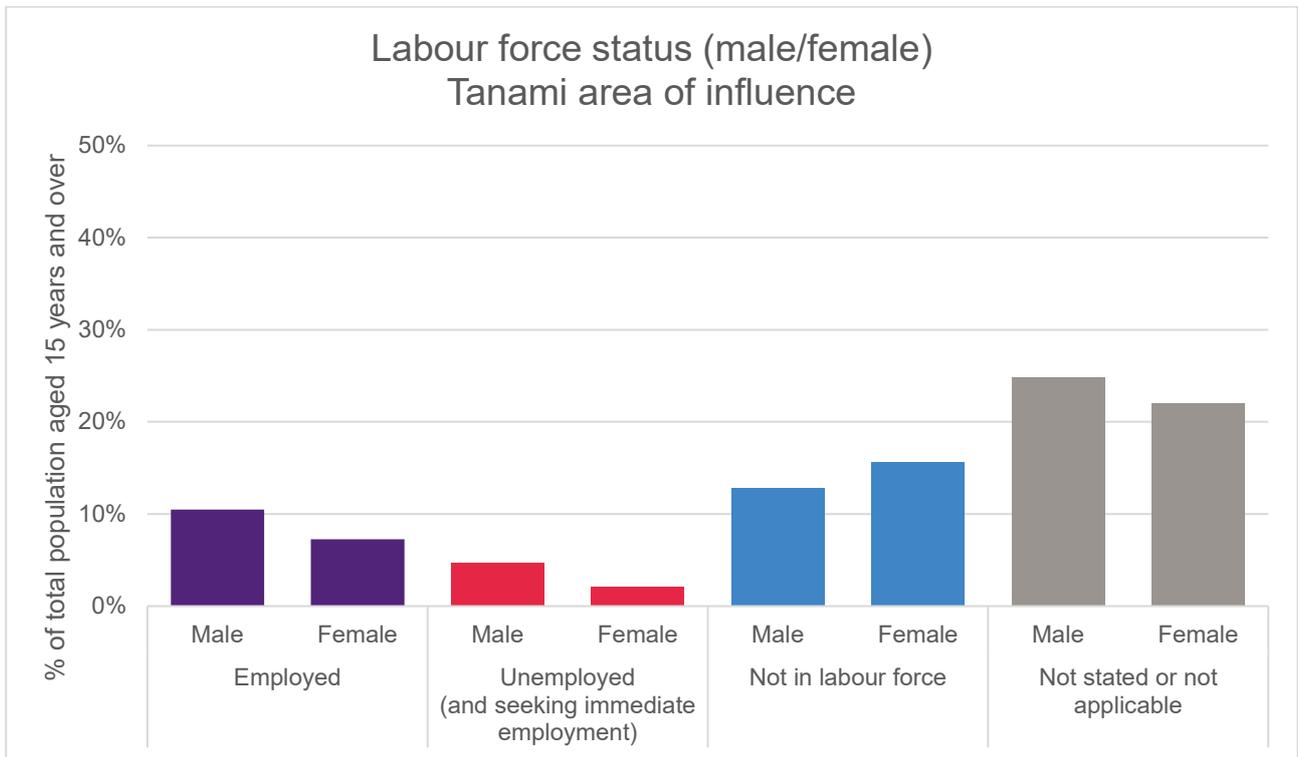


Figure 4 Labour force status – by gender (Tanami area of influence)

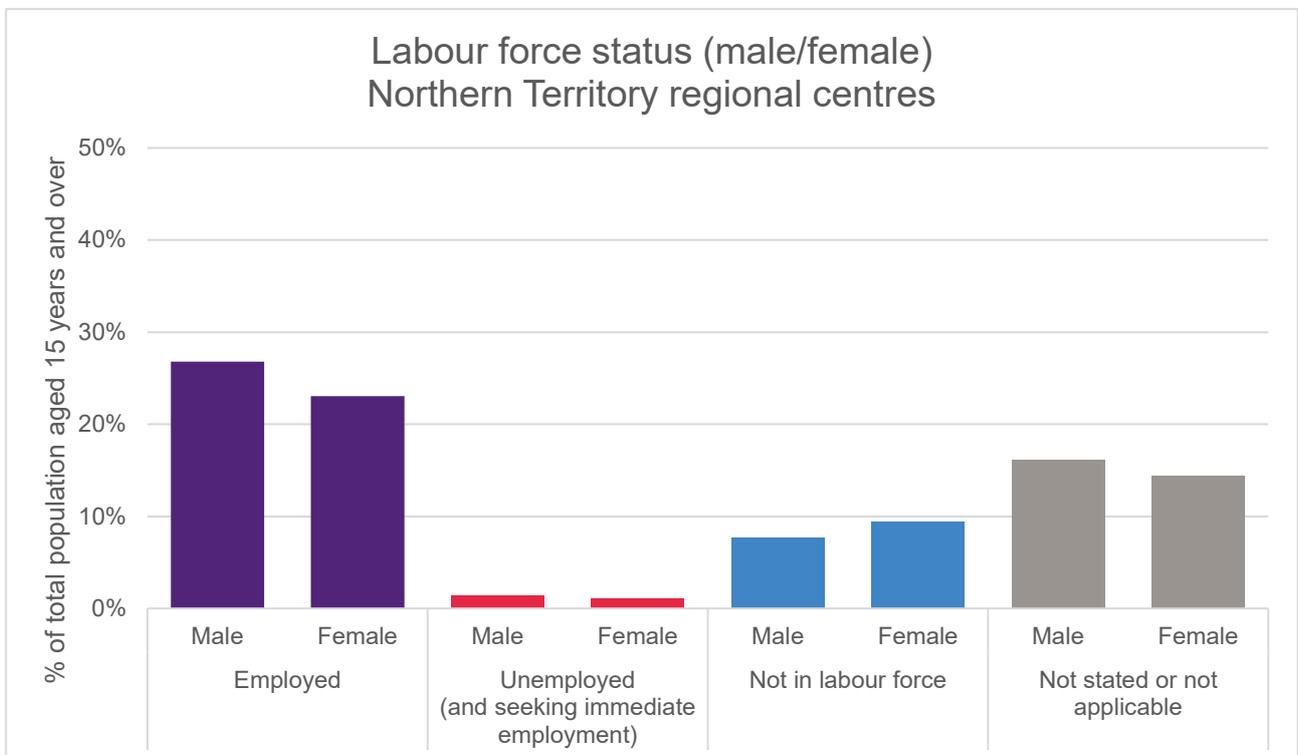


Figure 5 Labour force status – by gender (Northern Territory regional centres)

2.3 Educational attainment

Figure 6 presents educational attainment for the Tanami area of influence and the Northern Territory regional centres. 'Educational attainment' refers to the *highest* level of education achieved. In both areas of influence, the most commonly attained level of education was high school (Year 10, 11 or 12). Residents of the Darwin, Katherine and Alice Springs were more likely to attain levels of education beyond high school.

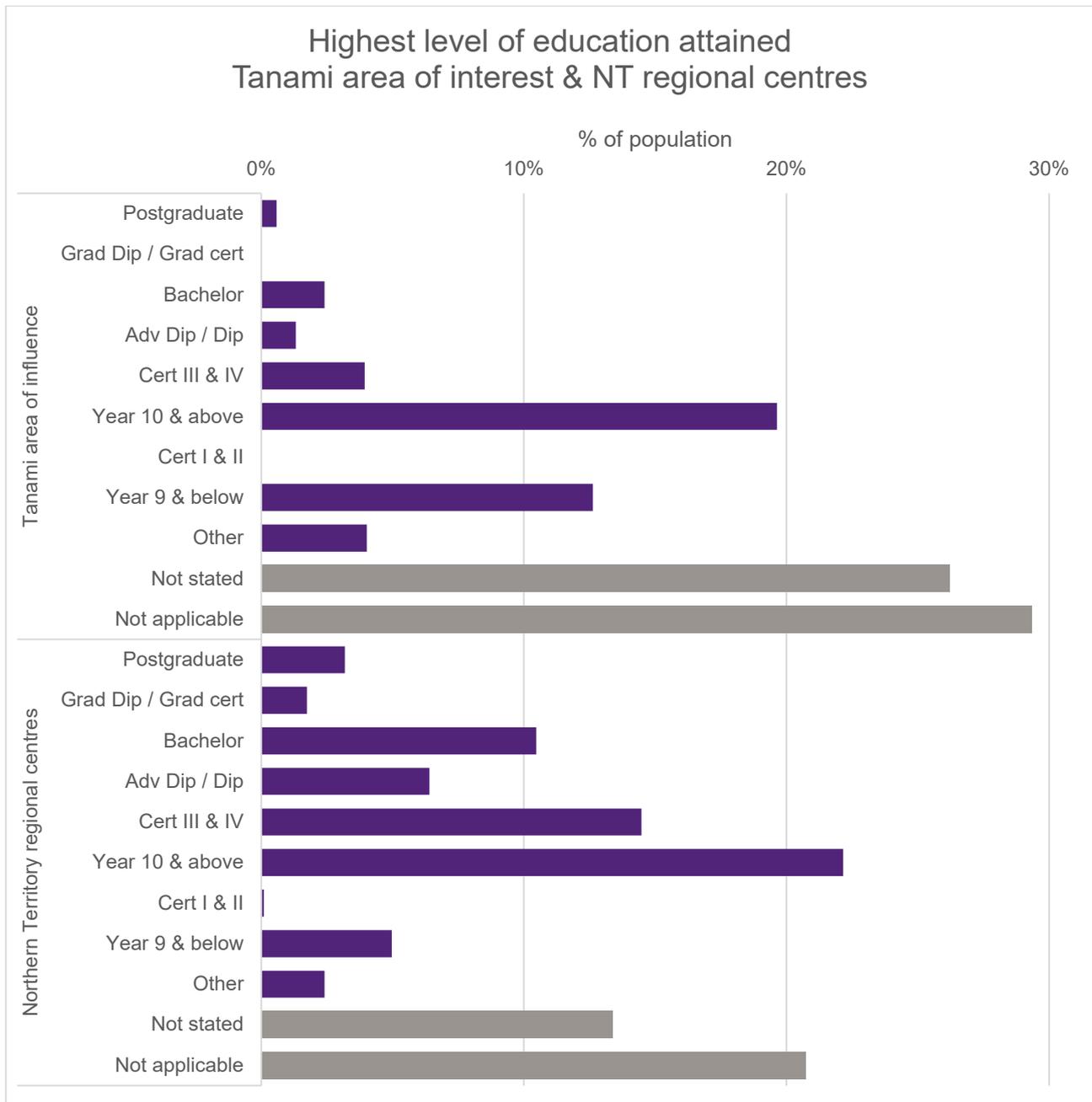


Figure 6 Educational attainment – Tanami area of influence & NT regional centres

3. NTO Priority Communities

This section provides a demographic profile for the NTO Priority Communities. An overview of the population is set out, before Indigenous and non-Indigenous communities are compared. Subsequently, the focus shifts to the Indigenous population in the Priority Communities, with data provided to establish a profile of Indigenous households, and the Indigenous age–sex distribution in the Priority Communities.

All data is drawn from 2016, 2011, and 2006 Censuses, unless stated otherwise.

3.1 Population overview

The overall population of the Priority Communities has been stable across the 2006, 2011 and 2016 Census data. Less than 7% change was recorded between 2011 and 2016. The total population in 2016 was only 0.9% higher than the total population in 2006 (1,894 and 1,878 persons respectively).

According to the 2016 Census, the total population of NTO's four Priority Communities (based on place of usual residence) is 1,894 persons. Of the four communities, Yuendumu has the largest population (759), followed by Lajamanu (598), Willowra (301) and Nyirripi (236).

The relative size of the communities has not changed since 2011. The population recorded in the 2011 Census was 1,774, with Yuendumu the largest of the four, followed by Lajamanu, Willowra and Nyirripi.

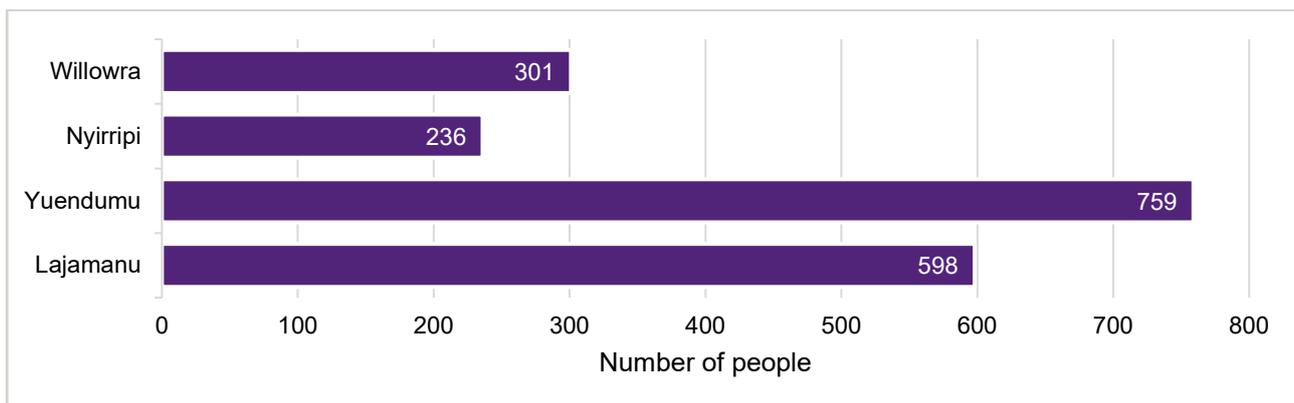


Figure 7 Population of the four Priority Communities (2016)

There have been some changes in the population of each of the four communities between 2006 and 2016. The populations of Lajamanu and Nyirripi decreased, whereas the populations of Yuendumu and Willowra grew. Based on the last three Censuses, none of those changes are particularly significant. There has been a trend of gradual population increase in Yuendumu, and gradual population decline in Lajamanu, most noticeable in the last Census period (Table 3).

Table 3 Total population of NTO Priority Communities (2006, 2011 and 2016)

Community	2006	2011	2016	Pop growth % 2006–2016
Yuendumu	686	687	759	10.6
Lajamanu	669	656	598	-10.6
Nyirripi	251	210	236	-6
Willowra	272	221	301	10.7
Total	1878	1774	1894	0.9

3.2 Indigenous and non-Indigenous demographic comparison

The majority population group in all four communities is Indigenous, principally Warlpiri. There is also a small non-Indigenous population in each community. According to the 2016 Census, 1,673 people in the four Priority Communities identified as Indigenous – 88% of the total population. This is significantly higher than the proportion in the Northern Territory as a whole (25%). Taking the Priority Communities together, the proportion of Indigenous to non-Indigenous people have remained steady over the last decade (Table 4).

Table 4 Percentage of Indigenous population in the four communities (2006, 2011 and 2016)

Community	2006	2011	2016
Yuendumu	87.3	85.4	85.5
Lajamanu	91.6	89.2	89.1
Nyirripi	96	87.1	90.3
Willowra	92.6	92.7	91.1
Aggregate	90.8	87.8	88.3

The Census illustrates stark differences between Indigenous and non-Indigenous persons and households. For instance, in Lajamanu, the average reported median income for Indigenous households is less than a third (\$782) of the equivalent figure for non-Indigenous households (\$2,437). Indigenous persons pay on average 15% of their median household income in rent. This stands in contrast to the higher-earning non-Indigenous persons who appear to have no rental costs. The Census suggests that non-Indigenous community members are on average older, more educated, have significantly higher personal and household incomes, and live in less crowded accommodation.

Figure 8 compares Indigenous and non-Indigenous persons and households in Lajamanu, as an illustrative example. The following indicators are presented:

- Age;
- Personal and household incomes;
- Percentage of persons who completed Year 12 or equivalent.
- Rent;
- Number of persons per bedroom; and
- Household size (as a number of persons per household).

Similar trends can be observed in all four communities. The socioeconomic differences between Indigenous and non-Indigenous populations in the four communities were not described in the 2013 SIA.

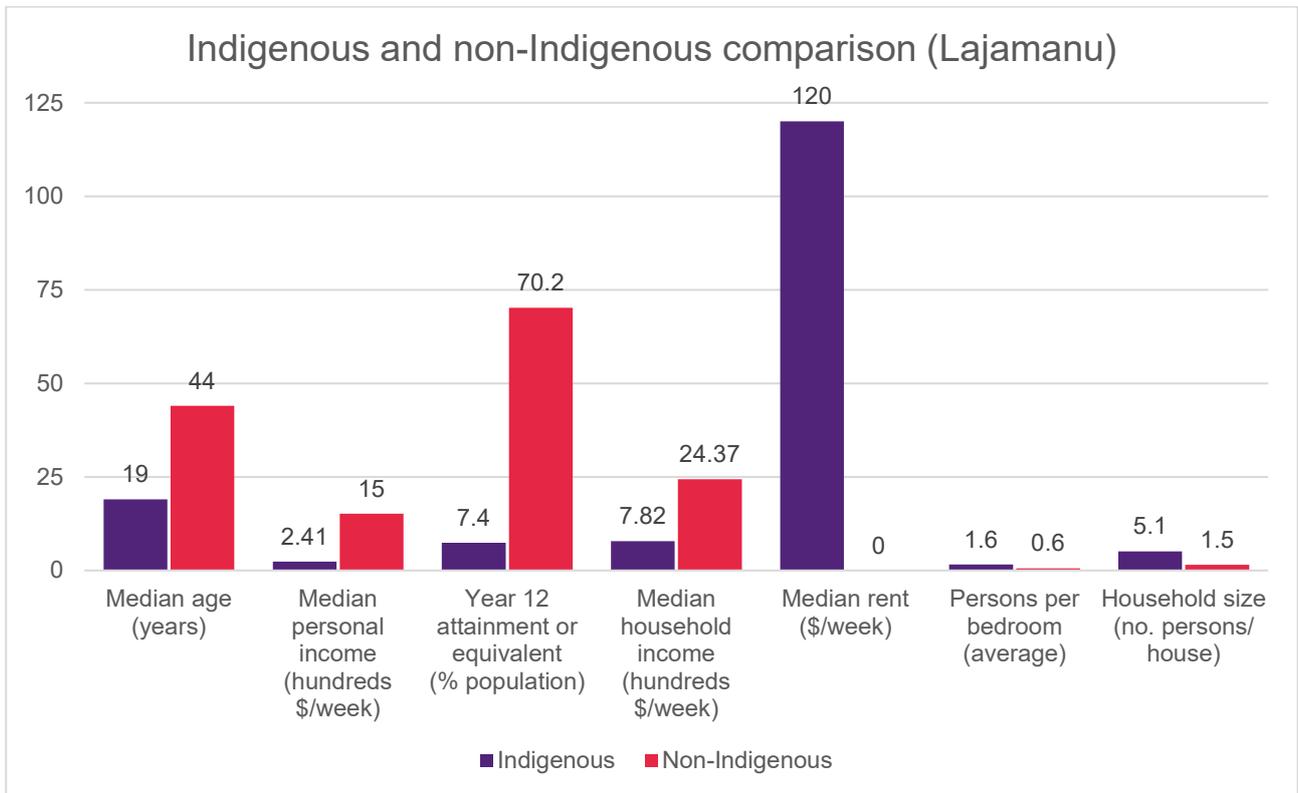


Figure 8 Comparison of Indigenous and non-Indigenous populations within Lajamanu (2016)

Indigenous language (largely Warlpiri) is spoken at home by a large majority (82%) of the population in the Priority Communities (Figure 9). Around 9% speak English only. These figures are similar to the ones reported in the 2013 SIA (83% and 11% respectively).

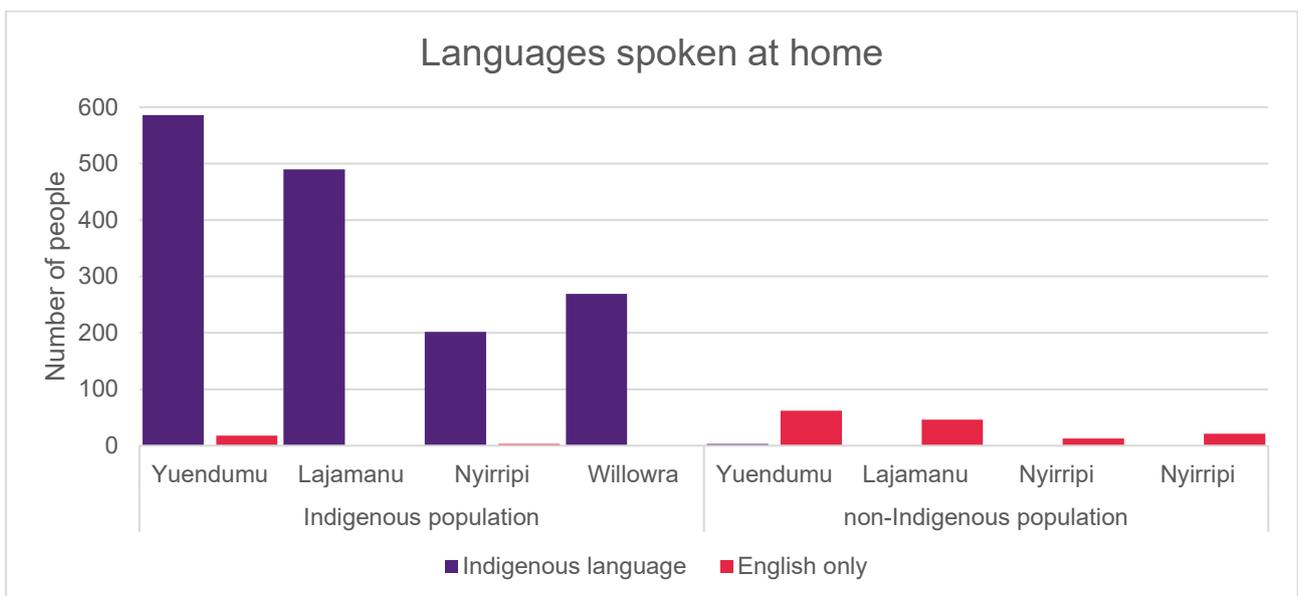


Figure 9 Languages spoken at home in the NTO Priority Communities (2016)

The majority of the Indigenous population in all Priority Communities speak both English and Indigenous language ‘very well’ or ‘well’, according to the 2016 Census: between 83% and 90% (see Figure 10). The converse is that 10–17% of the Indigenous population only speaks one language well.

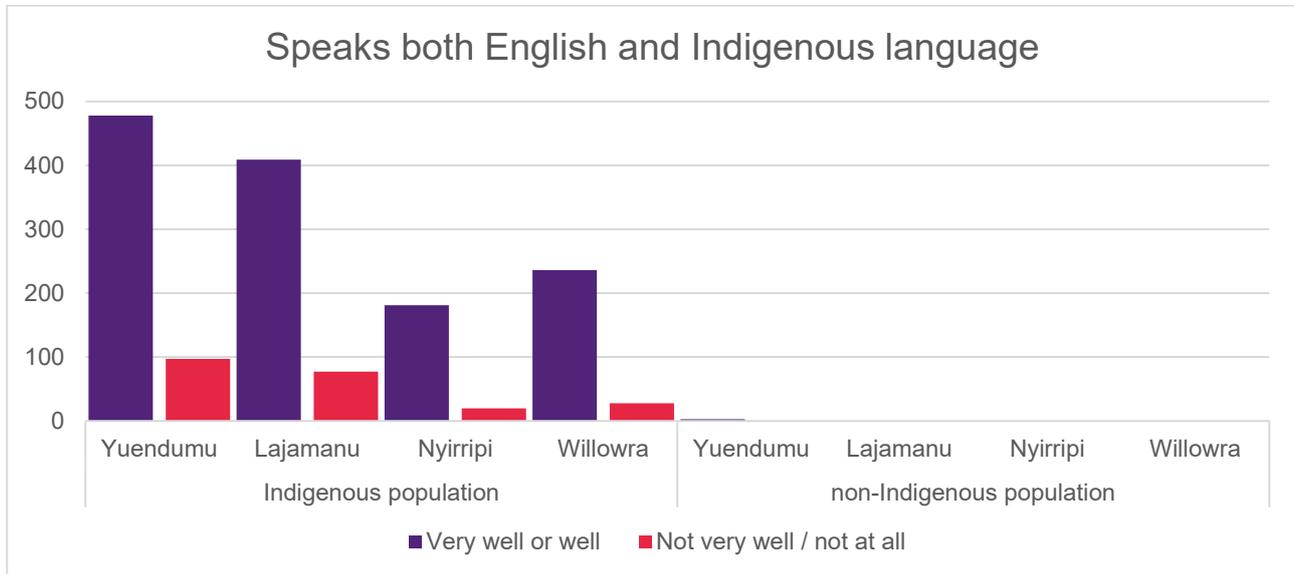


Figure 10 Bilingualism in NTO Priority Communities (2016)

3.3 Profile of Indigenous households

At the time of the 2016 Census:

- Yuendumu had 138 households, of which 106 (77%) were households with Indigenous persons.
- Lajamanu had 109 households, of which 84 (77%) were households with Indigenous persons.
- Nyirripi had 61 households, of which 40 (66%) were households with Indigenous persons.
- Willowra had 55 households, of which 41 (76%) were households with Indigenous persons.

Table 5 and Table 6 below use 2016 ABS Census data to compare key features of Indigenous persons and households in the four communities:

- Median age;
- Total personal and household incomes;
- Median mortgage repayment and rent;
- Average number of persons per bedroom; and
- Average household size.

Census data shows that the median age of Indigenous persons is lowest in Lajamanu (19), and highest in Yuendumu and Nyirripi (25). Median total personal income is between \$238 and \$351 per week and is almost 50 percent higher in Willowra than it is in Yuendumu. Willowra also has the highest median total household income (\$1,202/week) while Lajamanu has the lowest (\$782/week). None of the Indigenous households reported making mortgage payments. Median weekly rent was reported as ranging from between \$55 in Yuendumu to \$120 in Lajamanu.

Table 5 Median age and personal income, Indigenous persons, 2016

Community	Median age of persons	Median total personal income (\$/week)
Yuendumu	25	238
Lajamanu	19	241
Niyrripi	25	295
Willowra	23	351

Table 6 Profile of Indigenous households, 2016

Category	Median total household income (\$/week)	Median mortgage repayment (\$/month)	Median rent (\$/week)	Average number of persons per bedroom	Average household size
Yuendumu	1,023	0	55	1.6	5
Lajamanu	782	0	120	1.6	5.1
Niyrripi	1,013	0	70	1.4	4.3
Willowra	1,202	0	70	1.7	5.6

Table 7 summarises the composition of Indigenous households. Most Indigenous households are occupied by families with children (either couple families or one parent families). The majority are one-family households, with around a third occupied by multiple families.

Table 7 Indigenous household composition, 2016

Category	Yuendumu	Lajamanu	Niyrripi	Willowra	Total
One family households:					
▪ Couple family with no children	6	9	3	3	21
▪ Couple family with children	41	39	17	11	108
One parent family	22	8	7	8	45
Other family	0	0	0	0	0
Total one family households	69	56	27	22	174
Multiple family households	36	26	7	15	84
TOTAL HOUSEHOLDS	105	82	34	37	258

ABS Community Profile Number

UCL721018

UCL721010

UCL722026

UCL722036

The average size of an Indigenous household remains high. In the 2011 census, Indigenous households in the four communities had on average 5.5 persons compared to 1.7 persons in non-Indigenous households. In 2016, the average size of an Indigenous household was similar – between 4.3 and 5.6 depending on the community. While the 2016 Census shows that there are no single person Indigenous households in any of the Priority Communities, the number of households with six or more residents is high – almost half of all Indigenous households. By comparison, the average number of people per household in the Northern Territory in 2016 was 2.9.

The average number of persons per bedroom in Indigenous households reported in 2016 was also high, between 1.4 and 1.7. This is consistent with Australia- and Territory-wide data which shows that areas with high Indigenous populations tend to have higher average household size and more persons per bedroom.²

As described in the 2013 SIA, cultural factors such as kinship structures affect the size and composition of Indigenous households. A shortage of affordable and available housing is also an important factor. During the consultation in the NTO Priority Communities, housing shortages was linked to overcrowding in Indigenous households, and identified by service providers as one of the main challenges associated with working in communities (housing availability is discussed further in Chapter 6, Infrastructure and services).

Inadequate or overly crowded housing has an impact on wider socioeconomic issues. The Productivity Commission³ suggested that reducing overcrowding can affect: education and training, health, home environment, and safe and supportive communities. Improving overcrowding can also contribute to the Council of Australian Governments’ reading, writing and numeracy targets, and to improving rates of disability and chronic disease, and family and community violence.

3.4 Indigenous age and sex distribution

The 2016 Census data shows that there are proportionally more Indigenous women than men in the four communities at 53% and 47% respectively. The sex ratio in Indigenous communities has changed very little since the 2011 Census used in the 2013 SIA, which reported 54% females and 46% males in the Priority Communities. While there are almost as many boys as girls in the 0-15 age group, sex distribution shows greater discrepancies in gender balance in the older age groups within the population. These are similar to trends identified during the 2013 SIA, and most prominent in the 30–45-year-old age group, and among the oldest section of the population. In 2016, there were approximately three times as many women as men aged 60 years and over living in the four communities (see Figure 11).

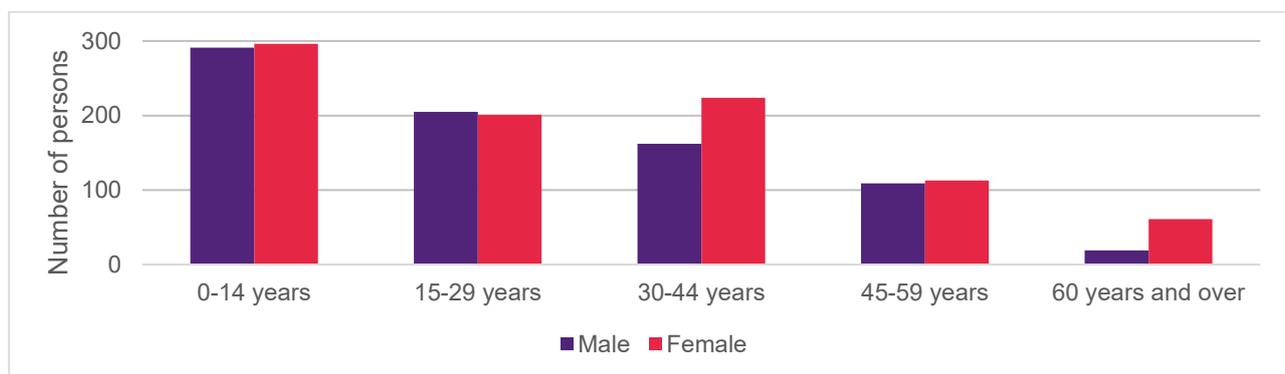


Figure 11 Aggregate Indigenous population distribution by gender in Priority Communities (2016)

² Davidson, H. and A. Livsey. 2017. “We are begging for housing”: the crisis in Indigenous communities’. 20 August. *The Guardian Australia*. Online at: <https://www.theguardian.com/australia-news/2017/aug/20/we-are-begging-for-housing-the-crisis-in-indigenous-communities> (accessed 17 January 2019).

³ AGPC (Australian Government Productivity Commission). 2016. ‘Overcoming Indigenous Disadvantage Key Indicators 2016. Overview’. Accessed online in December 2018 from: <https://www.pc.gov.au/research/ongoing/overcoming-indigenous-disadvantage/2016/report-documents/oid-2016-overcoming-indigenous-disadvantage-key-indicators-2016-overview.pdf>

The 2013 SIA found that the Priority Communities had a greater proportion of youth, and a smaller proportion of older persons, than the rest of Australia. This continues to hold true. The median age in the Priority Communities is lower than in the Northern Territory and Australia, and has remained stable at 23 years of age between the 2011 and 2016 Census points. The proportion of population aged 0-14 years also remained stable in that time (about a third of the population).

The oldest age bracket reported in the Census is 65 years and older. There have been some changes in this demographic since the 2011 Census. The 2011 Census recorded 5% of the population as 65 or older, compared to 2.9% in the 2016 Census – a drop from 74 individuals to 48. Fieldwork consultations suggested that this sharp decline has had a large impact on local community support structures, especially in the context of Indigenous culture, and law and order, because older community members tend to play a significant role in education, political representation and conflict resolution.



Plate 1 Yuendumu aged care centre

The population pyramids in Figure 12 to Figure 15 below show the age–sex ratio of the Indigenous population in each of the Priority Communities. Each horizontal bar represents the number of people of a given sex (either male or female) in a five-year age group. These figures show that, on the Census day in 2016, over a third of Indigenous population in the communities was 14 and younger, and fewer than one in five (18%) Indigenous people were aged 45 or older. The Census data indicates that there are no men aged 60 and over in Nyirripi and Willowra. There are also no records for any Indigenous individuals in the 60–64-year age group in Willowra.

The high proportions of young people in the Priority Communities has implications for the identification of target groups for community programs (including those managed and/or funded by NTO).

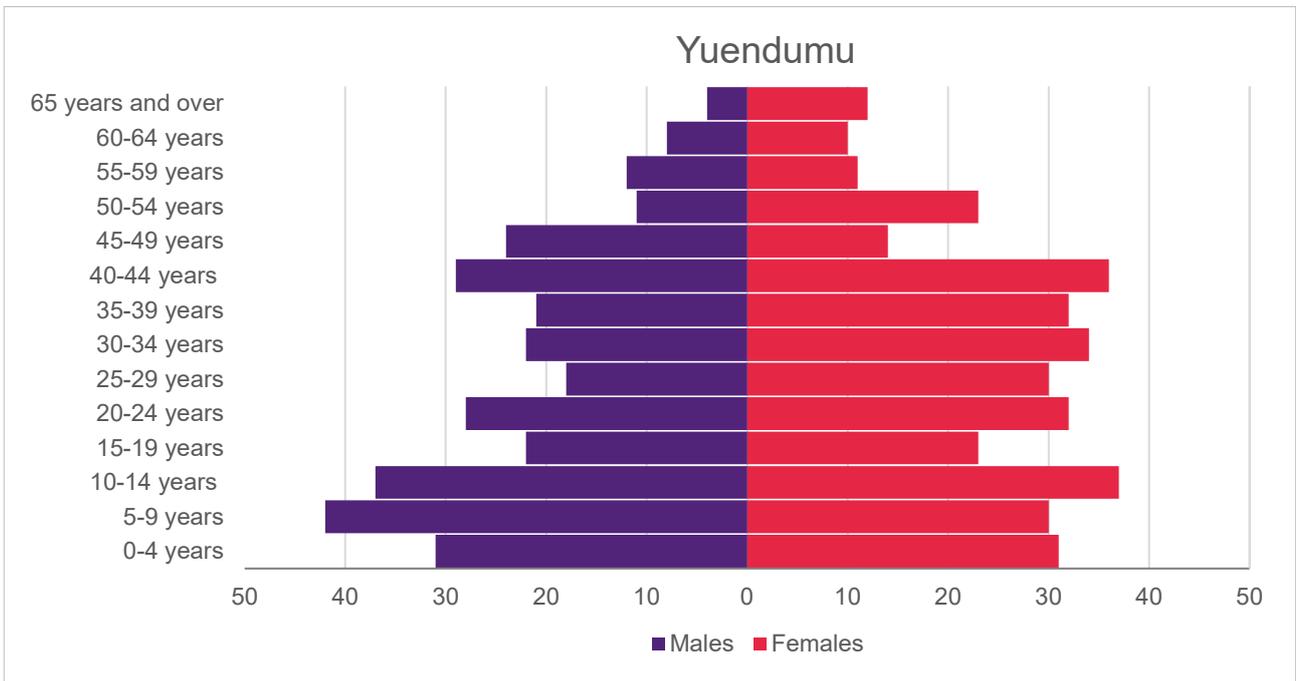


Figure 12 Yuendumu population pyramid

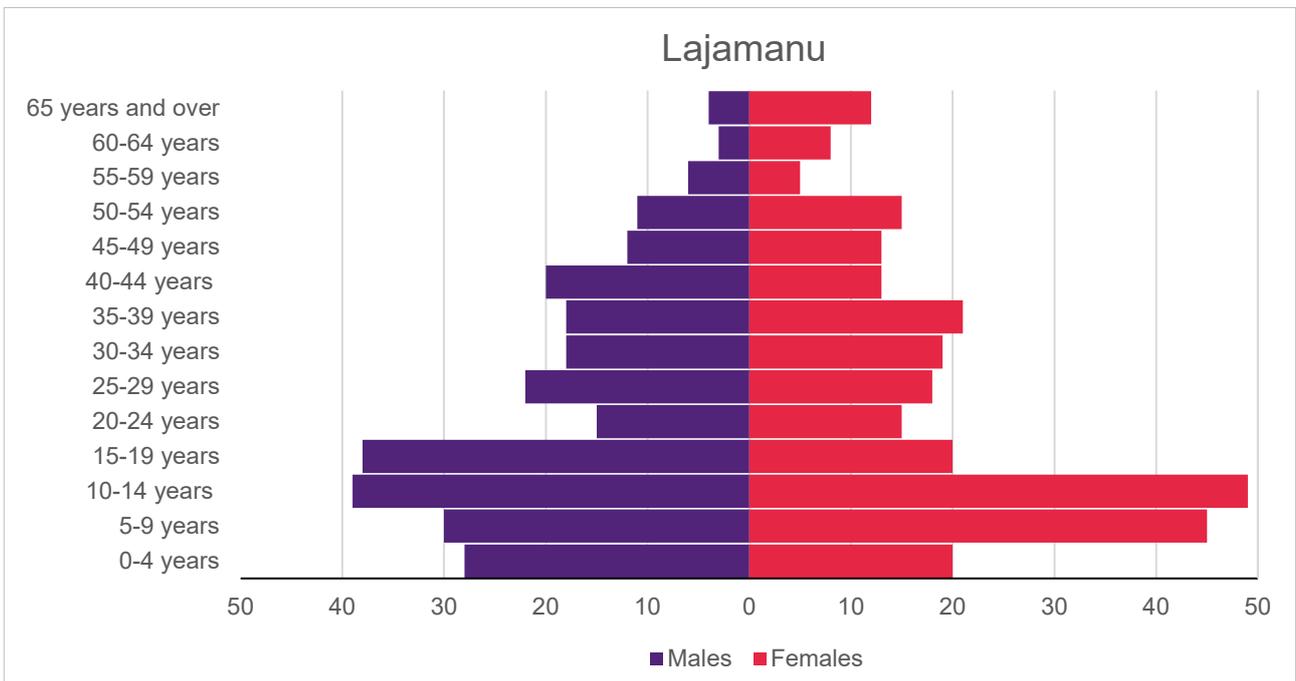


Figure 13 Lajamanu population pyramid

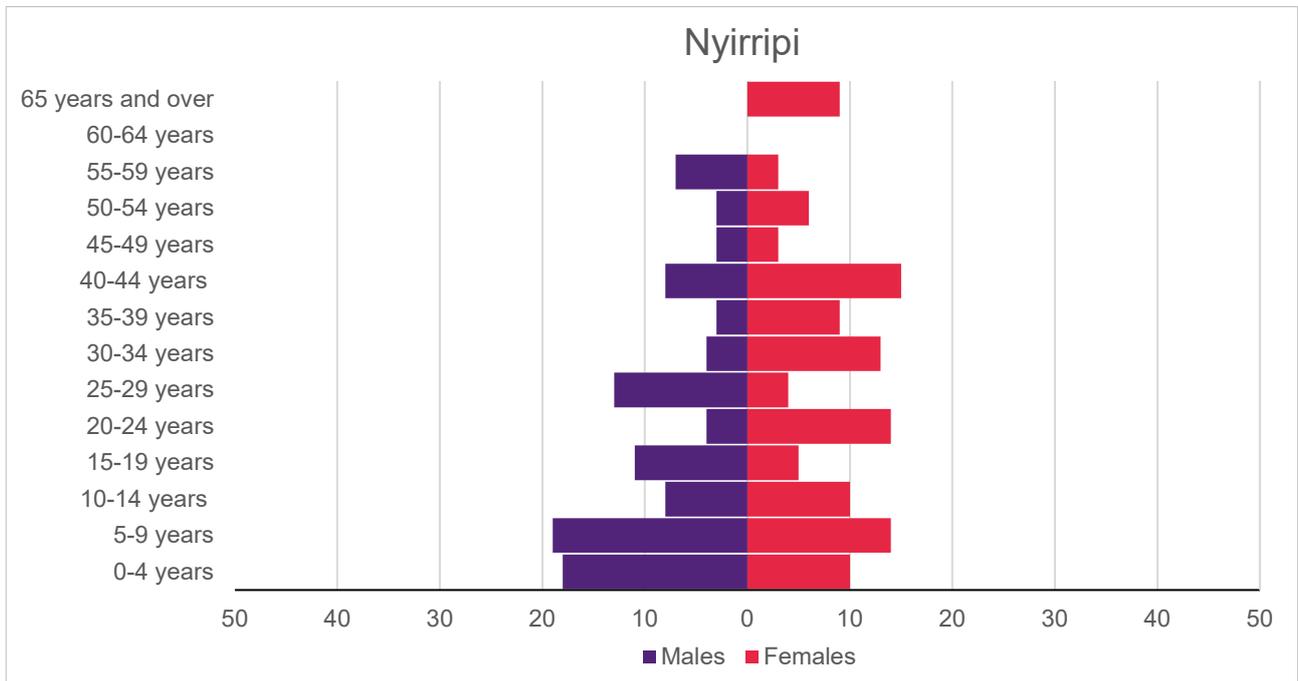


Figure 14 Nyirripi population pyramid

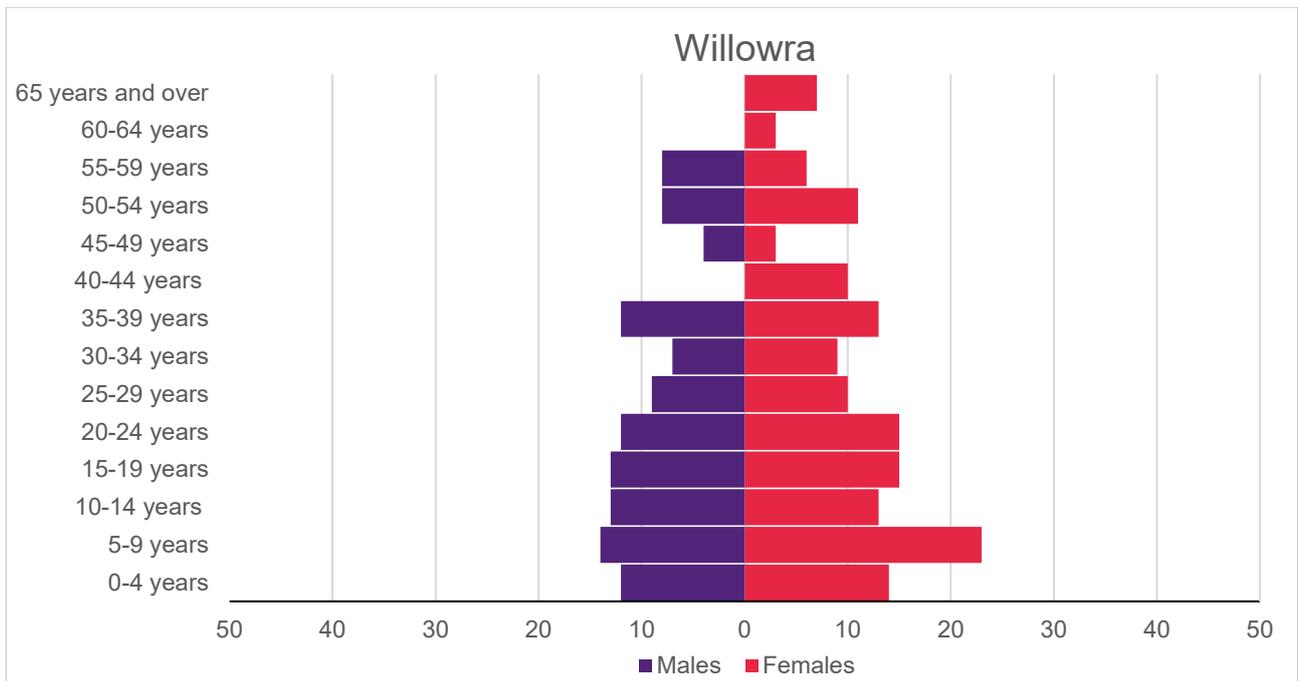


Figure 15 Willowra population pyramid

4. Chapter summary

This chapter described key demographic characteristics of NTO's three areas of influence: the Northern Territory regional centres, the Tanami area of influence, and the NTO Priority Communities.

Darwin, Katherine and Alice Springs are the key regional centres in the Northern Territory. Darwin (the capital city) has the largest population (approximately 123,000 persons). Alice Springs (population 22,095) and Katherine (15,269) are considerably smaller. Indigenous people comprise 15% of the total population. Nearly a third of Indigenous people aged 15 years and over were in the labour force at the time of the Census – proportionally much less than the two-thirds of non-Indigenous people in the labour force. Of those in the labour force, 16% of Indigenous people were unemployed, compared to 4% of non-Indigenous people.

The communities of the Tanami area of influence are small, with a total population of 1,250, and community populations ranging from 50 persons to 350 persons. These communities are predominantly Indigenous (88%, same as the NTO Priority Communities). Approximately 18% of the Indigenous population aged 15 years and over are recorded as part of the labour force, compared to 90% of non-Indigenous people. Of those in the labour force, all non-Indigenous persons were employed at the time of the Census, while 61% of the Indigenous labour force was employed (that is, nearly 40% were unemployed).

The NTO Priority Communities are predominantly Indigenous communities (88% in 2016). Yuendumu and Lajamanu (with populations of 759 and 598 respectively) are larger communities compared to Nyirripi and Willowra (236 and 301).

The total population across the four Priority Communities has remained steady over the last decade or so, growing only 0.9 percent between 2006 and 2016. There is some fluctuation within each community. The population of Yuendumu grew 11% during this period, while Lajamanu fell 11%; Willowra grew 11%, while Nyirripi fell 6%.

Within the Priority Communities, there are considerable differences between the Indigenous and non-Indigenous segments of the population. The non-Indigenous community is comparatively older, wealthier, and better educated. Indigenous households are more crowded, and pay an average rent of \$120 per week, compared to no rent paid by non-Indigenous households. English and Indigenous languages are spoken at home, but Indigenous language is predominant.

Although the data in this chapter is provided largely to triangulate findings in other chapters, the demographic profile of the NTO Priority Communities suggest that the Indigenous segments of the population are considerably disadvantaged compared to non-Indigenous segments.

This observation has implications for the design of NTO's stakeholder engagement and community investment initiatives. Programs may require adjustment to focus on a young demographic profile, and engagement should reflect the finding that most households speak Warlpiri at home.

Chapter 6 Infrastructure and services

1. Introduction

This chapter characterises the public infrastructure and available services in the NTO Priority Communities. Infrastructure and services are relevant to social impact assessment (SIA) because they contribute to a baseline characterisation of quality of life in the study area communities. The availability of services and infrastructure is a measure of community wellbeing.

Section 2 provides an orientation of key service providers and programs operating in the Priority Communities. Section 3 describes a broad range of infrastructure and services:

- Utilities
- Transportation
- Housing
- Telecommunications
- Banking and postal services
- Cultural events and institutions
- Recreation and sporting facilities.

Services and infrastructure relating to education, health, employment, and safety and crime are addressed in standalone chapters elsewhere in this SIA. Community investment by the NTO is discussed Chapter 13 (Community investment).

The information reported in this chapter was gathered as part of interviews and focus group discussions, conducted in August–September 2018. A range of secondary sources also informed this chapter, including information published by:

- ABS Census Community Profiles, 2016 (abs.gov.au)
- Central Land Council (clc.org.au)
- Central Desert Regional Council (centraldesert.nt.gov.au)
- Power and Water Corporation (powerandwater.com.au)
- NT Department of Housing and Community Development (dhcd.nt.gov.au)
- NT Department of Trade, Business and Innovation (business.nt.gov.au)
- NT Government BushTel (bushtel.nt.gov.au)
- Tracks Dance Company (tracksdance.com.au)
- The Warlpiri Education and Training Trust (WETT).

2. Key service providers and community programs

2.1 Service providers

The Northern Territory Government and Central Desert Regional Council (CDRC) are the main providers of public infrastructure and services in the NTO Priority Communities. The Northern Territory Government administers utilities, schools, police, and health services. The CDRC's responsibilities cover a broad range of services, including aged and disability care, childcare, employment and training, local roads maintenance, and community safety.

The CDRC is the main but not sole provider of services in the four communities. Council services in each of the four communities are summarised in Table 1 below. Services that are funded and/or managed by the CDRC are marked with an asterisk (*). Table 1 also lists services that are neither provided nor directly supported by the council, but are offered by other service providers in the Priority Communities; these are marked with a caret (^).

Data in the table is obtained from the Northern Territory Government's bushtel.nt.gov.au website. It is based on the information sourced from NT Grants Commission and annually updated in October by Regional Councils. It represents the most recent (2018-19) council reported data on council services in the four communities. Note that information provided in the table is not exhaustive, but illustrative of the key services present in communities and the CDRC's role as the key services provider in the area.

Other organisations providing services in communities include Aboriginal corporations such as:

- Katherine West Health Board Aboriginal Corporation, which provides health services in Lajamanu
- Warlpiri Youth Development Aboriginal Corporation (WYDAC) dedicated to developing the strength, health, confidence and leadership of Warlpiri youth. It operates in Yuendumu, Willowra, Niyirripi, Lajamanu and Mt Theo Outstation
- Western Desert Nganampa Walytja Palyantjaku Tjutaku Aboriginal Corporation, which runs remote dialysis units in Lajamanu and Yuendumu
- The Batchelor Institute of Indigenous Tertiary Education, which operates Learning Centres in Lajamanu, Nyirripi and Willowra.



Plate 1 Central Desert Regional Council office in Yuendumu (Photo: CSRM)

Table 1 Council services in Priority Communities

Council services	Yuendumu	Lajamanu	Nyirripi	Willowra
Aged and Disability Care	^	*	*	*
Airstrip	*	^	*	*
Support for Centrelink	^	*	*	*
Community Safety	*	*	*	*
Companion Animal Welfare and Control	*	*	*	*
Economic Development Support		*	*	
Employment and Training (including CDP)	*			*
Environmental Health	*	*	*	
Family (including Childcare)	*	^	*	*
Housing and Infrastructure Maintenance	*	*	*	*
Library and Cultural Heritage Services		*		
Lighting for Public Safety including Street Lighting	*	*	*	*
Local Emergency Services	*	*	*	^
Local Road Upgrading and Construction	*	*	*	*
Local Roads Maintenance	*	*	*	*
Maintenance of Council Controlled Parks, Reserves and Open Spaces	*	*	*	*
Management of Cemeteries	*	*	*	^
Non Council Roads	*		*	*
Mechanical workshop	^	*		
Outstation/Homeland Municipal Service		*		
Post Office Agency	^	^	*	*
Sport and recreation	^	^	^	*
Traffic Management on Local Roads	*	*	*	*
Visitor Accommodation and Tourist Information	*	*	*	*
Waste Management	*	*	*	*
Weed Control and Fire Hazard Reduction	*	*	*	*

* Services funded and/or managed by CDRC.

^ Services offered in communities, but not provided or directly supported by CDRC.

Source: NT Grants Commission and Regional Councils. Decisions regarding services rest with the elected members of the council, taking into consideration input from the community, staff and stakeholders. 2018/19 data accessed from: bushtel.nt.gov.au/

2.2 Community programs

Programs and services in the Northern Territory are often delivered as multi-agency partnerships, including partnerships with NTO. As an overview, Table 2 separates programs into three types, according to the degree of NTO's involvement:

- **Direct programs** are funded and managed by NTO
- **Indirect programs** are funded by NTO but managed by another organisation
- **Supporting programs** are neither funded nor managed by NTO, but relevant to the operational and community development context of this SIA.

A description of these programs follows the table.

Table 2 Overview of community programs

Program type	Program
Direct Funded and managed by NTO	<ul style="list-style-type: none"> • Local Community Investment Program • Indigenous Training and Familiarisation Program • Aboriginal Employee Mentoring Program
Indirect Funded by NTO but managed by another organisation	<ul style="list-style-type: none"> • Newmont Tanami Scholarship Program (funded by NTO but managed by Charles Darwin University) • Warlpiri Education and Training Trust (WETT) Programs including: <ul style="list-style-type: none"> – Warlpiri Early Childhood Care and Development Program – Language and Culture in Schools Program – Warlpiri Secondary Student Support Program – Community Learning Centre Program – Youth Development and Leadership Program (through partnership with WYDAC) - including counselling programs, the Mt Theo Outstation and a Mechanical Training Workshop • Granites Mine Affected Area Aboriginal Corporation (GMAAAC) contributes funding to a number of community development programs and projects. • Yapa Crew (contracted by NTO to Green Glass Consulting).¹ – • CLC Community Development Officer position – funded by NTO and managed by CLC
Supporting Neither funded nor managed by NTO	<ul style="list-style-type: none"> • CLC Community Development Program (note the NTO funded Community Development Officer position, see above) • CLC Community Rangers Program • CDP (Community Development Program) • Community Safety Patrol Program • Families as First Teachers Program • Centrelink Master Program • NTG Remote Housing Program

¹ Following an options analysis exercise, the contract is currently out to tender with new contract commencement scheduled for Q2 2019

2.2.1 Direct programs

Three programs are funded and managed by NTO:

- **Local Community Investment Program** supports organisations, projects and activities in Warlpiri areas of the Tanami. Between 2014 and 2017, the program spent was \$1.23 million, with additional in-kind donations of \$51,000. Funding decisions are made directly by NTO's Local Community Investment Committee
- **Indigenous Training and Familiarisation Program** aims to facilitate Indigenous employment at NTO. It offers full-time jobs to indigenous peoples who successfully complete a practical skills-training program (designed to last between three and twelve months)
- **Indigenous Employee Mentoring Program** also aims to facilitate Indigenous employment at NTO. Through the program, designated members of the Stakeholder and External Relations team at NTO provide mentoring for Indigenous employees.

Further detail on these programs are provided in Chapter 8 (Local economic activity) and Chapter 13 (Community investment).

2.2.2 Indirect programs

Warlpiri Education and Training Trust (WETT)

WETT develops and funds partnerships and programs that support Warlpiri education priorities. The rules of WETT limit the use of moneys to the improvement of educational and training outcomes, with a broad objective to provide learning opportunities for all Warlpiri people from young children to adults. It is funded through NTO royalty streams and NTO has a formal position on the WETT Advisory Committee. Between 2005 and 2018 (October), WETT has directed over \$31 million to support education and training initiatives primarily in the communities of Yuendumu, Lajamanu, Willowra and Nyirripi.

Five key WETT programs operate in the Priority Communities:

- **WETT's Warlpiri Early Childhood Care and Development Program** is focused on improving the health and wellbeing of children aged 0-5 years, with an emphasis on involving parents. Until 2014, the program operated in all four communities in partnership with World Vision Australia. The program has been scaled back and now only involves running a playgroup in Willowra, in a partnership with the Batchelor Institute of Indigenous Tertiary Education
- **WETT's Language and Culture in Schools Program** is focused on enabling Warlpiri communities to maintain culture and support learning through and on country
- **WETT's Warlpiri Secondary Student Support Program** provides support for young people to appreciate and learn about their own culture as well learning how to operate within the mainstream culture
- **WETT's Community Learning Centre Program** supports adult learning and literacy. The program has established learning hubs in each of the Warlpiri communities where people can engage in a range of formal and informal learning activities, and explore their culture through language, cultural and history projects
- **WETT's Youth Development and Leadership Program** is delivered through a partnership with the Warlpiri Youth Development Aboriginal Corporation (WYDAC). The program provides youth diversion and development activities in the four Warlpiri communities. It includes Mt Theo Outstation and the Mechanical Training Workshop and the Jaru Trainee program, which provides an opportunity for 16-25-year olds to help run WYDAC's youth services activities, including working alongside formal youth workers.

Table 3 summarises WETT total allocated to the five projects and supporting activities between 2005 and 2018 (October).

Table 3 WETT total allocation to projects (with breakdown)

Type of spend	Amount
Language and Culture in Schools	\$1,671,522
Early Childhood Care and Development Program	\$5,356,914
Secondary Student Support Program	\$1,625,820
Youth Development and Leadership Program	\$8,464,912
Community Learning Centre Program	\$9,551,900
Consultants	\$346,755
WETT Officers	\$2,134,937
WpkJ Capacity Building	\$1,101,801
Admin and Meetings	\$989,441
Small Projects	\$67,539
Total allocated	\$31,311,545

Granites Mine Affected Area Aboriginal Cooperation (GMAAAC)

GMAAAC is the recipient of affected area money paid out of the Aboriginals Benefits Trust (ABA) as a result of NTO's activities. GMAAAC's main objective is to work for community benefit and development across nine communities in the southern Tanami, helping with housing, health, education, employment, essential services, employment and training; and promoting Aboriginal self-management.

Between 2013 and 2017, GMAAAC received almost \$60 million in funding. In the financial year 2016-2017, 75 projects (at a total value of \$7,119,008) were approved. Most of those (56%) related to health, just over one in five (21%) were aimed at essential services, approximately one in ten (9%) at education, with lesser proportions going to jobs, Indigenous self-management and housing. GMAAAC activities are discussed in more detail in Chapter 7.

NTO interacts with GMAAAC but is not involved in funding decisions. GMAAAC contributes funding to a number of community development programs and projects such as the Tanami Dialysis Program and the School Nutrition Program.

Yapa Crew

The 'Yapa Crew' is a labour hire program offering a pathway to employment at NTO for Indigenous people from Tanami area of influence. The crew is contracted by NTO and was up to recently, administered by an Alice Springs-based company, Green Glass Consulting, offered a range of labouring and semi-skilled services at the project sites. The crew is aimed primarily at Warlpiri workers and designed as a stepping-stone to full-time employment at NTO (for those deemed ready by both Green Glass and NTO, and conditional on a suitable position becoming available). In relation to employment, the Yapa Crew is discussed in Chapter 8 (Local economic activity).

Newmont Tanami Scholarship Program

This program is funded by NTO and managed by the Charles Darwin University. The Program offers financial support and industry experience to Indigenous and female students considering a career in the mining industry and enrolled into a relevant undergraduate course. Three scholarships are available each year under the program, up to the maximum value of \$8,000 each. Further discussion in Chapter 13 (Community investment).

2.2.3 Supporting programs

Supporting programs are neither funded nor managed by NTO. They include:

- **Central Land Council (CLC) Community Development Program** 'involves a set of principles and processes that build self-reliance, strengthen communities and promote good governance through the participation of local people in designing and implementing their own development projects.'² It is overseen by the CLC's Community Development Unit. As part of the Community Development Funding Agreement between CLC and NTO, and under the Local Community Investment Program, Newmont provides funding for an additional Community Development Officer in the unit
- **CLC Community Rangers Program** 'is one of Central Australia's most popular and successful initiatives in Aboriginal employment'.³ The rangers receive training and mentoring from the CLC and work closely with Traditional Owners and IPA staff to undertake important environmental management programs. In the Tanami area, there are the North Tanami Rangers (based in Lajamanu) and Warlpiri Rangers (based in Yuendumu). The Warlpiri Rangers include people from Nyirripi and Willowra. The Ranger Program is discussed in Chapter 8 (Local economic activity)
- **Community Development Program (CDP)** provides a range of training and activities and assists people to find and apply for jobs. Introduced in July 2015, the CDP replaced the Remote Jobs and Communities Program. It is delivered by the CDRC, except in Lajamanu where it is run by Victoria Daly Regional Council delivers the program
- **Community Safety Patrol Program** is implemented with the support of the CDRC using funding from PMC. Previously known as the 'night patrol' program, it employs Indigenous people to patrol their local communities and assist people at risk
- **Families as First Teachers Program (FaFT)** is 'an early learning and family support program for remote Indigenous families. The aim of FaFT is to improve developmental outcomes for remote Indigenous children by working with families and children prior to school entry'.⁴
- **Centrelink Master Program**, known as *Centrelink*, is a Department of Human Services master program of the Australian Government that delivers social security payments and services.

² Central Land Council. Undated. *Community Development*. Online at <https://www.clc.org.au/index.php?articles/info/community-development> (accessed December 2018).

³ Central Land Council. Undated. *CLC Rangers*. Online at <https://www.clc.org.au/index.php?articles/info/clc-rangers1/> (accessed December 2018).

⁴ Department of Education (NT). 2017. *Families as First Teachers*. 28 November. Online at <https://education.nt.gov.au/education/support-for-teachers/faft> (accessed January 2019).

3. Key infrastructure and services

3.1 Utilities (waste, water, power, & sewerage)

The CDRC is responsible for waste collection and managing the disposal sites in all four communities. This includes collection and disposal of domestic, commercial and industrial waste, management of landfill, waste transfer (including car bodies) and other waste related facilities and programs. In the 2016/2017 financial year, CDRC took delivery of two new garbage compactors for Yuendumu and Lajamanu.

Water, power and sewage services are provided by the Power and Water Corporation ('Power and Water'), a corporation owned by the Northern Territory Government. It operates in the NTO Priority Communities through its subsidiary, Indigenous Essential Services Pty Ltd (IES).⁵ In Yuendumu, Nyirripi and Willowra, Power and Water contracts the Yapa-Kurlangu Ngurrara Aboriginal Corporation (YKNAC) to employ and train local Essential Service Delivery Operators to maintain these services day-to-day, creating valuable local employment opportunities.

Power in the communities is supplied by diesel generators at the NT standard tariff and standard connection charges apply. In 2016, Lajamanu, Yuendumu and Nyirripi were among the first communities to receive solar as part of the Solar Energy Transformation Program (SETuP), a joint project between Power and Water, the Northern Territory Government and the Federal Government's Australian Renewable Energy Agency.

Power and Water supplies chlorinated and fluoridated town water from bores, although water quality and availability vary between communities. Nyirripi and Willowra have limited groundwater sources which are disinfected with sodium hypochlorite and monitored monthly for microbes. Lajamanu has good quality water with an adequate groundwater supply. Yuendumu has reasonable quality water supply drawn from very limited groundwater sources. Community demand is continuously monitored to ensure that adequate supply can be maintained. Wastewater is treated in sewage ponds on the outskirts of the communities. While Lajamanu, Yuendumu and Nyirripi have fully reticulated sewerage systems, Willowra pumps effluent from septic tanks to sewer ponds.⁶

The 2013 SIA did not include information on water supply in communities. However, limited water supply has broader consequences for community development. 'Ensure availability and sustainable management of water and sanitation for all' (SDG 6) is one of Newmont's five priority SDGs, and one of three SDGs included on the refined list of priority goals with community development focus for which recommended outcomes-based objectives have been identified. For SDG 6 the objectives are to improve community access to portable water, and improve community access to irrigation.



Plate 2 Power and Water site in Lajamanu (Photo: CSRM)

⁵ IES is a not for profit Australian proprietary company formed on 26 June 2003 and commenced operations on 1 July 2003.

⁶ Community profile data available at BushTel. 2018. A Northern Territory Government information hub about remote communities in the NT. Online at www.bushtel.nt.gov.au.

The SIA study surfaced two particular challenges concerning water supply in the Priority Communities:

- Yuendumu has a very limited water supply. Developers and organisations are currently required to be 'water neutral' with any proposed developments (including new infrastructure and extended service delivery provisions).⁷ Water supply in Yuendumu was raised by community participants in the study as one of the areas where NTO could make a significant contribution to community development, for example through contributing to extension of water supply infrastructure in Yuendumu
- Willowra was one of the three communities in central Australia found to have levels of uranium in drinking water that exceed health guidelines. In its 2017 Water Quality report, Power and Water acknowledged elevated levels of uranium in Willowra and said that the company is 'investigating economically viable options to achieve uranium concentrations within ADWG, and projects are being prioritised based upon the IES Safe Water Strategy.'⁸ Willowra had returned elevated levels at least as far back as 2008.⁹

Considering the importance of access to safe and sufficient water supply for health and community development outcomes, and responding to the identified need within communities and Newmont's priority SDG6, NTO has an opportunity to investigate ways in which it can enter into a partnership with Power and Water and Northern Territory Government to address water availability and quality challenges in Priority Communities, with particularly Yuendumu and Willowra.

3.2 Transportation

3.2.1 Road transport

All four Priority Communities are accessible by (mostly) unsealed roads. Large distances separate the communities from each other and the mine and the road system is prone to disruption in wet weather. Aside from internal roads within communities, which are managed by the CDRC, all public roads are maintained by the Northern Territory Government.

- Yuendumu is 290 km north-west from Alice Springs along the Tanami Highway, which meets the Stuart Highway 25 km north of Alice Springs. The road is sealed for the first 277 km from the Stuart Highway with the remainder formed and largely gravelled with some sections not gravelled. The road can be quite corrugated but is usually passable for ordinary vehicles except after heavy rains. The access to the community after the turn off from the Tanami Highway is 3 km, of which the first 1 km is unsealed.
- Lajamanu is located 357 km from NTO, via the Tanami Highway and the unsealed Lajamanu road. The main access is from Katherine via the sealed Buntine Highway and then via 100 kilometre of unsealed road from Kalkaringi (approximately 6 hr drive time), or from Alice Springs (873 km) utilising the Tanami Highway (at least 10 hr drive time).
- Nyirripi is located approximately 440 km from Alice Springs and approximately 150 km west-southwest from Yuendumu. The access road between Yuendumu and Nyirripi is 150 km of formed track, which is passable except in extreme wet conditions. This distance can be generally covered in about 2 hours. Nyirripi can also be accessed by taking the Mt Wedge road, 23 km past Tilmouth Well.
- Willowra is located off the Stuart Highway 300 km north of Alice Springs. It is accessible by a 162-km unsealed road from Yuendumu.

⁷ Erwin Chlanda. 2018. 'Not enough water for Yuendumu to Grow'. 21 September. *Alice Springs News*. Online at www.alicespringsnews.com.au/2018/09/21/not-enough-water-for-yuendumu-to-grow/ (accessed 17 January 2019).

⁸ Power and Water. 2018. 'Annual Drinking Water Quality Report 2017'. Accessed 7 March 2019 at: https://www.powerwater.com.au/_data/assets/pdf_file/0009/167967/Water_Quality_Report_2017.pdf.

⁹ Davidson, H. 2018. 'Uranium in remote communities' water puts "people's lives at risk". 20 June. Accessed 7 March 2019 at: <https://www.theguardian.com/australia-news/2018/jun/20/uranium-in-remote-communities-water-puts-peoples-lives-at-risk>.

Although the road system is prone to disruption, consultation data shows that the lack of roadside services is of bigger concern to community members who rely on assistance (e.g. refuelling) provided at the Front Gate, and have high expectations of the kind of support that NTO should provide to travelling community members. The previous SIA noted that, with the closure of the Rabbit Flat in 2010 there were, in 2013, no fuel stops between Yuendumu and Lajamanu – this is still the case. The Rabbit Flat remains closed despite the desire voiced by a number of interviewees to reopen the roadhouse. As was the case in 2013, the Front Gate remains a contested and difficult issue. For some community members who took part in the consultation, the assistance available to travellers at the Front Gate is representative of a broader relationship between the communities and NTO. This means that the Front Gate is not merely a logistical or health and safety issue, but a complex stakeholder engagement interface.

Data from the 2016 Census indicates the average number of vehicles per dwelling (Indigenous and non-Indigenous) is 0.7 in Lajamanu, Yuendumu and Willowra, and 0.6 in Nyirripi. The data does not state whether the cars are in a serviceable condition. Large proportions of households have no motor vehicles (38.2% in Nyirripi, 43.8% in Lajamanu, 52.5% in Willowra and 55.5% in Yuendumu). Interview data suggests that the number of vehicles tends to fluctuate during the year (with peaks following royalty payments), and that the lifespan of private cars in communities among the Indigenous populations is short, due to the high demands on the few vehicles, poor quality roads and infrequent maintenance.

Consultation data suggests that poor road transport prevents some people from attending cross-community initiatives. An example of such initiative is the Warlpiri Triangle workshop, a 'longstanding annual forum for educators in the Warlpiri–English bilingual programs and community members to come together for professional learning, intergenerational learning, peer networking and advocacy for their programs'.¹⁰

It also has consequences for employment in the Priority Communities. Newmont does not currently provide transport for workers between the Priority Communities and the mine. This means that, in order to access transport assistance, local workers need to relocate to one of the four points of hire recognised by NTO – Darwin, Perth, Brisbane or Alice Springs. Consultation data shows that not all potential workers from the four communities are either prepared or willing to relocate to town in order to access the company charter.

The 2016 Census also provides data on the mode of transport used to attend work (Figure 1). This data includes both Indigenous and non-Indigenous responses. In all communities, walking is the predominant mode of transport to work, followed by car (as driver).¹¹

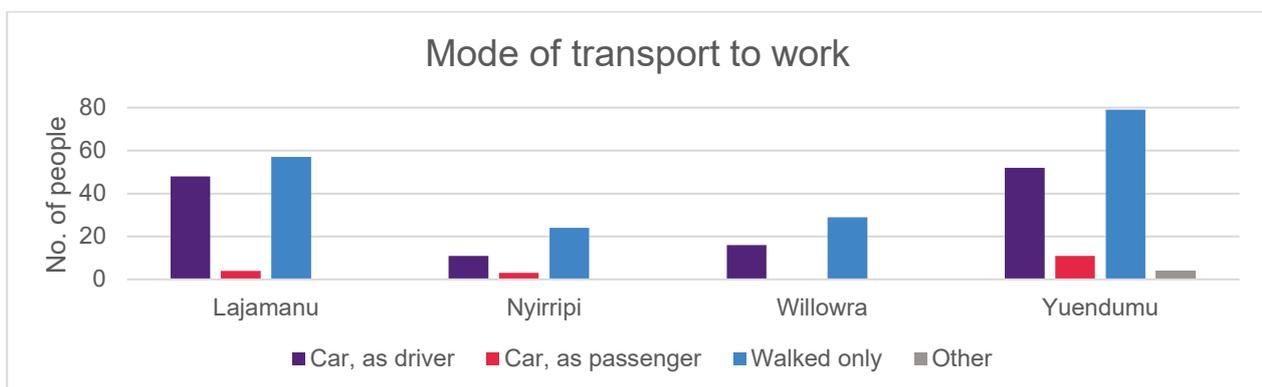


Figure 1 Mode of transport taken to work by residents of NTO Priority Communities

¹⁰ WETT. 2017. 'Review, assessment and development of future options for the Warlpiri Education and Training Trust (WETT) and its programs'. May. Report prepared by Ninti One Limited. Available online <https://www.clc.org.au/files/pdf/WETT-review-report-2017.pdf> (accessed 17 January 2019).

¹¹ The Census does not include data on general modes of transport in communities. Information in the table represents the 'mode of transport to work' only. Considering the low number of people in employment in the four communities, the table is based on a small sample of persons (both Indigenous and non-Indigenous) from the four communities. Consultation data and field observations point to walking as the key mode of transport within communities more generally.

No regular public transport service operates in or between the communities. Services are limited to private companies such as the *Bush Bus*, connecting Yuendumu, Nyirripi and Alice Springs, and *Bodhi Bus*, which operates between Lajamanu and Katherine. Both companies offer charters alongside their regular service schedules. Buses can also be chartered from *Bush Bee*, an Alice Springs-based company.

3.2.2 Fuel and vehicle maintenance

In Yuendumu, fuel can be purchased from either the Yuendumu Mining Company or the Yuendumu Social Club (the “Big Shop”). The town’s mechanical workshop (operated by WYDAC) provides vehicle maintenance services. In Lajamanu, a service station adjacent to the store provides full workshop facilities and mechanical repair services. The workshop has a qualified mechanic and fuel is available 24 hours. The Council also provides mechanical services in the community.

Fuel in the other communities can be purchased from local stores, Wirliyajarrayi Store in Willowra and the Nyirripi Community Store in Nyirripi, although vehicle maintenance services are not available. Travelling between communities, emergency fuel is provided for at the Front Gate at The Granites. The company standard is for a maximum of 30 litres of diesel per vehicle. In special instances fuel and food is supplied on the basis of assessed need which can exceed 30 litres. Likewise, NTO will often extend vehicle maintenance support dependent upon mobile vehicle maintenance truck availability and accessibility.



Plate 3 Lajamanu turnoff along the Tanami Highway (Photo: CSRM)

3.2.3 Air transport

All four communities have sealed aerodromes and can be accessed by chartered air services. Lajamanu is the only one with its own aircraft available for charter (operated by Chartair). At Hooker Creek Airport in Lajamanu, the local store manages aircraft refuelling facilities. The airstrip was recently reconstructed a distance further away from the community to conform to aviation standards.

NTO previously flew regular charters between Lajamanu and The Granites to transporting mine personnel. This ceased after an upgrade of the airstrip at The Granites and subsequent changes in health and safety protocols, which meant that the small plane operated by *Lajamanu Air* was no longer permitted to land at The Granites. This has material consequences for employment at NTO, as local workers are no longer able to commute by air between Lajamanu and The Granites.

3.3 Housing

3.3.1 Types of housing

At the time of the 2016 Census there were 463 dwellings in the communities. Yuendumu had the most dwellings, with 191, Lajamanu had 137, and the number of dwellings in Nyirripi and Willowra was substantially lower (68 and 67 dwellings respectively). Most of the dwellings were classified as detached ('separate') (67%). One out of nine dwellings in Nyirripi was unoccupied, whereas over a quarter (27.7%) of private dwellings in Yuendumu were unoccupied. Table 4 summarises dwelling statistics from the Census, for the four Priority Communities (see also Chapter 5, Demographic characteristics).

Table 4 Private dwellings in NTO Priority Communities

	Yuendumu	Lajamanu	Nyirripi	Willowra	Total
Occupied dwellings by type					
• Separate house	120	92	51	47	310
• Semi-detached	7	4	3	0	14
• Flat or apartment	13	3	3	0	19
• Dwelling structure not stated	0	0	0	3	3
Total occupied	138	109	61	55	363
Total unoccupied	53	28	7	12	100

ABS Community Profile Number UCL721010 UCL721018 UCL722026 UCL722036

Note: As stated above, the ABS makes small random adjustments to protect privacy of respondents, which may cause row and column totals to differ from table (aggregate) totals. Table totals have been used in 'total occupied private dwellings' and 'Unoccupied private dwellings' rows.

3.3.2 Home rental and public housing

Almost all (97.8%, 96.2% and 95.2% respectively) dwellings in the four communities are rented properties. Only in Willowra are there owned dwellings (with a mortgage) (3), while the remaining 46 (93.9%) are rented.¹²

The Department of Housing and Community Development manages the majority of housing stock. While some of the properties managed by the department are government employee housing, most are leased to community members under a remote public housing scheme.

Data supplied by the department (in October 2018) shows that:

- In Yuendumu, the DHCD manages 157 properties, including 122 remote public housing and 35 government employee housing dwellings
- In Lajamanu, the department manages 117 dwellings. Of these, 16 are government employee housing dwellings, and 101 are remote public housing dwellings

¹² In Yuendumu, 133 private dwellings were leased, with 3 classified in the census data as 'other tenure type' (none were owned). In Lajamanu, 102 dwellings were rented and ownership type was not stated for 4. Similarly, in Nyirripi, 59 dwellings were rented and 3 recorded in the 2016 Census as 'tenure type not stated' (all data from Australian Bureau of Statistics; see www.abs.gov.au).

- The department manages 53 properties in Willowra, including 43 Remote Public Housing and 10 Government Employee housing dwellings
- In Nyirripi, 47 properties are managed. These include 41 remote public housing and six government employee housing dwellings.

During community consultations, the issue of inadequate and overcrowded housing was linked to a range of wider social issues in communities.¹³ Some service providers remarked that poor housing is a barrier to retaining staff to support development programs as well as other basic services, such as education. It also impacts other employers' ability to recruit and accommodate staff in communities.

3.3.3 Visitor accommodation

Visitor accommodation in all four communities is managed by the CDRC. In Yuendumu, the *Yuendumu Guesthouse* offers eight standard rooms with shared bathroom facilities, lounge and kitchen. Yuendumu also has 'Contractors Accommodation', which has eight en-suite rooms and six with shared ablutions. In Lajamanu, the 'Longhouse' has rooms with two shared bathrooms, lounge and kitchen. In Willowra, two properties provide visitors accommodation: a two-bedroom donga with a fully equipped kitchen and laundry facilities; and a recently constructed three-bedroom donga with en-suites and shared kitchen and laundrette. Visitor accommodation is also available in Nyirripi.

Visitors accommodation helps with accommodating temporary visitors, contractors and service providers in communities, but does not solve the general problem caused by a shortage of housing for permanent and semi-permanent workers.



Plate 4 Yuendumu guest house – visitor accommodation (Photo: CSRM)

3.4 Telecommunications and internet

Information on availability of telecommunications and internet in communities was not recorded in the 2013 SIA, except for a note that the Learning Centres assisted community members with access to internet, and offered internet training. The 2018 consultation data shows that many community members continue to rely on assistance from service providers to access computers and internet. The importance of access to adequate telecommunications infrastructure has increased as services (such as banking and Centrelink) shift to predominantly online interfaces.

¹³ See also Helen Davidson and Anna Livsey. 2017 "We are begging for housing": the crisis in Indigenous communities'. 20 August. *The Guardian Australia*. Online at <https://www.theguardian.com/australia-news/2017/aug/20/we-are-begging-for-housing-the-crisis-in-indigenous-communities> (accessed 17 January 2019). The article claimed that 'overcrowded homes are at the root of Indigenous disadvantage, and communities are crying out for culturally appropriate dwellings.'

The availability of telecommunication and internet in communities also impacts NTO's ability to recruit workers from the four communities. NTO publishes vacancies online. S&ER and HR personnel requires reliable phone connectivity with potential job candidates, making the issue of access to internet and telecommunications of direct significance for NTO and jobseekers.

Telecommunications and internet access varies across the four communities. Yuendumu and Lajamanu have full telephone (including mobile coverage, 4G in Lajamanu, and 3G in Yuendumu) and internet services, with broadband satellite internet services provided by Telstra. There is no mobile phone service in either Nyirripi or Willowra, although landline services (including internet) are available in both. Willowra also has access to complimentary wireless internet hot-spots. In 2017, the CDRC used funding from the Northern Territory Government and CDP to upgrade internet connectivity in Willowra and Nyirripi (as well as two other communities). Combined with an upgrade by Telstra at Yuendumu and Lajamanu, the CDRC facilities in the priority communities will have internet speeds equivalent to the head office in Alice Springs.¹⁴

According to the 2016 Census, Lajamanu is the only Priority Community where the majority of all private dwellings (63.3%) have access to the internet. At the other end of the spectrum, only 12.7 percent of dwellings in Willowra have internet access from dwellings. Access to the internet from dwellings also varies between indigenous and non-Indigenous households. While all non-Indigenous households have access to the internet from dwellings in Willowra, and most have access to the internet in the remaining three communities, there are no Indigenous households with internet access to in either Nyirripi or Willowra. Only about one in five Indigenous households in Yuendumu, and less than half in Lajamanu have internet access from the dwelling. Digital television is available in all four communities.

3.5 Banking and postal services

Banking facilities in the area are limited, with no bank branches in any of the communities. ATMs are found in the Lajamanu, Nyirripi and Willowra stores and in the Big Shop general store in Yuendumu. The Big Shop also offers funds transfer services. The CDRC, CDP, Centrelink and the Adult Learning Centres offer online-access and telephone banking. These agencies provide important access to telephones, fax machines and computers, and offer help and advice and English language support, particularly with phone conversations.

Australia Post has a post office in Yuendumu. It also provides mail services in Lajamanu, Willowra and Nyirripi through contracts with the local stores.¹⁵ In Willowra, mail arrives at the Wirliyajaray Store via the Bush Bus every Wednesday, and in Nyirripi community mail is delivered by mail plane.

3.6 Cultural activities

3.6.1 Art centres

Both Yuendumu and Lajamanu have successful art centres. Warlukurlangu Artists in Yuendumu extends its services to Nyirripi and Willowra. It is one of the longest running and most successful Aboriginal-owned art centres in Central Australia.

Consultation data shows that arts centres do not have the problems faced by other services in attracting and retaining employees. Some interviewees remarked that the art centres business model is more culturally appropriate than other forms of employment. It provides artists with the flexibility of generating income while meeting their cultural obligations. Artists do not need to apply for formal leave to attend funerals and 'sorry business', for example. At the Lajamanu Arts Centre, artists are paid for their work daily.

Art centres are commercial enterprises, and as such are discussed in Chapter 8 (Local economic activity).

¹⁴ CDRC. 2018. Annual Report 2017-18. Accessed 17 January 2019 at <http://www.centraldesert.nt.gov.au/annual-reports>.

¹⁵ CDRC. 2018. 'Council hands mail bags to local stores'. 1 October. Press release. Accessed 15 March 2019 at http://www.centraldesert.nt.gov.au/sites/centraldesert.nt.gov.au/files/attachments/council_hands_mail_bags_to_local_stores.pdf.

3.6.2 Cultural festivals

Milpirri Festival is held in Lajamanu every second year. It has been produced since 2005 through a collaboration between the Lajamanu community and Tracks Dance Company. The festival is aimed at “linking the energy of youth and the wisdom of the old, gaining better understanding between western and Warlpiri ways of learning, and for making people feel good about who they are and where they live – Lajamanu”.¹⁶ The event is conceptualised as a bilingual, bicultural performance designed to bring together Warlpiri and non-Warlpiri members of the community.

The festival experiences high levels of community participation. It involves close collaboration between a team of cultural and community development workers engaged by Tracks, and members of the community, including local youths, as well as the school. Community elders actively partake in developing the major themes of the festival and producing the performance, while young people are involved in creating the sound track and preparing the youth dance sections. Approximately 150 community members of all ages perform during the festival, which is funded by the Australian Government through Building Better Regional Fund (BBRF), with additional funding from NTO, and WYDAC.

The consultation data clearly shows that Indigenous culture (including cultural activities) is of high importance in communities and underlies many social as well as economic processes. It is not confined to discrete institutions and events, but extends to many areas of people’s lives.

3.7 Recreation and sporting facilities

All recreational and sporting facilities in Yuendumu, Lajamanu, Nyirripi and Willowra are managed by CDRC or WYDAC. The latter also provides a ‘Youth Sport and Recreation’ program to each of the communities.

CDRC manages Yuendumu’s football oval, softball diamond, and three playgrounds. WYDAC manages the community-owned swimming pool and an indoor basketball court/sport and recreation area. Home to the Yuendumu Magpies, Yuendumu hosts the annual sports carnival organised by WYDAC, as well as the annual Bush Bands Bash organised by PAW Media. Every so often, the community also hosts one-off events organised by visiting services such as Australian Football League NT and *Red Dust*.¹⁷



Plate 5 Yuendumu Magpies football club mural in Yuendumu (Photo: CSRM)

¹⁶ See Tracks Dance. Undated. *The Story behind the Milpirri Festival*. Online at: <http://tracksdance.com.au/story-behind-milpirri-festival> (accessed 17 January 2019).

¹⁷ Red Dust is a health development organisation working in remote indigenous communities. Its programs include the Healthy Living Program aimed at raising awareness of the link between lifestyle choices and chronic disease; the Strong Young Men and Boys Program; and the Strong Young Womens Program. The organisation also facilitates a cultural exchange. More information can be found on Red Dust Website: <https://reddust.org.au/>

In Lajamanu, the CDRC has responsibility for the football oval. It also maintains two small local parks, Memorial Park and Holy Ground Park. There is a basketball and recreational hall, both managed by WYDAC. Australian Rules football is the main sport in the community, along with women's softball.

Nyirripi's football team is the 'Nyirripi Demons'. The community's football oval and softball facilities, as well as the local park are managed by CDRC. The softball field was enhanced recently with back nets purchased with Local Authority funding. WYDAC is active in the community, providing sports activities under its Youth Development Program.

In Willowra, CDRC manages the softball and football ovals, as well as the community's three parks. WYDAC manages the basketball court with accompanying recreational room. Although Willowra's football team is top of the ranking in the community league, the facilities are not suited for large events and instead, the team and supporters must travel to events hosted at larger facilities, such as those in Yuendumu.

4. Chapter summary

Services in the NTO Priority Communities are provided primarily by CDRC and the Northern Territory Government. These services are complemented by programs that are funded and managed by a range of organisations, including the NTO, the CLC, WETT, Charles Darwin University, and GMAAAC. Several interviewees noted that residents in the Priority Communities have access to a wider range of services than residents other communities in the area, due to additional programs funded through royalty streams and delivered by organisations such as WETT and GMAAAC (see Chapter 7, Regional economic activity).

NTO's contribution to services has largely focused on employment and education, which are addressed in separate chapters (see Chapters 7, Regional economic activity, and Chapter 8, Local economic activity). Of the services examined in this chapter, water supply, transport, housing, and telecommunications are emerging as key areas presenting opportunities for improvement.

- **Water supply:** Water scarcity was identified as a key factor limiting the growth of Yuendumu. Some interviewees suggested that Newmont could make a significant contribution to community development by contributing to further development of water supply infrastructure in Yuendumu
- **Transport:** Poor quality roads and low rates of car ownership restrict the ability of residents to travel to work or to attend inter-community initiatives. There is no regular public transport service between or within communities. The cessation of NTO's chartered flights between Lajamanu and The Granites prevents local employees to commute by air to work at NTO.
- **Housing:** Participants in interviews and focus groups highlighted the shortage of affordable housing, for both locals and outside workers. Visitor accommodation is available, but accommodation for permanent and semi-permanent workers is in short supply
- **Telecommunications:** The SIA found that many community members rely on service providers to access computers and the internet. Of the Priority Communities, only Lajamanu has a majority of dwellings with access to the internet; only one-eighth of households in Willowra have internet access. The lack of internet connectivity increasingly precludes access to services, as banking, Centrelink, and job application systems shift to online interfaces.

Some participants in interviews and focus groups raised the nature of the short-term community development programs (such as GMAAAC funding for buses transporting community-based sports teams to tournaments) in terms of effectiveness in delivering long lasting impacts in communities. Participants also noted that NTO would be well placed to support long-term programs that address underlying and systemic needs in the Priority Communities, such as access to safe and sufficient water supply, particularly in anticipation of extended life of mine.

Chapter 7 Regional economic activity

1. Introduction

Decent work and economic growth is one of the Sustainable Development Goals (SDG 8). This chapter relates to NTO's place in the regional economy. 'Regional' refers to two areas of influence (as defined in Chapter 3, Study methods): the Northern Territory regional centres and the Tanami area of influence.

This chapter has three main sections.

- **NTO contribution to regional economy:** This section describes the contribution NTO makes to the regional economy, through mining payments, procurement and employment.
- **Regional workforce characteristics:** This section characterises the regional workforce using Census data. It shows that workforce participation in the Tanami area of influence is low compared to the Northern Territory regional centres. Low workforce participation inhibits initiatives to improve economic engagement in very remote areas such as the Tanami area of influence.¹
- **Tanami Indigenous Protected Areas and Ranger program:** Describes the history of interaction between NTO and the Tanami Ranger program, and the potential for NTO to develop the program to extend its regional economic impact.

As noted above, this chapter is restricted to the Northern Territory regional centres and the Tanami area of influence. Economic activity relating to the NTO Priority Communities is discussed in Chapter 8, Local economic activity. Discussion of the following takes place in Chapter 8, not in this chapter:

- Employment in the Priority Communities, and
- Workforce characteristics for the Priority Communities, and
- Indigenous business in the Priority Communities.

2. NTO contribution to regional economy

This section reports NTO's contribution to the regional economy, through three avenues: mining payments, procurement from businesses operating in the Northern Territory, and regional employment.

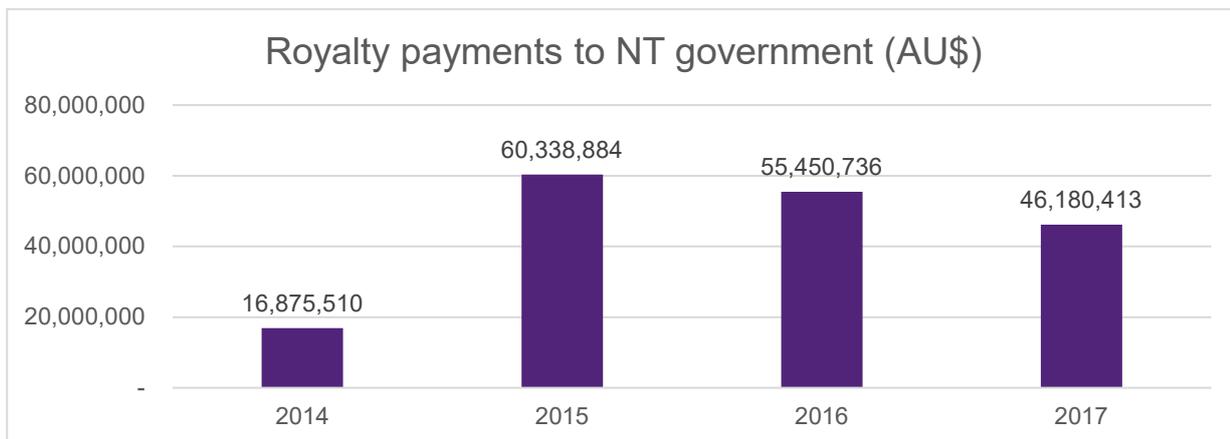
2.1 Mining payments

Mining payments that result from NTO represent a major economic contribution at the Territory, regional and local levels. These are a mix of statutory payments made under provisions of the *Mineral Royalties Act* (NT) and the *Aboriginal Land Rights Act (Northern Territory) 1976* (Cth) (the Land Rights Act). NTO is required to make payments to Traditional Owners under the Consolidated Mining Agreement (CMA). Each of these payments are described in this section, as well as interviewees' comments on the social effects associated with royalty payments to individuals.

¹ 'Very remote' is defined by the Australian Bureau of Statistics with reference to a measure known as the Accessibility/Remoteness Index of Australia. See ABS. 2018. 'The Australian statistical geography standard (ASGS) remoteness structure'. 18 March. Australian Bureau of Statistics. Accessed 26 Feb 2019 at www.abs.gov.au/websitedbs/d3310114.nsf/home/remoteness+structure.

2.1.1 Royalties to Northern Territory Government

Under the *Mineral Royalty Act* (NT), NTO pays a royalty to the Northern Territory Government each financial year based on a profit-based formula.² The royalty payable is 20% of the net value of gold. Between 2014 and 2017, NTO paid \$179 million in royalties to the Northern Territory Government, making a significant contribution to the Territory-derived portion of the budget. Figure 1 shows a lower payment in 2014 compared with other years, which reflects a mining downturn. The average for 2015, 2016 and 2017 is \$53.6 million per year, which is less than 1% of the Northern Territory Government revenue. Royalties are paid into consolidated revenue and applied according to the government's budgetary priorities. It is not possible to link royalty contributions to specific regional or local benefits in the Northern Territory.



Note: data supplied by Newmont

Figure 1 NTO royalty payments to Northern Territory Government between 2014 and 2017

2.1.2 Australian government contribution under the Aboriginal Land Rights Act

Once the royalty is received by the Northern Territory Government, the Australian Government pays, separately, an equivalent amount into the Aboriginals Benefit Account (ABA). ABA is a special account established under the Land Rights Act to receive and distribute monies generated from mining on Aboriginal land in the Territory – so called 'affected area monies'. A portion of the ABA is paid annually to cover the administrative costs of the Northern Territory land councils. The exact amount received by the CLC is determined by the Minister for Indigenous Affairs.

In accordance with section 64(3) of the Land Rights Act, 30% of the amount received by the ABA related to NTO is passed on to the CLC (this money is not used for the operations of the CLC). The CLC is then required to pay the money within 6 months 'to any Aboriginal and Torres Strait Islander corporations whose members live in, or are the traditional Aboriginal owners of, the area affected by those mining operations, in such proportions as the Land Council determines': section 35(2). In case of NTO, the CLC pays the 'affected area' monies to the Granites Mine Affected Area Aboriginal Corporation (GMAAAC).

The CLC is appointed as an observer of GMAAAC and also supports the GMAAAC by organising consultations, facilitating meetings to plan and prioritise projects, entering into agreements with partners that implement the projects, and monitoring and evaluation. Once decisions on which projects to support are made, GMAAAC enters into a funding agreement with the community-based organisations awarded the project. Organisations funded with GMAAAC monies are required to record and report the use of the funds.

² Profit is the gross value of mineral commodities produced, minus operating costs and other allowable deductions. Deductions mostly relate to certain capital costs and eligible exploration expenditure. Profit-based royalties are highly variable and intended to relieve financial impost of royalties during periods of downturn, but also generate greater recipients to government in prosperous times.

In the financial year 2016–2017, 75 projects (at a total value of \$7,119,008) were approved. Most of those (56%) related to health. Just over one in five projects (21%) were aimed at essential services, approximately one in ten (9%) at education, with lesser proportions going to jobs (6%), Indigenous self-management (4%) and housing (4%). Figure 2 provides a summary of GMAAAC approved funding by objective (2016-17).

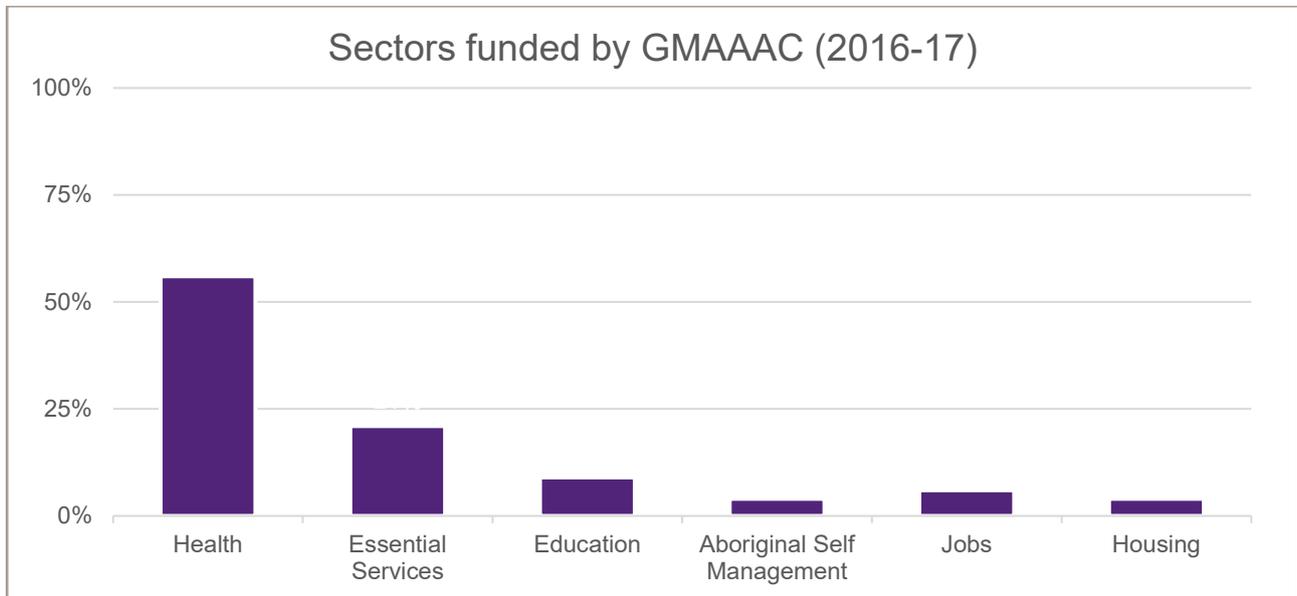


Figure 2 GMAAAC approved funding by objective, 2016-17

In the last few years, GMAAAC has received a considerable increase in payments. While the 2013 SIA reported average funding of \$4.4 million per year between 2006 and 2011, recent figures are significantly higher, reflecting the increased production and profitability at NTO. For instance, in 2016, GMAAAC received a record \$14,542,430 in funding. The 2017 figure is lower, a result of approximately six weeks shut down due to rain which interrupted fuel and other supplies (Figure 3).

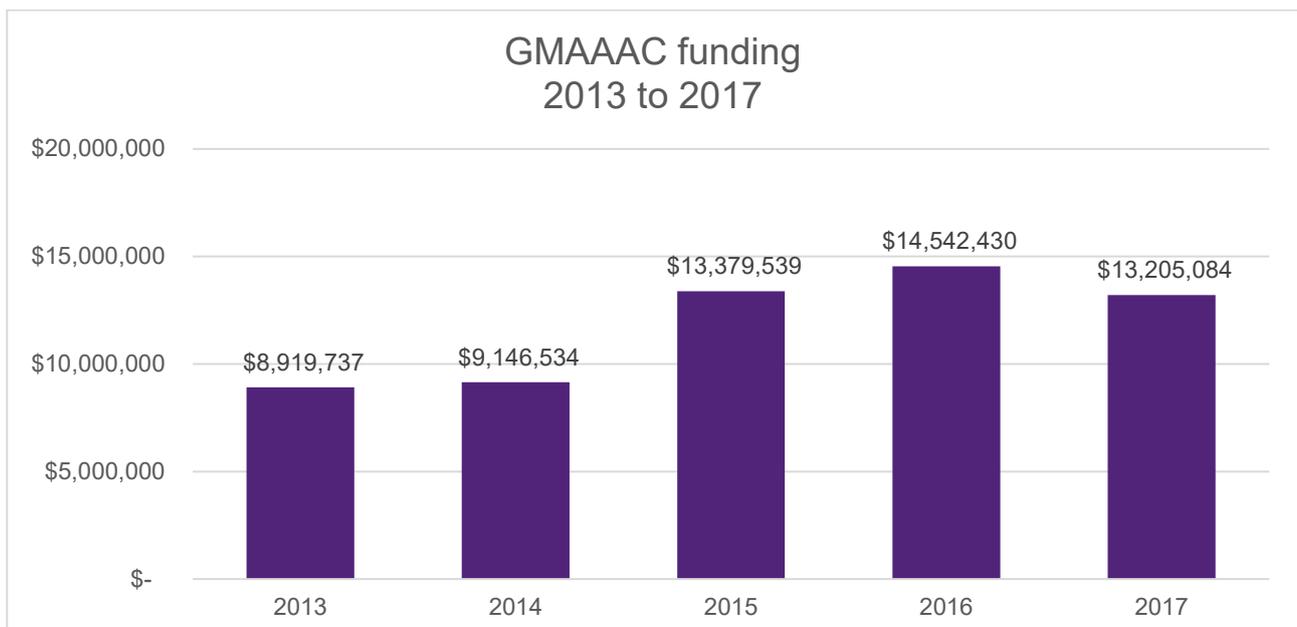


Figure 3 GMAAAC funding 2013-17

Projections suggest that GMAAAC receipts will remain at or exceed current levels. The challenge will be managing the increased level of governance and administration required for servicing projects. An internal CLC review showed the increased number and scale projects that need to be managed creates challenges for the CLC’s Community Development Unit (CDU) charged with responsibility for assisting associations and communities with community development. Such support is essential to achieving the desired long-term community development outcomes and needs to be maintained.

The mine life under the current business model supports community development strategies that have a long-term outlook. In 2017, the CLC’s CDU adopted a new planning approach for GMAAAC in response to the increases in funding. Larger projects are now eligible for up to three years of funding. The new planning approach coincided with the election of new committees. The CDU now applies a three-year planning approach to increase the number of community benefit projects that are eligible for multi-year funding. The new approach addresses an important gap in the provision of programme funding in the area. Year-on-year funding has been found to restrict good outcomes. The hope is that multi-year funding will facilitate delivery of significant programs that address some of the deeper challenges facing the communities.

2.1.3 Consolidated Mining Agreement payments

Between 2014 and 2017, NTO payments to Traditional Owners under the CMA totalled over \$58 million. The annual amounts are shown in Figure 4. The amount of royalties paid as agreement monies is based on a small percentage of gross revenue as well as other types of lease payments.³

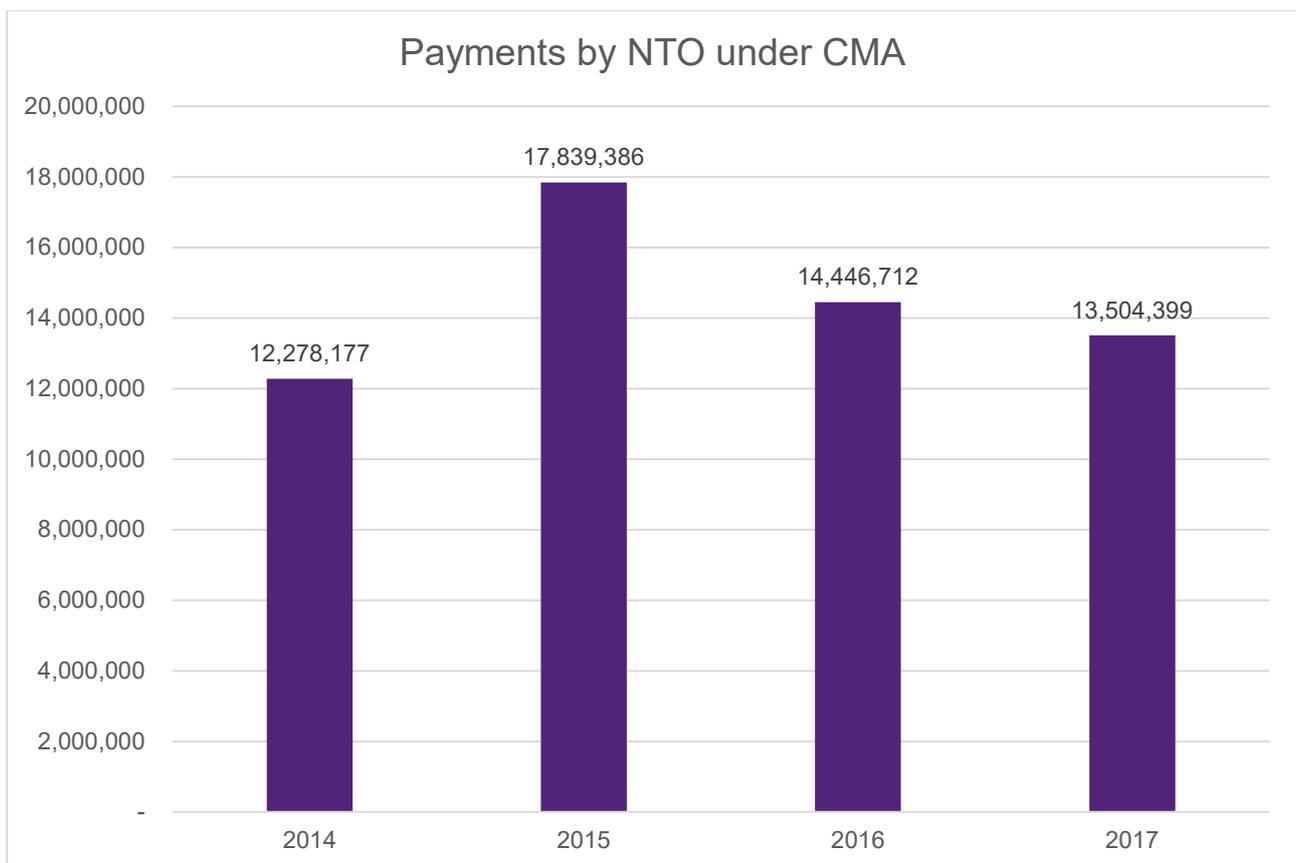


Figure 4 CMA payments 2014-17

³ Unlike royalties, the CMA payments are not linked in NTO profit but are mainly based on gross revenue of the mine.

As required under the Land Rights Act, the CMA negotiated payments are paid to Traditional Owner associations. The main payments streams include:

- A production payment based on a small percentage of gold total revenue
- Lease rental payments based on an agreed amount, including bore field, haul road, and other leases.

Two main associations receive the negotiated payments. These are the Janganpa Association incorporated on 22 December 1983 by the Traditional Owners of The Granites, and the Kurra Association (Kurra) incorporated on 15 December 1993 by the Dead Bullock Soak (DBS) Traditional Owners.

As all of the gold originates at DBS, the Kurra is by far the largest recipient of CMA payments. The association receives 80% of the DBS payment based on gold production at DBS. For the year ending 30 June 2017, Kurra received \$14.8 million (compared to \$12.9 million in 2016). Kurra adheres to a policy of investing 50% of mining receipts. The remaining 50 percent of payments received are distributed to its members according to its rules of incorporation.

Kurra is managed by a board of directors, appointed at an annual general meeting. The directors manage the business of the corporation, except that they must not make decisions in relation to distributing payments, which may only be made by the Kurra committee at a general meeting of the corporation. In relation to the direct payments to Traditional Owners, the Kurra committee meets twice a year and decides on distributions to its members. The payments are divided amongst the relevant family groups and specific payments decided at meetings in the community.

The CLC's Aboriginal Associations Management Centre (AAMC) assists the association manage its corporate and accounting obligations, as well the mechanisms for distributing funds to members, such as organizing meetings, recording decisions and effecting financial transfers. Payments are made in one of two ways: either through a purchase order at a designated point of sale or via electronic financial transfers to an individual recipient's bank account.

Kurra also acts as trustee for the Warlpiri Education and Training Trust (WETT).⁴ Kurra's WETT committee meets twice a year and makes all funding decisions, based on recommendations by the WETT Advisory Group. The Advisory Group oversees the design and development of appropriate projects and is made up of community members, a CLC officer, an NTO representative and representatives of both the Australian and Northern Territory governments. The rules of WETT limit the use of moneys to the improvement of educational and training outcomes for Warlpiri people, with a broad objective to provide learning opportunities for all Warlpiri people from young children to adults. Since 2005, WETT has directed some \$30.4 million to support education and training initiatives primarily in the communities of Yuendumu, Lajamanu, Willowra and Nyirripi.

A 2017, a review of WETT commissioned by the CLC found that the trust 'has built power through self-determination, in partnerships, contractual accountability and participatory decision-making'.⁵ The review attributed the following outcomes to WETT:

- Local employment and employability have increased
- Programs have increased skills and knowledge for individuals, families and communities, as learning is at the core of program design
- Greater parental efficacy has been achieved through early childhood infrastructure and staff

⁴ The trustee for the fund is Kurra, and the CLC assists with administration. The CLC consults Warlpiri to identify their education and training priorities and then facilitates the development of projects with input from relevant project partners.

⁵ Ninti One Ltd. 2017. 'Review, Assessment and Development of Future Options for the Warlpiri Education and Training Trust (WETT) and its Programs'. May. Report prepared for the Central Land Council. Online at www.clc.org.au/files/pdf/WETT-review-report-2017.pdf. Accessed 26 February 2019.

- Increased youth leadership and wellbeing have been achieved through participation in youth activities and through the Jaru leadership development program
- Broader youth aspirations have grown, with additional opportunities created by support for boarding students
- Increased participation in school learning has been achieved through access to vehicles and resources, learning experiences gained through excursions, and country visits
- Maintenance of Warlpiri language and culture has been achieved through cultural learning in bush trips and through production of Warlpiri language learning resources
- Strengthened Warlpiri identities have been achieved through elder involvement in programs and through creation of a range of media products.

Partnerships are crucial to the success of WETT's achievements. The review pointed to the following measurable results:

- More than \$22,000,000 invested in programs since 2005
- About 40 people each year employed in various WETT-funded programs
- Up to 23 children and seven parents participating at Willowra early childhood activities
- Up to 37 individuals involved in local reference group meetings since 2013
- More than 200 individuals accessing certificate courses
- Learning Centres accessed more than 3,500 times in 12 months to June 2016
- Nearly 60 students involved in interstate secondary excursions in 12 months to June 2016
- Access to additional boarding support: 55 students benefited in the three years to 2015.

The top three recommendations from the review focus on strategic planning and working with partners, of which NTO is one. The first three (of 32) recommendations of the WETT review are:

- The WETT Advisory Committee formulates WETT's vision, mission, and strategic principles
- WETT commissions an implementation plan to facilitate action steps approved following the Review
- WETT communicates its long-term vision to, and engages with, its partners strategically.

2.1.4 Supporting communities to management payments

Payments under the CMA are made to the CLC, which has a statutory obligation to pay Traditional Owner associations established for the purpose of receiving the payments.

Payments are important to Traditional Owners. They represent tangible recognition and respect of traditional ownership of land and perform a crucial compensatory function. Access to payments is valued and important to supplementing low family income levels.

As the 2013 SIA noted, 'the nature of mining payments are necessarily arms-length from the company, hence while this is a significant area of impact, it largely falls outside of NTOs sphere of direct influence.' As in 2013, the processes of distributing payments were associated with community tension and disruption. Disturbance to the peace and order of the community, disruption to school attendance, higher than normal attendance at medical centres, absenteeism, and deterring job seeking are attributed to distributions. The pattern generally observed can be summarised as follows:

- A period of anticipation ahead of the meeting that accompanies 'sophisticated politicking' over entitlements and alliances.⁶ For a large association, community numbers may swell as Traditional Owners living in other communities converge at the meeting location.
- The day of the meeting, which can be marked by vigorous debate and heated interactions. The noise and activity being particularly disruptive and distracting to near neighbours. Consultation participants said that meetings can 'get very heated' and 'dynamic'.
- An exuberant period which takes recipients and their families away from the community to spend the payments, especially to the regional centres of Katherine, Alice Springs and as far as Darwin, predominately for car purchases. When people return they may bring a sense of revelry that further distracts and disrupts the community routine.

While those involved in distributions await the meetings with anticipation, others experience anxiety or adopt a state of hyper-vigilance in anticipation of disruptions and disturbances. School attendance is especially vulnerable as each phase described above is likely to impact a child's ability to maintain normal attendance or otherwise affect their concentration. A strategy, such as a holding large distribution meetings during school holidays needs to take into account the effects leading up to after a distribution. According to one informant:

There is the localised effect on the day. Leading up to the royalty day people are drifting in, lots more people in the community in the houses, crowding, kids haven't slept, adults haven't slept, already crowded, then double and triple it. All about anticipation and manoeuvring to get the money, invoking the relationships with people who are likely to get the money.

Living in small and isolated remote communities, with no public transport, the priority to purchase vehicles is understandable. Access to regional service centres, to traditional lands, social and sporting events nearly always requires travelling long distances. Indeed, mobility is recognised by anthropologists as a key characteristic of Indigenous culture in that 'it sustains relationships with places and it sustains social relationships, and in turn, social relationships sustain mobility'.⁷ The problem with expenditure on vehicles is that due to extremely harsh roads and conditions, lack of regular servicing, accidents, and impoundment by the police, the value of the asset is short-lived.

There has been longstanding efforts to encourage other strategies aimed at extending the benefits for future generations. Kurra for instance, invests 50% of its receipts. Since 2003, with the establishment of WETT, less than half of the CMA payments are distributed to members. A growing appreciation of the community investment was highlighted in the 2013 SIA, where investment dividends earned by Kurra were used for installing community dialysis rather than being distributed. Assessing the impacts of individual payments on local communities is fraught and extremely complex. Further targeted research would be needed to determine more precisely the range of impacts, both positive and negative.

2.2 NTO regional procurement

This section describes NTO's procurement from the Tanami area of influence and Northern Territory regional centres. Newmont's Sustainability and Stakeholder Engagement Policy commits the company to creating shared value with its stakeholders including through supply chain participation.

NTO spends a substantial amount of money on procurement of a range of goods and services from 'local' companies. NTO uses a broad definition of 'local' that encompasses not only companies based in the

⁶ See Howitt, R. 1991. 'Aborigines and gold mining in Central Australia'. In: J. Connell and R. Howitt (eds) *Mining and Indigenous Peoples in Australasia*. Sydney: University of Sydney Press.

⁷ Long, S. and Memmott, P. 'Aboriginal mobility and the sustainability of communities: Case studies from north-west Queensland and eastern Northern Territory'. Working Paper 5 (March). Desert Knowledge CRC. Accessed 26 February 2019, at <http://www.desertknowledgecrc.com.au/resource/DKCRC-WP-05-Aboriginal-mobility.pdf>.

Northern Territory, but also those from other states but which have operations in the Northern Territory. Using this definition, in 2017, NTO procured goods and services from 101 local businesses, spending \$39.6 million. This sum represents nearly 10% of NTO's total spend on goods and services in Australia that year (\$419.3 million), and an increase of almost 30% since 2014 (Figure 5).

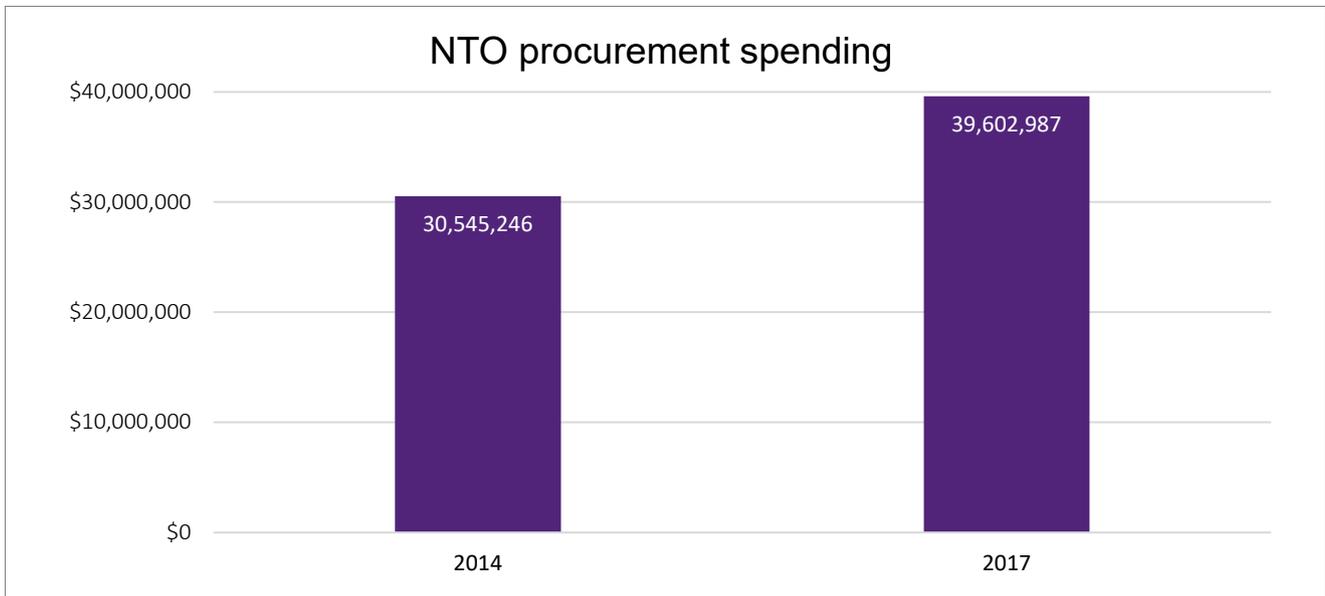


Figure 5 NTO procurement spending from businesses with operations in the Northern Territory

2.2.1 Spending by sector

Figure 6 breaks down 2017 procurement spending by sector. The majority (55%) of this expenditure was in the building materials and construction services sectors. This spending is likely related to the works undertaken for the Tanami Expansion Project 1 which were finalised in 2017. The Tanami Expansion Project 2 may see sustained levels of spend on local businesses, particularly in those operating in these industries.

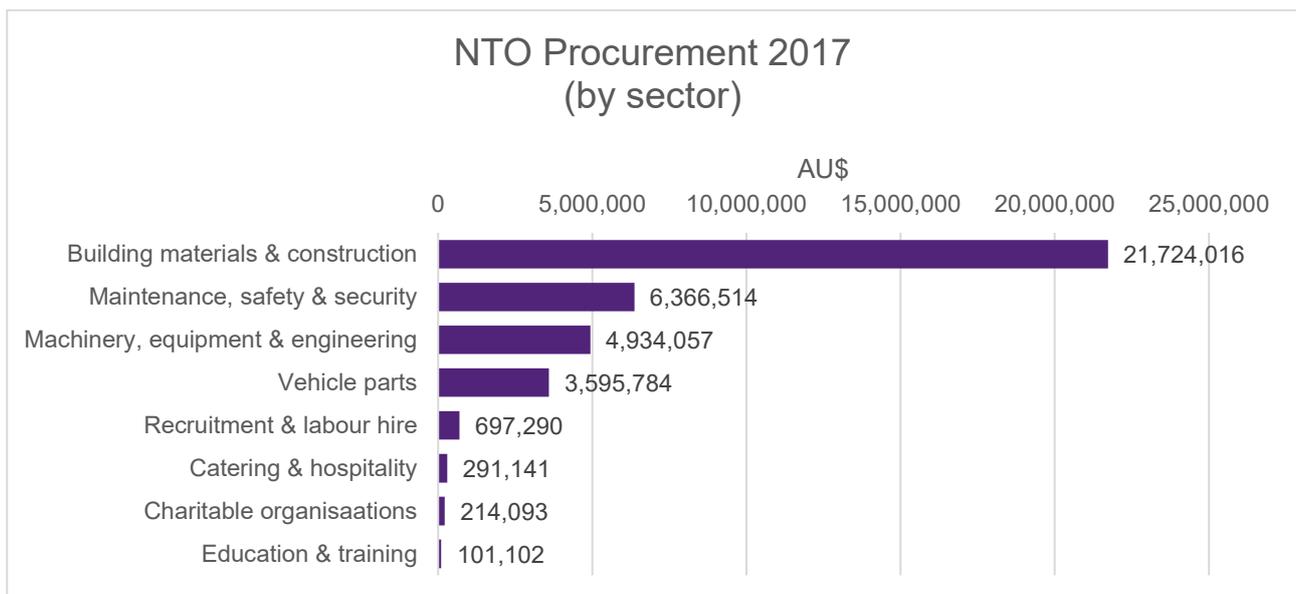


Figure 6 NTO procurement spending by sector

2.2.2 Spending by State and Territory

Table 1 lists procurement spending by State and Territory, for 2017 and 2014. Businesses based in Western Australia account for most of total spend in Australia (69% in 2017). This is likely due to the large number of established companies servicing the mining industry in WA and NTO's head office location in Perth. Capacity in the Northern Territory to participate competitively in procurement tenders may also be a factor.

There has been no significant change in NTO's Northern Territory spend as a percentage of all states and territories since 2014 (Figure 7).

Table 1 NTO procurement spending (AU\$) by State / Territory (2017 and 2014)

State / Territory	2017	2014
WA	261,387,561	180,020,848
QLD	44,885,246	43,725,759
NT	39,612,975	30,552,861
NSW	34,536,044	18,458,014
VIC	18,992,735	13,869,649
SA	11,986,511	3,155,893
TAS	1,370,018	200,184
ACT	39,660	7,279
State not specified	6,455,344	7,353,462

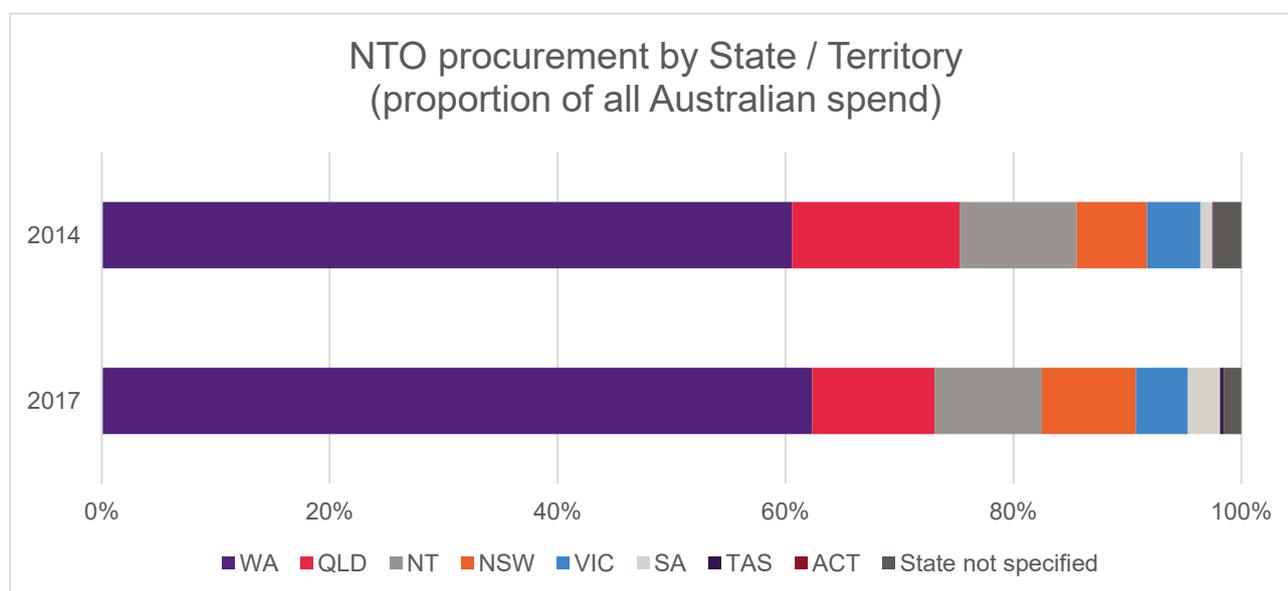


Figure 7 NTO procurement spending by State / Territory (proportional)

2.2.3 Business survey

The study team conducted a business survey of seven of NTO's local suppliers. The purpose of the survey was to understand the impact of the mine on those business (see Chapter 3, Study methods). This section reports the key findings of that survey. Only major suppliers were targeted; seven of ten companies contacted consented to be part of the survey. In total, the seven businesses represented 82% of all local procurement spend. Sectors represented included:

- Building materials and construction
- Mechanical services
- Engineering and fabrication
- Labour hire
- Vehicle parts.

For each business, annual revenue (from all sources) in 2017 ranged from \$3 million to \$39 million.

NTO's contribution to business revenue

Combined, the seven businesses generated \$84.89 million in 2017. Of this revenue \$27.74 million from NTO procurement (33%). That is, a third of the aggregate revenue of these businesses came from NTO, indicating the significance of NTO to their operations.

Figure 8 shows the revenue generated for by NTO and other sources, for six companies who were willing and able to share their revenue data. The companies have been de-identified. Company D obtained approximately 70% of its revenue from NTO in 2017; Company F obtained 50%.

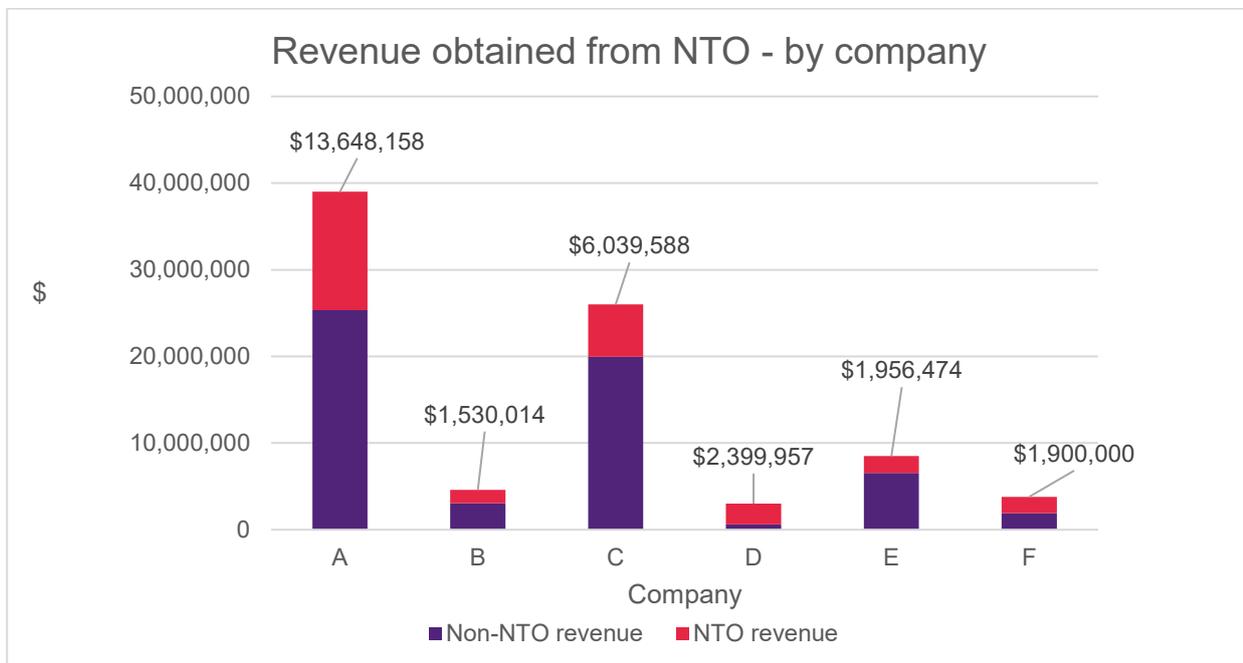


Figure 8 NTO procurement spending – business surveyed

When asked to estimate the impact on their businesses in the event of mine closure or loss of contract, all companies selected 4 or 5 out of 5, indicating they believed this would have a 'significant' or 'very significant' impact on their business. All but one reported that they believed they could survive a sudden loss of business but this would lead to lay-offs. None of the companies surveyed had strategic plans in place for mine closure.

Supplier relations with NTO

Similar to the perceptions of NTO's other key stakeholders in the Tanami, most of the businesses reported that while they felt they had good relationships with NTO overall, communication was sometimes a problem. One company suggested 'more face-to-face time' would help them understand NTO's expectations, while another was concerned that NTO would think that they were raising prices, when the reality was that the costs of doing business in the Northern Territory are higher than in other states – something they were unsure NTO fully appreciated because of limited engagement. Another company felt communication was a problem because there were never sure who they were supposed to be dealing with on site, given that there were no 'owners' of plant etc. The same company reported: 'We really don't know how NTO perceives us – we don't know where we sit'. Another felt that NTO lagged behind the other big miners operating in the Northern Territory in terms supplier relationships. This company explained that the other big mining companies in the Northern Territory make an effort to their key suppliers when visiting Alice Springs or Darwin, but NTO does not do this.

Perceptions of NTO's contribution to business

NTO's supply chain involves companies based in the Northern Territory but far removed from the Tanami. Consequently, it is not surprising that few people who participated in the business survey were aware of the contribution NTO makes to Northern Territory businesses. The perception survey reflects this finding. When asked to assess NTO's impact with regard to business opportunities in the Tanami, few respondents stated that it was positive.

The perception survey also elicited the basis of respondents' perceptions. It found that respondents wanted to know more about NTO's procurement activities. Those who responded 'positively' cited NTO's spending at the art centres, and fuel purchased by employees travelling to The Granites on the Tanami Highway. Those who provided 'neutral' and 'negative' responses similarly indicated a lack of awareness about NTO's procurement activities. Comments included:

- 'There are some opportunities, but the mine should be doing more'
- 'I am not aware of any [procurement]. It is an area where they could do a lot of things but they don't'
- 'They talk about it [local procurement], but I haven't seen anything'.

2.3 NTO regional employment

This section reports NTO employment practices, with a focus on Indigenous employment. Newmont's policies and standards are set out, followed by a snapshot of NTO's workforce and a description of employment practices at the site level.

2.3.1 Policies, standards and planning

Newmont's corporate policies do not specifically cover Indigenous employment. The *Sustainability and Stakeholder Engagement Policy* (20 April 2016) commits the company to 'generating resources, sharing knowledge, building capacity, and contributing to meaningful partnerships to enhance positive development outcomes in the communities where we operate'. This commitment explicitly includes 'local community economic development opportunities' and 'employment'.

Newmont's corporate standards (as distinct from their policies) do provide for preferential employment opportunities for Indigenous peoples and local communities. The *Indigenous Peoples Standard* (January 2018), for example, obligates sites to 'design and implement preferential local employment and procurement programs to benefit Indigenous Peoples' (paragraph 2.4.2).

The *Local Procurement and Employment Standard* (January 2018) provides a detailed framework for sites to design, implement, and monitor local procurement and employment programs, in order to promote:

- Local employability and skills development
- Diversity of workforce
- Small business development for locals, indigenous, women and/or minority business owners
- Sustainable business opportunities.

Site-level arrangements for undertaking local recruitment, training programs, capacity-building training, and performance monitoring are required. Sites are also required to define workforce classifications (target groups) and skill levels, which at minimum include setting out classifications (locality, indigenous, women, and minorities) and skill levels (unskilled, semi-skilled, skilled, and professional).

2.3.2 Snapshot of NTO workforce

This section provides a snapshot of NTO’s workforce, using employment data provided by NTO. This dataset (dated 26 January 2019) provides information for a cohort of 604 employees.

Gender and Indigenous status

The data recorded 89 employees (15%) as having an Indigenous background, 306 (51%) were non-Indigenous, and the remaining 209 (35%) did not disclose their ethnicity (Figure 9). Most employees (85%) were men.

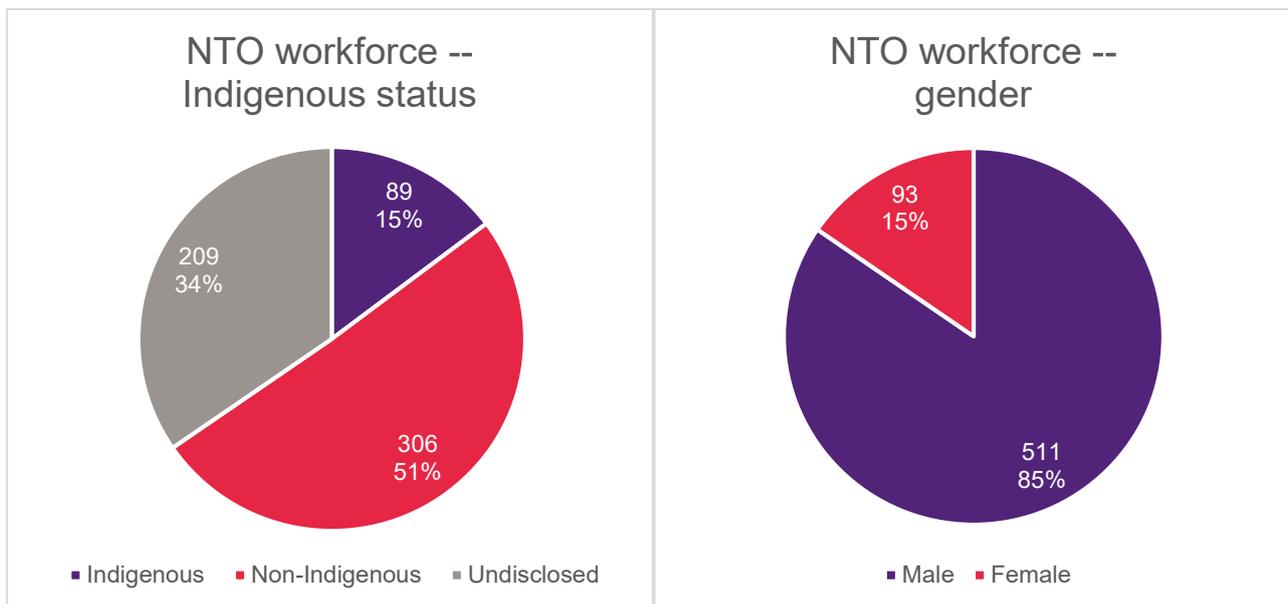


Figure 9 NTO workforce: gender and Indigenous status (whole workforce)

As shown in Table 2 (reading across the rows), the male-to-female ratio is similar for the Indigenous and non-Indigenous segments of the workforce. Between a quarter and a third of all male employees is Indigenous – proportionally similar to the Indigenous representation among female employees (reading down the columns).

Table 2 Gender by Indigenous status and vice versa

Indigenous status	Male	Female	% female (by Indigenous status)
Indigenous	73	16	18%
Non-Indigenous	246	60	20%
Undisclosed	192	17	8%
% Indigenous (by gender; discounting undisclosed Indigenous status)	30%	27%	-

Place of residence

Figure 10 shows the place of residence by State and Territory. Most of NTO’s employees reside in Western Australia (40%) and the Northern Territory (38%), with Queensland (14%) as the third most commonly listed. This distribution reflects NTO’s points of hire in Alice Springs, Darwin, Perth, and Brisbane.



Figure 10 NTO workforce – State / Territory of residence

However, residency information in this dataset must be used with caution. The residency information does not reflect where employees have *come from* at the time of hire – only where they live at time of employment. For example, an employee might relocate to Alice Springs after starting work. An Alice Springs address would therefore be recorded, even though the employee might have come from a Priority Community, or other community in the Tanami area of influence.

Not recording an employee’s home community at time of hire makes it difficult to track NTO’s recruitment from the Tanami area of influence and the Priority Communities. For example, NTO staff indicated during consultations that three or four employees were from the Priority Communities (see Chapter 8, Local economic activity). Figure 11, which shows NTO’s workforce by area of influence according to residential address, indicates that there are no employees from the Priority Communities. This is not true, given that at least one employee from the Priority Communities was identified by the study team. Similarly, only one employee was recorded as residing in the Tanami area of influence (Yuelamu); there are likely more employees from this area than the employment dataset currently suggests.

NTO’s employment impact could be monitored more easily if employment data included employees’ home community at time of hire, as well as their residential address once employed.

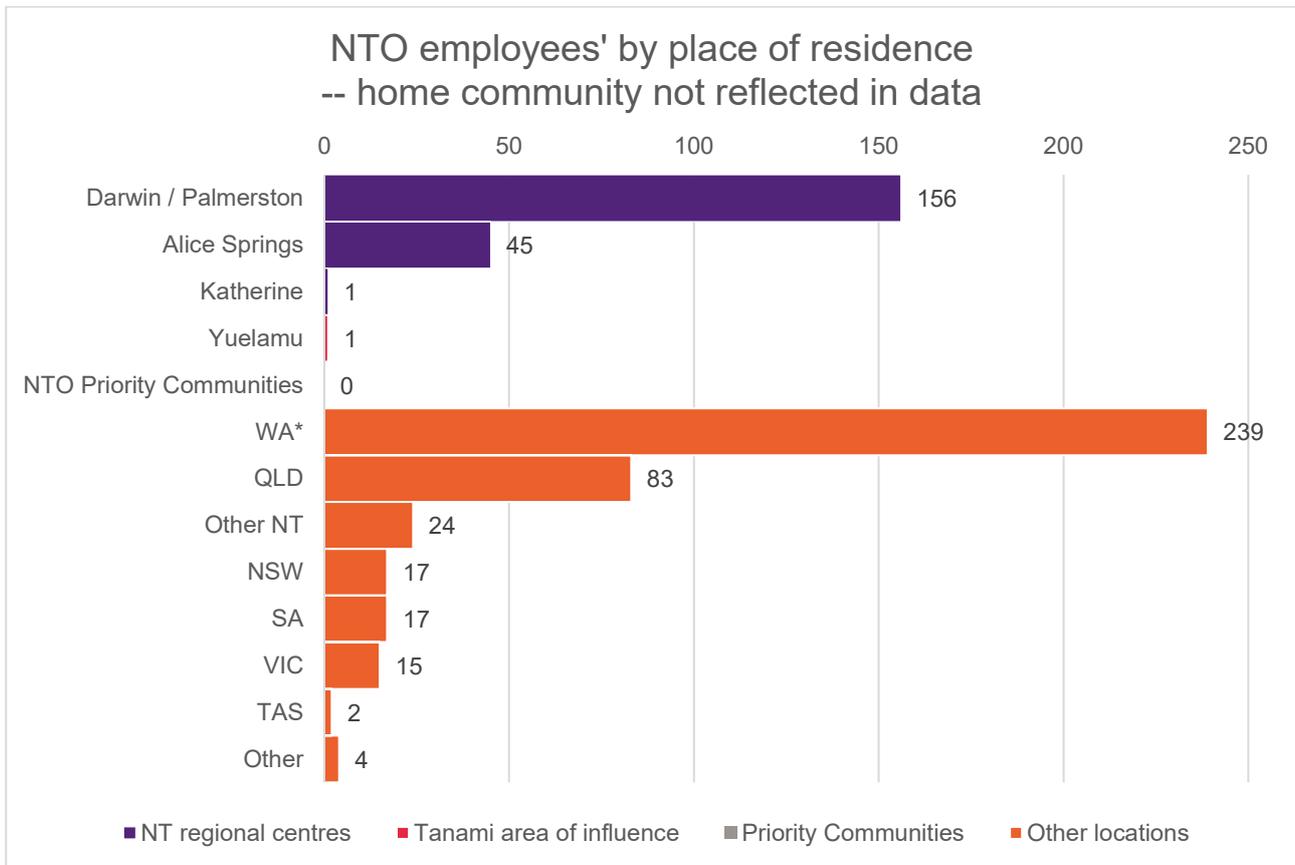


Figure 11 NTO workforce – place of residence does not capture NTO recruitment from Priority Communities or Tanami area of influence

Length of service and age

Length of service (Figure 12) can be used as an indicator of workforce retention. In both Indigenous and non-Indigenous segments of the workforce, the majority has been employed at NTO for less than five years. On average, Indigenous personnel were recorded as working at NTO for longer than non-Indigenous personnel. The average (median) length of service for Indigenous persons was recorded as 2.7 years, compared to 2.2 years for non-Indigenous employees. The overall median length of service was 4.4 years.

These averages should be treated with caution because they account only for individuals who nominated their Indigenous status. Those who did not disclose Indigenous or non-Indigenous status make up over a third of the employment dataset, and they tend to be longer-term employees, having worked at NTO for nearly 9 years on average. Knowing the Indigenous status of these employees could significantly change the averages calculated in the preceding paragraph.

The age profiles of Indigenous and non-Indigenous segments of the workforce are similar (Figure 13). Workers between 25 and 34 years comprised the biggest age group in both segments. Indigenous workers are slightly younger on average. The median age of those who did not disclose their Indigenous status is considerably older than either segment. The age profiles shown could change significantly if Indigenous status were disclosed. The overall median age is 41 years.

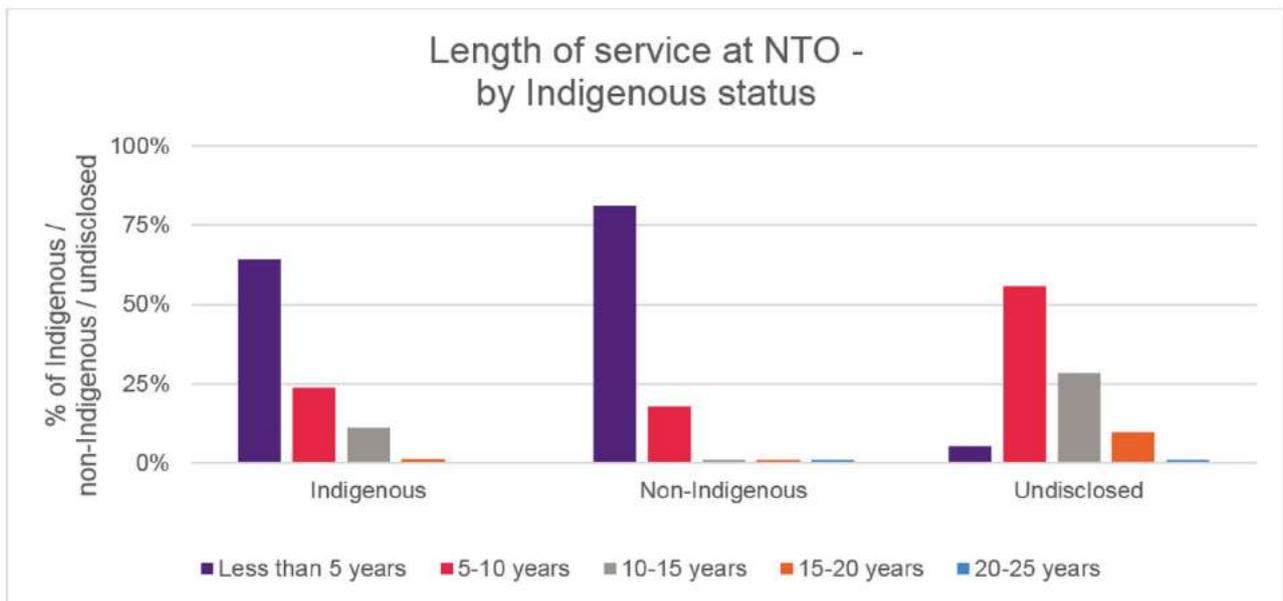


Figure 12 Length of service within NTO workforce – as percentage of Indigenous, non-Indigenous and undisclosed segments of the workforce

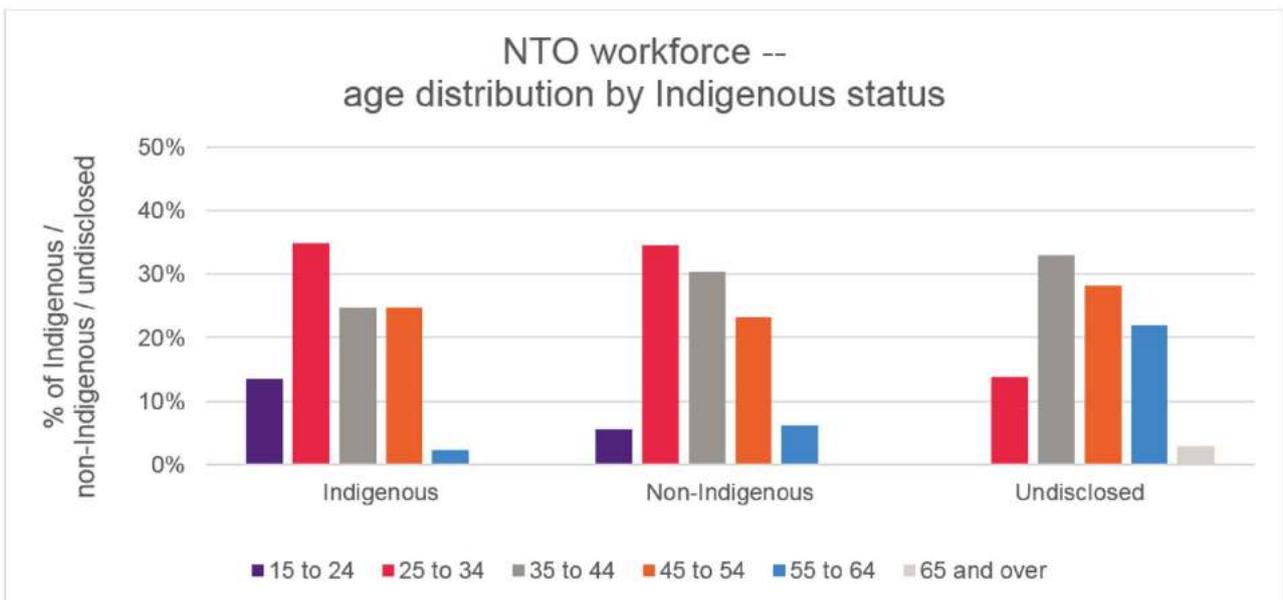


Figure 13 Age of NTO workforce – as percentage of Indigenous, non-Indigenous and undisclosed segments of the workforce

Roles and responsibilities

Figure 14 presents job categories, by Indigenous and non-Indigenous status. Most employees (Indigenous and non-Indigenous) work in mine operations and mine maintenance (mechanical and electrical). Non-Indigenous employees tend to work in a wider range of jobs than Indigenous employees.

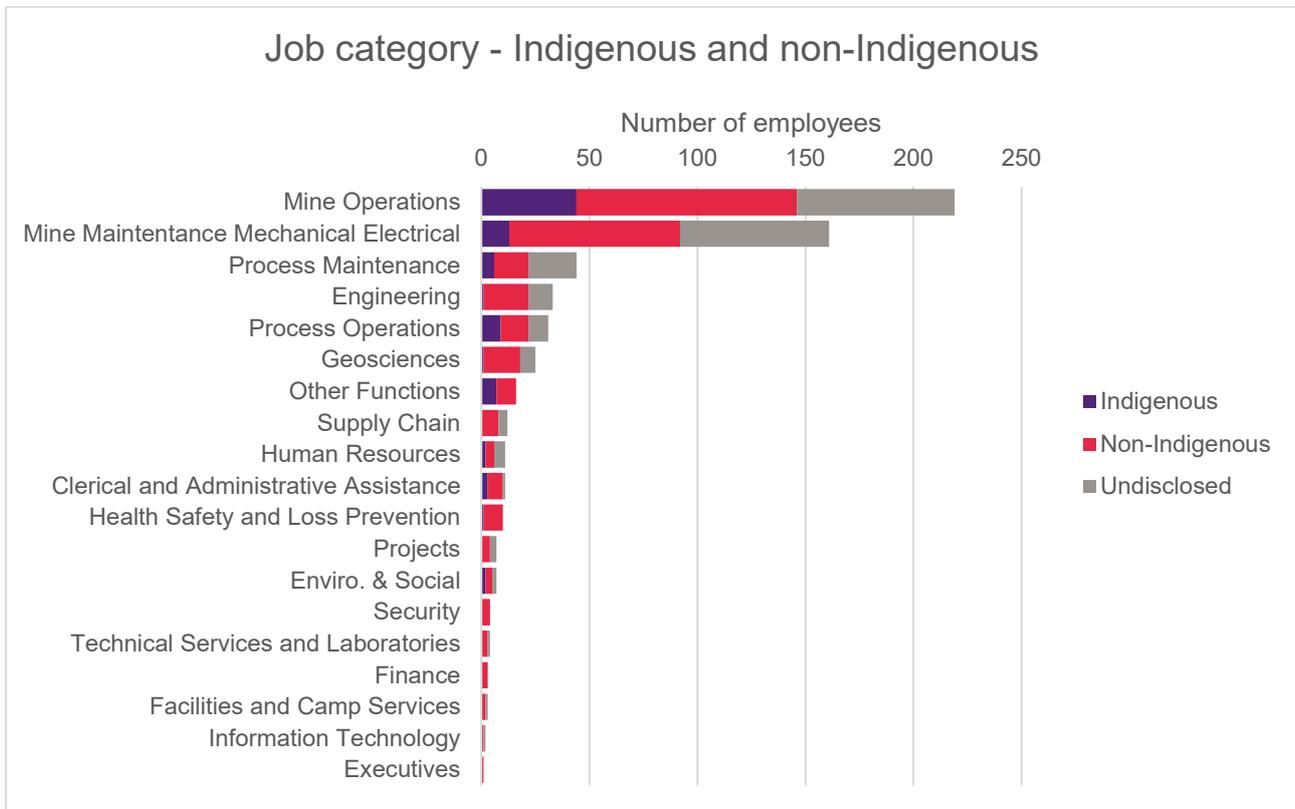


Figure 14 Job categories within NTO workforce

2.3.3 NTO recruitment process

NTO’s general recruitment is open to all potential candidates, including Indigenous persons and members of the Priority Communities. Most opportunities for direct employment are advertised online, with applications are accepted via an online system. Using online platforms tends to exclude or discourage people with no internet access or limited computer literacy. The CLC does support Indigenous candidates by providing access to computers and internet and support in completing online application forms. The CLC also refers candidates directly to NTO. Every month, NTO provides Indigenous employment data to the CLC, and every week, the CLC employment unit is included on an email that advertises vacancies.

NTO organises recruitment drives in its key points of hire – namely, Alice Springs and Darwin. Recruitment drives are followed by screening of candidates at Assessment Centres. Once screened, potential employees’ names are stored by NTO. If an appropriate position becomes available, managers are encouraged to review this pool of candidates first when making hiring decisions.

Direct hire is only one of several pathways for entry into the NTO workforce. Three key initiatives have been established to facilitate Indigenous recruitment into NTO: the Yapa Crew, Indigenous Employment Pathways (IEP), and the Indigenous Training and Familiarisation Program (ITFP). The Ten Year Plan (TYP) encompasses actions that intersect with these initiatives. Each initiative is discussed below.

2.3.4 Yapa Crew

Overview of Yapa Crew

The Yapa Crew was established in 2008 and provided workers to NTO as a community-based labour-hire contractor. Initially, the Yapa Crew was managed and supervised by the NTO Community Relations

Department⁸ – a precursor to the current Stakeholder and External Relations (S&ER) Department – and operated in parallel but outside of the mine’s main operational divisions. It offered a range of labouring and semi-skilled services across the mine on an ‘on-need’ basis. The Yapa Crew was designed to offer a flexible, culturally sensitive and supportive environment for local employees. As discussed in the 2013 SIA, following initial success, support for the Yapa Crew waned over the course of 2011 and the crew was eventually disassembled, reflecting the economic outlook of the mine’s at the time.

In mid-2015, an Alice Springs-based company, Green Glass Consulting, was contracted to re-establish the Yapa Crew. The reinvigorated program was similar to its previous version in that it is aimed at providing Warlpiri people a pathway to full-time employment. It is the primary entry-level pathway to full-time employment at NTO.

Figure 15 is a conceptual diagram of the Yapa Crew model provided by Green Glass Consulting. The target populations are stated as Lajamanu, Yuendumu and Yuelamu (spelt ‘Yuelumu’ in the diagram), and other Warlpiri communities.⁹ Crew members undertake grounds maintenance, land management, and other tasks. NTO may employ crew members; otherwise, crew members can continue working with the Yapa Crew.

Crew members are employed on casual contracts. The ability to draw from the pool allows for flexibility in deployment schedules and means that crew members can take time off as needed (e.g. for a break or to tend to family or cultural obligations). Flexibility was identified by interviewees as key to the Yapa Crew’s success.

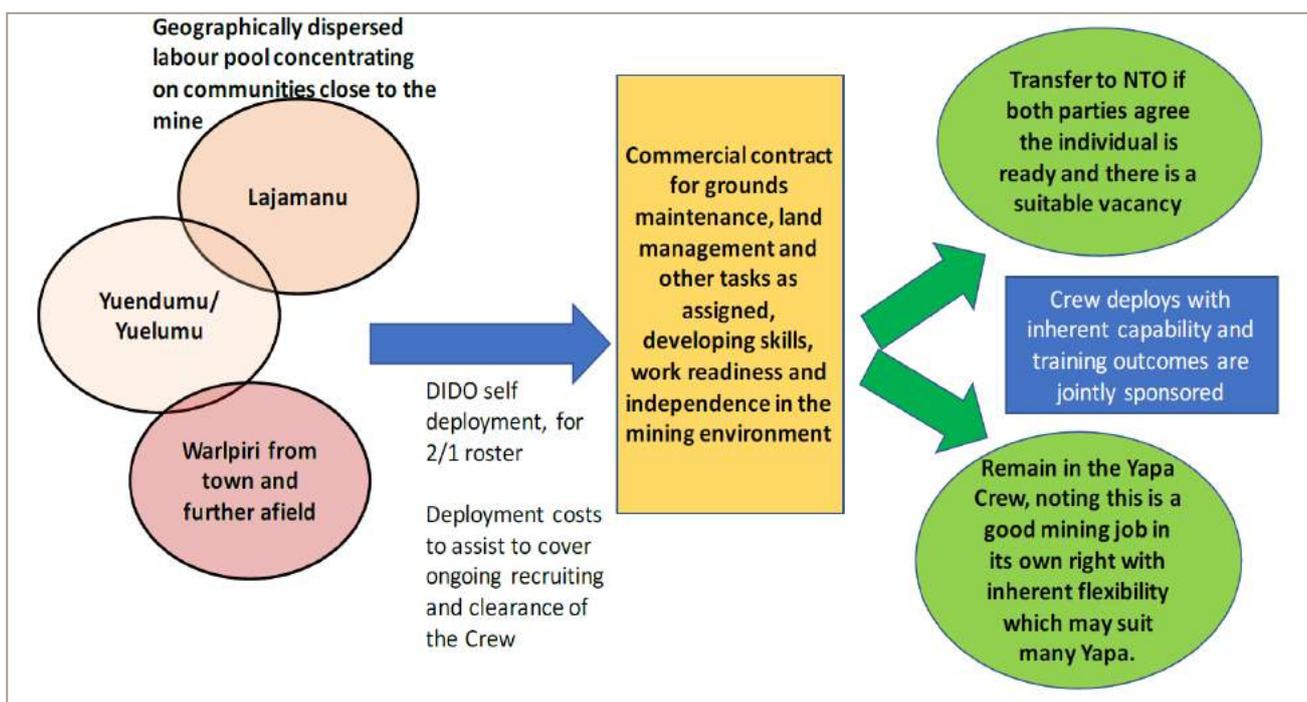


Figure 15 Yapa Crew model as expressed by Green Glass Consulting (undated source)

A crew generally deploys in groups of about six people – typically five members and one supervisor – working two weeks on and one week off. Green Glass facilitates transport for crew members at the start and end of each deployment, including between the Priority Communities and The Granites – an otherwise big challenge for people living in the Priority Communities and wishing to work for NTO.

⁸ A precursor to the current Stakeholder and External Relations (S&ER) Department.

⁹ The Tanami area of influence, defined in Chapter 3 for this SIA, would capture these target communities.

Crew members receive a combination of formal (accredited) and informal training organised and resourced jointly by Green Glass Consulting and NTO. Since 2015 this has included:

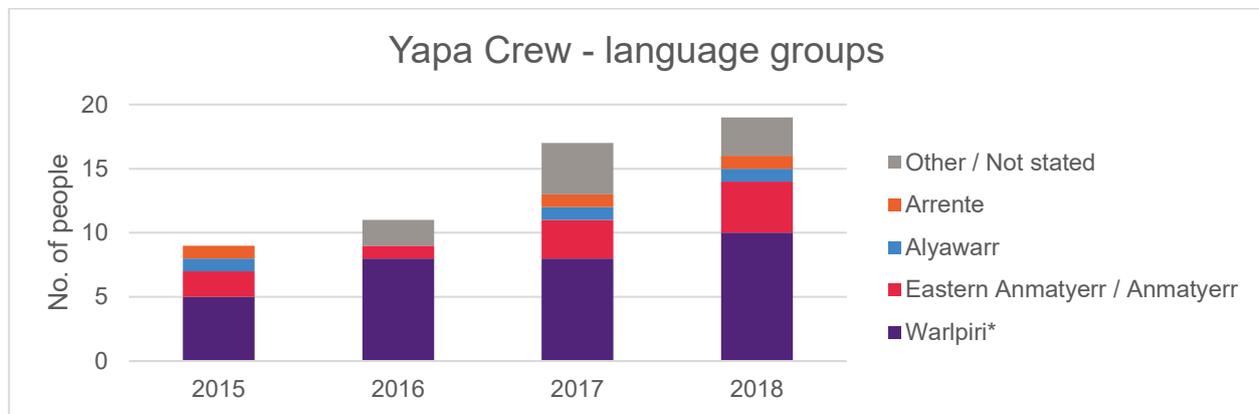
- Skid steer and forklift training
- Work zone traffic management
- Chainsaw and/or chemical users certificate
- Manual handling
- Brush cutter training.

In 2018, a competency verification audit was conducted, as part of NTO's training assurance procedures for competencies obtained off-site.

NTO has renewed or extended (by way of variation) its contract with Green Glass Consulting four times since 2015, with the most recent contract completed in November 2018. NTO is currently undertaking an options analysis process to determine the scope of the next contract, planned for tender in early 2019. Additionally, NTO is recruiting for a full-time Yapa Crew Supervisor as a position within NTO.

Deployment data

NTO provided deployment data from 2015 to 2018. These records were maintained by Green Glass Consulting. Figure 16 shows the total number of people recorded as being in the Yapa Crew for each year since 2015, and their language group. Warlpiri people comprise the majority of Yapa Crew participants, with Anmatyerr and Eastern Anmatyerr, Alyawarr, and Arrente also represented. The total number of participants has increased yearly.



* People listing dual languages including Warlpiri (e.g. Warlpiri / Eastern Anmatyerr) were counted as Warlpiri for this figure.

Figure 16 Total Yapa Crew numbers and language group representation

The total number of participants recorded are higher than the number of those who are actually deployed in any one year. Some are listed but not active; some are transferred to NTO; and some have had contracts terminated. As discussed in Chapter 8 (Local economic activity), of the 19 listed crew members in 2018:

- 2 had been transferred to NTO (via the ITPF – see section 2.3.6)
- 9 had been deployed at least once between August and the end of the year
- 3 had not been deployed at all between August and the end of the year
- 2 had had their contracts terminated
- 3 had no data against their name.

Table 3 shows crew member fluctuations year-by-year. Each year, one or two participants (of a cohort of 9 to 19 persons) are transferred to NTO. A handful resign or are contractually terminated each year, with new crew joining throughout the year. According to field consultations, the longest serving crew member has been with the Yapa Crew since 2015. People stay in the Yapa Crew for around two years.

The deployment data is separated into overlapping and non-consecutive periods of about 2 weeks in duration, likely reflecting overlapping deployments. The arrangement of this data precludes a monthly average. As shown in the table, 4-7 people are deployed in an average two-week period. Consultations confirmed this finding, with interviewees estimating approximately 5 persons deployed at any one time.

Table 3 Yapa Crew recruitment, deployment, transfers, and termination – by year

Year	Crew total	% women	New to Crew	Deployments per period	Transfers to NTO	Resigned / terminated
2015	9	20%	9	5.8	2	1
2016	11	6%	6	4.5	1	4
2017	17	0%	14	6.4	1	3
2018	19	16%*	6	5.6	2	2

* Estimate – male/female breakdown not provided for 2018 deployment data.

Perceptions of Yapa Crew as expressed by members

Members of the Yapa Crew were interviewed as part of consultations for this SIA. The concept of ‘good work’ was discussed – that is, meaningful and satisfying work with clear career progression. One interviewee expressed some dissatisfaction at the repetitive manual labour often undertaken in the Yapa Crew: ‘Yapa Crew does the jobs no one else wants to do’.

The Crew’s roster differs from the one followed by NTO’s direct employees who work eight days and have six days off. This has implications for the Yapa Crew whose primary point of contact in NTO may not be rostered on when they are deployed. Interviewees also expressed confusion as to reporting lines between S&ER (which ‘owns’ the contract with the Green Glass Consulting) and the NTO departments managing specific projects for which Yapa Crew are deployed. According to one crewmember, ‘We are often dealing with different people. This set up makes it difficult to really plan and assess our work’.

Of the crew members consulted in the 2018 fieldwork, many identified training as being ‘good work’ – that is, training is one of the most positive aspects of their jobs. Participants talked about the need for a more systematic training program allowing them to monitor their progress and obtain tickets and certificates. Tickets and certificates are recognised as ‘passes into NTO employment’.

Factors that make direct employment with NTO an attractive option for crewmembers include permanent contracts, further learning opportunities, and regular income. Consultation feedback indicates that pathways towards transfer to mainstream employment are not always clear, which leads to frustration, especially among more experienced crew members, with one remarking that ‘people have given-up in the past, seeing that being on the crew and working was not getting them anywhere. People are sick of waiting for an opportunity’.

The consultations also indicated barriers to transition from Yapa Crew into mainstream employment, some of which are specific to the crew, and some symptomatic of broader issues with Indigenous employment (see Chapter 7, Local economic activity). Crew members enquiring about vacancies are often told that there are no open positions, and that opportunities might open in the future at an unspecified time. Despite their training, they are often underqualified for the positions that do become available.

Green Glass Consulting provides transport for the Yapa Crew, bringing them to and from site. As NTO does not currently offer transport between communities and site, many stated that transitioning to NTO

employment could require relocation to the closest point of hire, Alice Springs. Working at NTO might also mean giving up the flexibility allowed by the Yapa Crew model. These were identified as factors that could discourage some Yapa Crew members from seeking transfer to NTO directly.

Yapa Crew in the Ten Year Plan

'Yapa employment' is one of the three major focuses of the TYP. Action planning for the TYP undertaken in December 2018 included the following actions:

- Build a training and develop program for Yapa Crew members that addresses individual training needs and longer term employment/career aspirations.
- Work with members of the Yapa Crew to develop career plans, identifying potential pathways into the NTO business.
- Document a set of 'on-boarding procedures' so that each new Yapa Crew member is made to feel welcome at start up, and knows where to find support while on the job.
- Identify the most effective means to supervise the Yapa Crew so that there is a varied work program.
- Investigate how the Yapa Crew could best link with the Tanami Rangers that are based at Yuendumu and Lajamanu.
- Explore ways to support the training of a pool of people in communities that can work rosters in the Yapa Crew.

These actions reflect some of the perceptions recorded as part of this SIA (above), and the discussion at the action planning workshop in December 2018.

2.3.5 Indigenous Employment Pathways

In 2018, NTO developed an *Indigenous Employment Pathways (IEP) Steering Committee Action Plan*, which aims to increase Warlpiri employment. The IEP Steering Committee comprises internal sponsors with responsibility for key areas of the mine's operation, who champion Indigenous employment across NTO (including for business partners). The Steering Committee is described as 'an interdepartmental team driving continuous improvement in Indigenous Employment outcomes at NTO, with particular attention to local-local Warlpiri employment.'¹⁰

The Action Plan activities intersect with the TYP. Activities are categorised as 'quick wins', and mid- and long-term actions.

- **Quick Wins** include: review of the Yapa Crew and the Indigenous Career Pathways; establishment of the Indigenous Mentors Program; development of a plan for community consultations and visits; and development of a formal Indigenous apprenticeships program.
- **Mid-term** action items include: the Tanami Track Transport; Education on life at NTO; Flexible Working Arrangements (Cultural Leave); Community Workshops Initiative; and monitoring business partners' local employment and procurement metrics.
- **Long-term** considerations are centred on Social Enterprise Support.

Overall, the plan identifies 13 actions. At the time of the consultation, many of the 13 actions have been initiated and were in progress. Of these, one action relates specifically to 'Indigenous Career Pathways'. This action is subdivided into six specific 'action items':

- Document and communicate career pathways including those opportunities once employed, across departments. Include identified 'feeder departments'

¹⁰ NTO Indigenous Employment Pathways Steering Committee Team Charter.

- Develop and implement systems to consult with, monitor and track career opportunities for existing Indigenous employees
- Ensure there is a system to identify Indigenous employees success factors and a new performance management system
- Build on existing training competencies for Indigenous trainees and investigate options for an externally recognised qualification to be included in the program
- Improve management of local recruiting and on-boarding process within HR, linking with CLC requirements
- Investigate options for pathways to professional, supervisor and above level positions for local-local Indigenous employees

The establishment of the IEP Steering Committee and Action Plan signal a commitment by NTO to improve Indigenous employment.

2.3.6 Indigenous Training and Familiarisation Program (ITFP)

NTO's Indigenous Training and Familiarisation Program (ITFP) is an on-the-job training program, implemented by the S&ER Department. Trainee positions are available for within the Underground Mining Department, as well as Geology (Core Shed), Maintenance, and Supply. The traineeship is undertaken over 12 months, and trainees are expected to transition into full-time roles within host departments at the end of the traineeship. NTO has recently increased the number of ITFP positions from 8 to 12, and is continuing to develop and extend the program.

ITFP recruitment data for 2017/2018 indicates that over 30 applications had been received. Nearly three-quarters were referrals from the CLC. Others were referred privately or recruited from community. Trainees' home communities were not recorded in the dataset provided to the study team for this SIA.

3. Regional workforce characteristics

The section aims to identify economic patterns at a regional scale. Data for this chapter was sourced primarily through the 2016 Census. The chapter first presents a statistical snapshot for the two areas of influence, presenting Census data for:

- Labour force status (Indigenous and non-Indigenous)
- Labour force status (by gender)
- Employment by industry
- Participation in the Community Development Program (CDP)
- Aboriginal educational attainment (an indicator of readiness to access future opportunities).

The key point of this section is to provide statistical indications that labour force participation in the very remote Tanami area of influence is low compared to Northern Territory regional centres. This creates a challenge for NTO to boost employment (particularly Indigenous employment) in the Tanami area of influence.

3.1 Labour force participation – Indigenous and non-Indigenous

Labour force participation is an indicator of the potential workforce available. The labour force includes people who are employed, or otherwise willing and able to work. Specifically, the 2016 Census defines 'labour force' as including people aged 15 years and over who:¹¹

- Work for payment or profit, or as an unpaid helper in a family business, in the week prior to the Census
- Have a job from which they are on leave or otherwise temporarily absent
- Are on strike or stood down temporarily, or
- Do not have a job but are actively looking for work and available to start work.

The labour force includes employed and some unemployed people. It excludes those who:¹²

- Were actively seeking work, but were *not* available to start work in the reference week
- Wanted to work and available to start work within four weeks, but were *not* actively looking for work
- Wanted to work but neither actively looking for work nor available to start work within four weeks, or
- Did not want to work.

Table 4 shows the size of the population aged 15 years and over, in the Tanami area of influence and Northern Territory regional centres. This data is provided as the demographic basis for labour force statistics. The Tanami area of influence is predominantly Indigenous (89% of the population aged 15 years and over), although the outlier is Tanami (a census unit equivalent to a suburb), which is both smaller than the other towns and predominantly non-Indigenous. By contrast, when populations are aggregated, Northern Territory regional centres are largely non-Indigenous (15%). There is significant variation between regional centres.

Table 4 Population aged 15 years and over – Tanami area of influence & NT regional centres

	Non-indigenous	Indigenous	Total	% Indigenous
Tanami area of influence	134	1,108	1,242	89%
Daguragu	0	225	225	100%
Kalkarindji	36	292	328	89%
Tanami (NT)	54	5	59	8%
Yuelamu	10	169	179	94%
Balgo	30	280	310	90%
Mindibungu	4	137	141	97%
NT regional centres	136,301	23,737	160,038	15%
Darwin	111,602	11,076	122,678	9%
Katherine	7,075	8,181	15,256	54%
Alice Springs	17,624	4,480	22,104	20%

¹¹ ABS. 2016. Census of Population and Housing: Census Dictionary. 23 August (document 2901.0). Accessed 18 January 2019 at <http://www.abs.gov.au/ausstats/abs@.nsf/Lookup/2901.0Chapter38502016>.

¹² ABS. 2014. Persons Not in the Labour Force. 26 March (document 6220.0). Accessed 18 January 2019 at <http://www.abs.gov.au/ausstats/abs@.nsf/Latestproducts/6220.0Main%20Features2September%202013>.

Figure 17 presents labour force status for the Tanami area of influence and Northern Territory regional centres, as a percentage of the population aged 15 years or over. The Northern Territory regional centres have a far greater degree of labour force participation compared to towns in the Tanami area of influence, where, with the exception of Tanami, the available labour force is no more than a third of the population aged 15 and over. By comparison, the 2019 *Closing the Gap* report indicated that 54% of Indigenous people of working age and living in major cities were employed, and 31% of Indigenous people in very remote areas.¹³

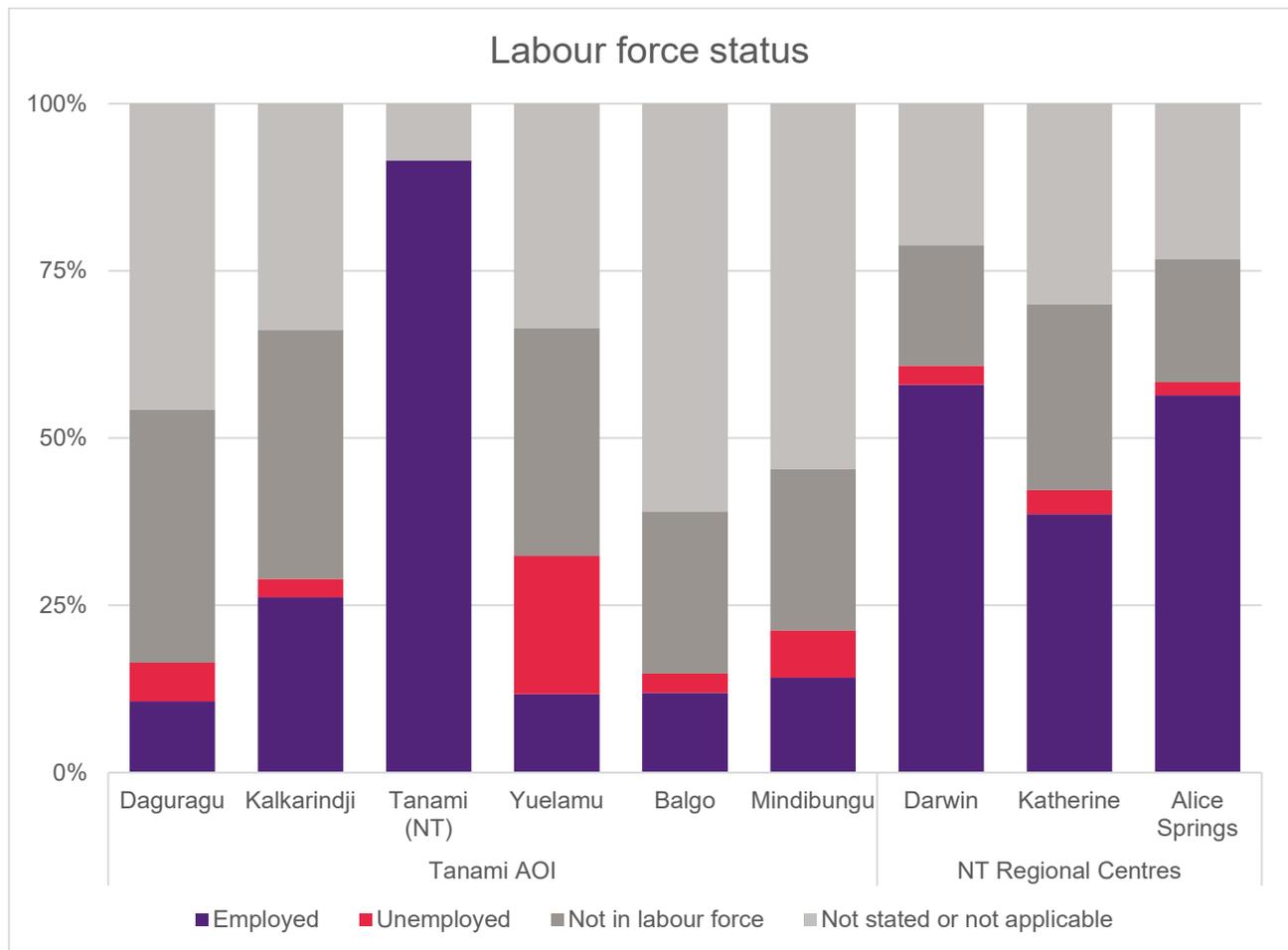


Figure 17 Labour force participation – Tanami area of influence & NT regional centres

Figure 18 and Figure 19 compare Indigenous and non-Indigenous employment. For clarity, they exclude data for people who are not in the labour force, did not state their labour status, or otherwise are not recorded as being in the labour force. Both figures show the proportion of the labour force that is employed (whether full-time, part-time or away from work), against those who are unemployed (but seeking and available for work).

Comparing the two figures, it is clear that Indigenous unemployment rates are higher for both areas of influence compared to non-Indigenous rates. This observation is consistent with *Closing the Gap* statistics showing systemic under-employment of Indigenous persons around Australia compared to Indigenous employment.¹⁴

¹³ DPMC. 2019. 'Closing the Gap Report: 2019'. Department of Prime Minister and Cabinet. Canberra. Accessed 25 February 2019 at <https://ctgreport.pmc.gov.au/sites/default/files/ctg-report-2019.pdf>.

¹⁴ Ibid.

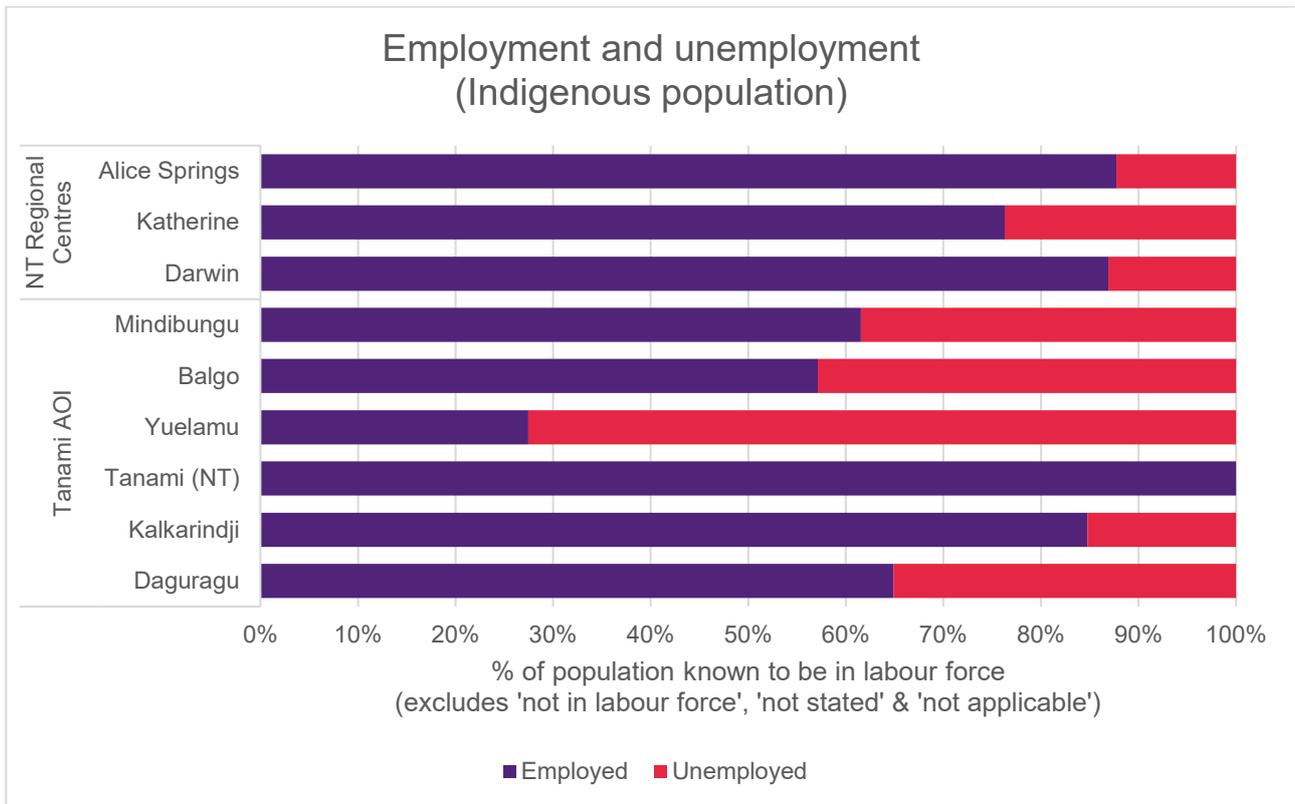


Figure 18 Indigenous employment and unemployment (% of those known to be in labour force)

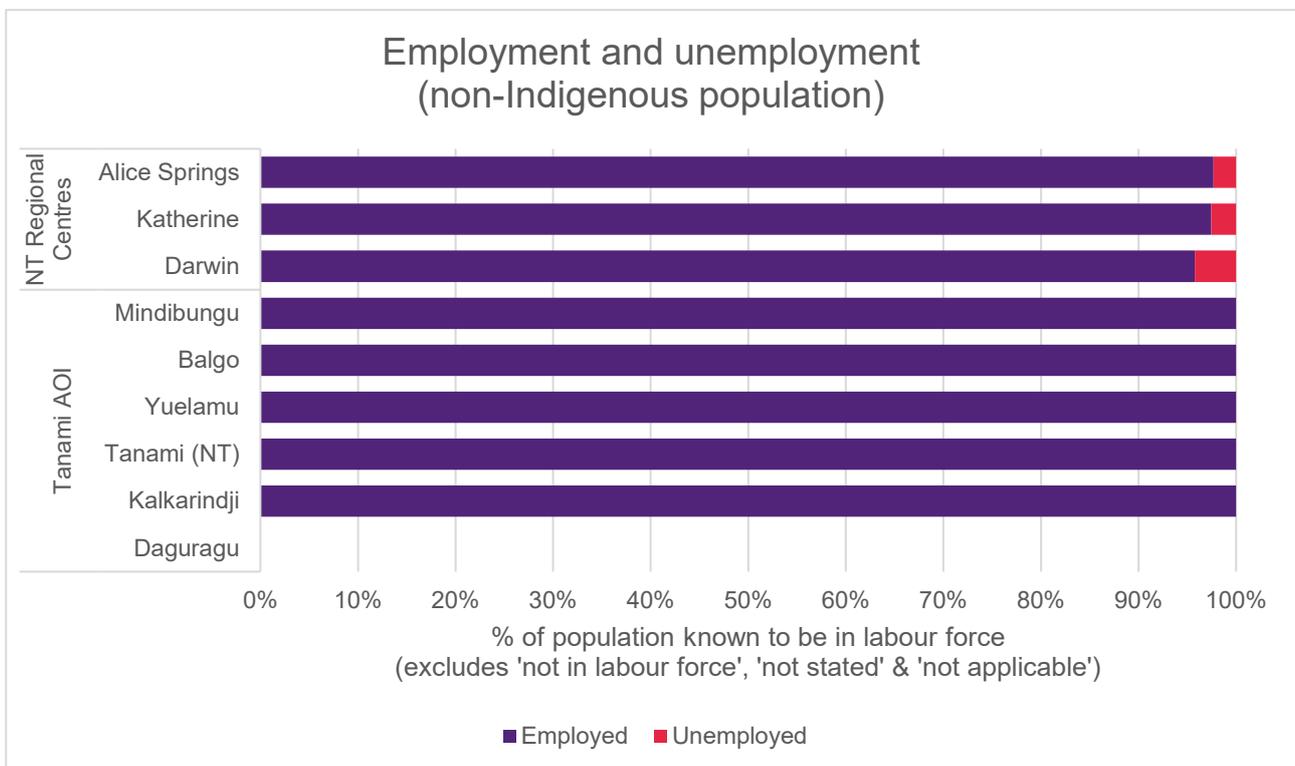


Figure 19 Non-Indigenous employment and unemployment (% of those known to be in labour force)

In addition to having proportionally less people employed, towns in the Tanami area of influence have less full-time employment than the Northern Territory regional centres. Figure 20 shows that, on average, about half the employed Indigenous persons in the Tanami area of influence are working part-time, compared to less than a quarter in the regional centres. This figure reinforces the observations made above, that Indigenous employment lags behind non-Indigenous employment, particularly in the very remote towns of the Tanami area of influence. This figure points to a scarcity of full-time work in the Tanami area of influence.

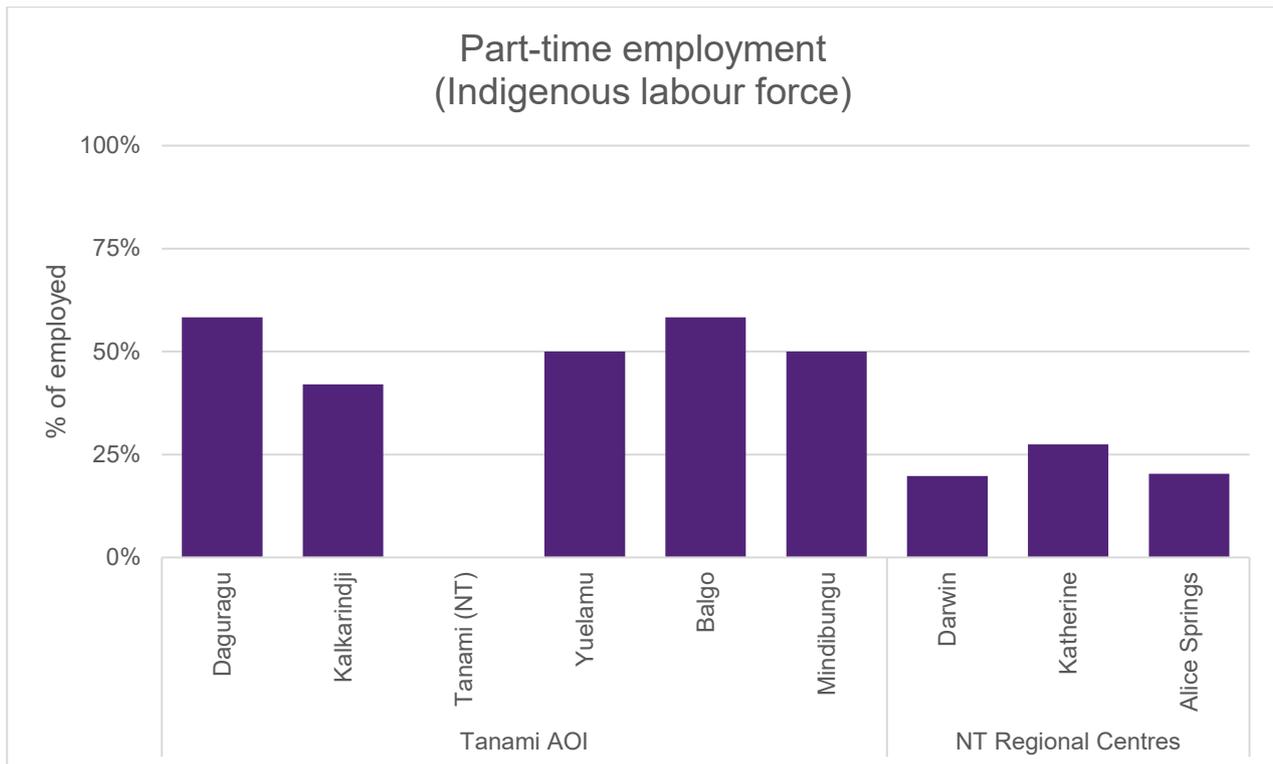


Figure 20 Indigenous part-time employment (as percentage of all employed persons)

3.2 Labour force status – by gender

Figure 21 shows labour force status by gender. In the Tanami area of influence, full-time employment for both males and females are comparable (41% and 46% respectively, as a proportion of those known to be in the labour force). The proportion of women holding part-time positions is nearly double that of men (27% compared to 15%).

In the Tanami area of influence, employment for both genders is proportionally less than in the regional centres. In the regional centres, more men are employed full-time than women (76% compared to 61%, as a proportion of those known to be in the labour force).

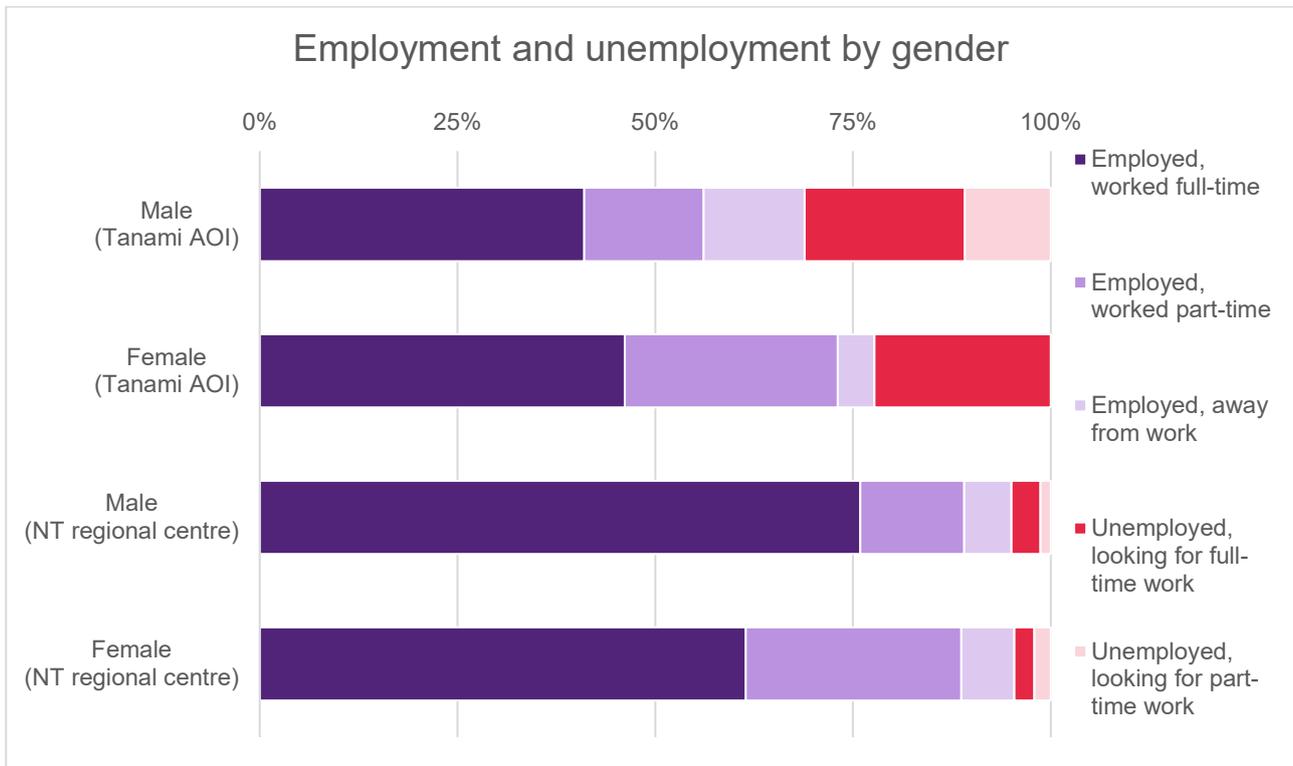


Figure 21 Employment and unemployment by gender

3.3 Employment by industry

Of the Indigenous persons employed at the time of the 2016 Census, a third worked in education and training (Figure 22). Public administration and safety, and healthcare and social assistance were the next most common industries of employment. Fewer than 4% indicated mining as their industry of employment.

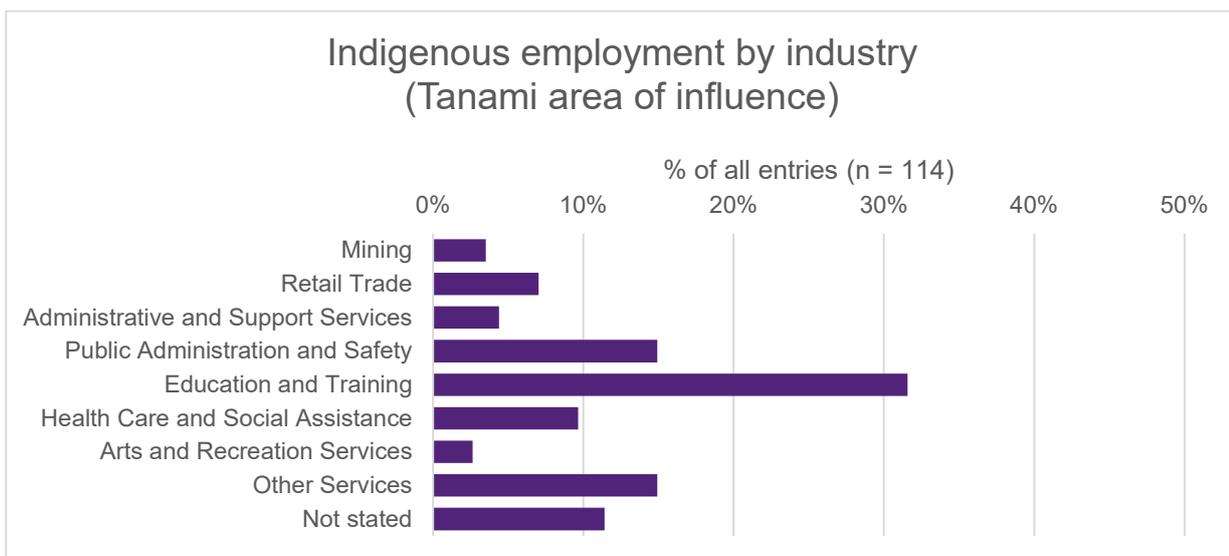


Figure 22 Indigenous employment by industry – Tanami area of influence

3.4 Participation in Community Development Programme

The Community Development Programme (CDP) is a federal government initiative introduced in July 2015. It aims to assist jobseekers in remote communities to build skills and find employment. It replaced the Remote Jobs and Communities Programme, which in turn replaced the Community Development Employment Projects (CDEP) scheme in July 2013.¹⁵

Participants in the CDP were not considered to be employed, but were unemployed or not in the labour force, depending on whether they were actively seeking employment.¹⁶ CDEP participation in the 2011 Census was treated differently from CDP participation in the 2016 Census, making data between the two censuses difficult to compare.

In the Tanami area of influence, a total of 81 participants participated in the CDP. Table 5 shows CDP participation by town. The table expresses CDP participation as a percentage of those either unemployed or not in the labour force. When presented this way, the proportional participation in CDP varies considerably between towns, with participation in Yuelamu only a third of the aggregate rate, compared to participation in Daguragu at over double the aggregate.

Census data on CDP participation should be used with caution. As discussed in Chapter 7 (Local economic activity), some key informants reported that census data drastically under-reports CDP participation. Some suggested that the census question might not have been well understood.

Table 5 Participation in the Community Development Programme – Tanami area of influence

Town	CDP participants	Unemployed (Indigenous)	Not in labour force (Indigenous)	CDP participation as % of unemployed & not in labour force
Daguragu	38	13	85	39%
Kalkarindji	22	9	122	17%
Tanami	0	0	0	-
Yuelamu	6	37	61	6%
Balgo	7	9	70	9%
Mindibungu	8	10	34	18%
Total	81	78	372	18%

3.5 Educational attainment

Educational attainment is an indicator of job readiness. Figure 23 shows educational attainment in the Tanami area of influence compared to the Northern Territory regional centres, as a percentage of population, with 'supplementary codes' (i.e. 'other'), 'not stated' and 'not applicable' excluded. Educational attainment in the Tanami area of influence is predominantly high-school level. Rates of higher education lag significantly behind rates in the regional centres.

¹⁵ ABS. 2016. 'Census dictionary: Community Development Programme Participation'. Australian Bureau of Statistics, Canberra. Accessed 25 February 2019 at <http://www.abs.gov.au/ausstats/abs@.nsf/Lookup/2901.0Chapter1652016>.

¹⁶ Ibid.

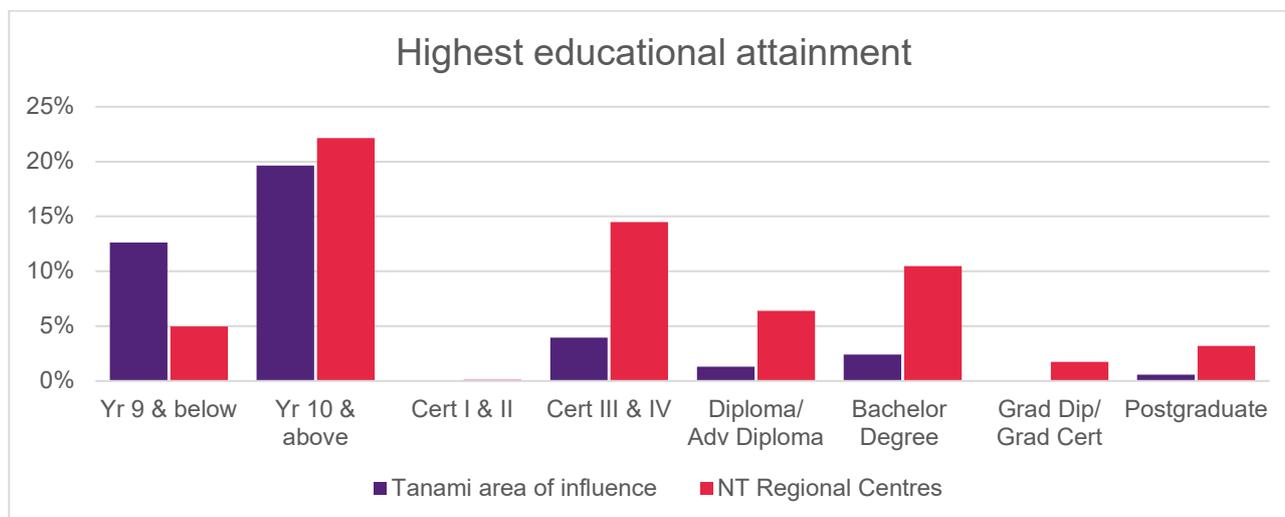


Figure 23 Educational attainment – Tanami area of influence & Northern Territory regional centres

4. Tanami IPAs and Ranger program

This section presents an overview of the Tanami Indigenous Protected Areas (IPAs) and associated Ranger groups, and NTO's interaction with the Ranger program. An IPA is 'an area of Indigenous-owned land or sea where traditional Aboriginal owners have entered into an agreement with the Australian Government to promote biodiversity and cultural resource conservation'.¹⁷ There are two Tanami IPAs – the Northern Tanami IPA (approximately 40,000 square kilometres) and the Southern Tanami IPA (100,000 square kilometres).

The purpose of this section is to explore the potential for the Ranger program to be developed further, as a way of NTO extending its regional economic impact. Across the Northern Territory, as well as other parts of Australia, Ranger programs have been highly successful initiatives for managing country and cultural connections while providing rewarding employment and professional development for Indigenous people.

4.1 Engagement by NTO with the Tanami Rangers to-date

The Tanami IPAs and associated Ranger groups existed at the time the 2013 SIA was conducted. The Southern Tanami IPA recognised NTO as a 'key community partner organisation'. Using fire was identified as a key land management strategy. In the Southern Tanami IPA Plan of Management,¹⁸ one of the objectives was to contribute to collaborative fire planning and management between regional stakeholders:

Objective 3.2.3(b): Develop and implement a fire management strategy in partnership with Newmont Tanami Operations toward the mutually inclusive goals of enhancement of cultural and ecological values and protection of mining infrastructure assets within the South West Tanami Desert [Sites of Conservation Significance]

The Plan also noted that, in 2011, NTO contracted the Tanami Rangers to conduct environmental works as part of the site's environmental monitoring and compliance requirements. At other times, the Tanami

¹⁷ CLC. Undated. 'Indigenous Protected Areas'. Central Land Council. Accessed 26 February 2019 at www.clc.org.au/index.php?/articles/info/indigenous-protected-areas.

¹⁸ CLC. 2012. 'Looking after Our Country: Southern Tanami Indigenous Protected Area Plan of Management'. Central Land Council. Accessed 26 February 2019 at www.clc.org.au/files/pdf/Southern-Tanami-IPA-Plan-of-Management.pdf.

Rangers conducted environmental programs related to mine site rehabilitation, weed control and dingo management.

In exploring opportunities under the Southern Tanami IPA, the CLC and NTO reportedly discussed ‘a range of contract-based opportunities that will help broaden the funding base of the Warlpiri Ranger program and allow NTO to meet many of its basic environmental monitoring and compliance requirements’,¹⁹ including:

- Weed mapping and management
- Groundwater monitoring
- Waste management
- Fire management (infrastructure protection)
- Biodiversity monitoring
- Mine site rehabilitation.

The other area of significant previous engagement was over the Tanami Regional Biodiversity Monitoring program, launched in 2005. NTO partnered with the CLC, North Tanami (then ‘Wulain’) Rangers, and ecologists to develop an on-going program to monitor biodiversity at a regional scale.²⁰ A system of 89 regional sampling sites was established that covered the range of ecological land units along with control sites. Initial sampling was conducted annually, then every third year. The objective was to measure the cumulative impact of NTO’s mining and exploration. NTO supported the Rangers to undertake the sampling program up until 2012 when the last survey was undertaken.

The 2013 SIA noted the significance of NTO’s engagement with Rangers over the Tanami Regional Biodiversity Monitoring program. It noted NTO’s engagement of the Rangers for work on the mine between 2008 and 2010, but noted key barriers in continuing such engagement: reportedly, ‘charge-out cost was the biggest problem along with other hurdles such as meeting site OH&S and medical requirements’.²¹

Despite recommendations in the 2013 SIA to explore opportunities for expanded engagement and to ‘engage with the CLC to identify opportunities for involving Aboriginal Ranger groups in environmental management of the mine’,²² no active engagement with the Rangers on environmental or rehabilitation work at the mine was evident at the time of the 2018 consultations. No single reason was discernible for the hiatus over engagement. A contributing factor may be the CLC’s focus on securing on-going funding of the Ranger program at the time and that it was exploring models to host a growing number of Ranger groups in the CLC region.²³ Mining industry downturns may have contributed to increased cost sensitivities over NTO procuring external environmental services.

Over this period, however, discussions between NTO and CLC have ensued over the future of the Tanami Regional Biodiversity Program. In 2018, NTO entered into a data sharing agreement with CLC to enable the public release of biodiversity monitoring data as well as committing to support the independent review of the data by the University of Sydney that will inform the future of the program and any further collaboration.²⁴

¹⁹ Ibid.

²⁰ Stoll, J, Barnes, R, & Fowler, B. 2005. ‘The Tanami Biodiversity Strategy - Aboriginal and Industry Partnership in Biodiversity and Conservation’. Paper presented to MCA Sustainable Development Conference 2005: People, Place, Prosperity.

²¹ See Text Box 5 of the 2013 SIA (p. 59).

²² Ibid.

²³ CLC. 2014. *Annual Report 2012–2013*. Central Land Council.

²⁴ Following ordering of the data sets by researchers at the University of Sydney, the data was made publicly available on July 2018 through TERN. See ‘Australia’s land ecosystem observatory’, available online at www.tern.org.au.



Plate 1 Warlpiri Rangers school country visit support team (Photo: CSRM)

4.2 Future engagement by NTO with the Tanami Rangers

This section considers how NTO might engage with the Tanami Ranger program in future. Future engagement is material because Traditional Owners have expressed a desire to engage with NTO on environmental management services, driven by the mine's long-term operational outlook. The Warlpiri's intent to engage with NTO is captured in the 2015 update of the North Tanami plan of management,²⁵ an objective of which is to support increased Warlpiri employment in mining, including:

- 'Establishment of suitably trained Yapa [Warlpiri] work teams to undertake environmental service delivery contracts (weed and fire management, feral animal control, biodiversity survey and monitoring, ground water monitoring and site rehabilitation) on mining lands or pastoral stations in the region'
- 'Reactivation of investment in, and commitment to, a biennial schedule for the Tanami Biodiversity Monitoring Program by Newmont and other relevant mining companies to provide contract-based employment for rangers and other Yapa'
- 'Development of secondment opportunities for rangers or work experience placements for Yapa in mining and pastoral organisations in the region'.

The above-listed objectives align with NTO's commitments to employment from the local communities, to sustainable development, and to leave a positive legacy for future generations through proactive engagement and partnerships with communities.²⁶ This section discusses how changed circumstances since 2013 provide insights and new opportunities into how best to pursue mutually beneficial outcomes between NTO and the Ranger program.

Stability of funding of the CLC's Ranger program

Since 2010, the Ranger program has operated under a consolidated funding model with relative security. While there is typically a period of uncertainty as the contract period ends, funding agreements are generally

²⁵ CLC. 2015. 'Keeping country alive and healthy: Northern Tanami Indigenous Protected Area Plan of Management'. Central Land Council. Accessed 26 February 2019 at www.clc.org.au/files/pdf/Northern_Tanami_IPA_Plan_of_Management.pdf.

²⁶ Newmont's Sustainability and Stakeholder Engagement Policy, April 2016.

renewed by the Australian Government. In April 2018, the five-year 'Working on Country' agreement with the Department of Prime Minister and Cabinet was extended for a further three years to June 2021.²⁷ This agreement covers nine ranger groups in the CLC administrative region, including the Tanami Ranger groups, which are funded for 3 to 4 full-time equivalent positions (see Table 6).²⁸ In practice, all Rangers are either part-time or casual.²⁹

The Northern Tanami Rangers has capacity for eight Rangers, working nominally four days a week, generally Monday to Thursday, under flexible arrangements that accounts for time spent in the field. The Southern Tanami Rangers draw Rangers from a pool of some 16 casual Rangers across Yuendumu, Nyirripi and Willowra, depending on nature and location of work, for example, support for school country visit. Each Ranger group has a full-time Ranger Coordinator.

Table 6 Full-time equivalent Tanami Ranger positions (ongoing)

Ranger group	2015–16	2016–17	2017–18
Northern Tanami	6.1	5.7	4.3
Warlpiri	4.6	2.7	3.1

Source: CLC Annual reports for relevant years

Program alignment with 'fee-for-service'

In 2018, the CLC's Employment and Training Unit engaged a Ranger workforce supervisor. The position specifically assists in building capacity for fee-for-service work. Less than 1% of the Ranger program income is from cost recovery for external bodies. A trend over recent years is where work for outside bodies aligns with the Ranger's priorities and objectives, fee-for-service is undertaken.

Consultations revealed that fee-for-service work is seen as increasingly important as it offers the chance to employ additional people. Traditional Owners want to see more of their own people employed on ranger work. The success of the program means Ranger positions are highly sought after. Fee-for-service also takes engagement into the commercial realm and exposes people to important mechanisms of doing business, such as tendering, contracting, and contract performance.

While annual work plans determined by the management committee will likely remain core business, external work would present good value. Such value would not be restricted to commercial value. Value is recognised through individual skills and capacity development, developing strategic partnerships, and participating in important programs and initiatives. Additional value from maintaining Indigenous connection to country was found to be 'a powerful force in terms of fostering social capital'.³⁰ An evaluation of the IPA program commissioned by the Department of Prime and Cabinet in 2015 demonstrated significant social and cultural co-benefits of Indigenous land management initiatives. The findings highlighted the inter-relation between 'healthier people and healthier country'.³¹

²⁷ On 15 April 2018 Minister for Indigenous Affairs, Nigel Scullion, announced an investment of more than \$250 million to support 118 Indigenous Rangers groups across Australia for three years to 30 June 2021.

²⁸ This includes funding under the Indigenous Advancement Strategy IAS *Jobs Land and Economy*, for salaries, capital, and operational and administrative resources to support 45.2 fulltime equivalent (FTE) positions. The Indigenous Land Corporation (ILC) Real Jobs (Rangers) program also agreed to fund 22 FTE Ranger positions across three other Ranger groups.

²⁹ During 2017-2018, the CLC employed 105 rangers across 12 ranger groups on staff or casually through Working on Country funding for 71.2 FTE positions plus ILC Real Jobs (Ranger) program funding for 18 positions (25% of the CLC rangers).

³⁰ Allen Consulting Group. 2011. 'Assessment of the economic and employment outcomes of the Working on Country program'. Report to the Department of Sustainability, Environment, Water, Population and Communities. Accessed 13 March 2019 at <https://www.environment.gov.au/indigenous/workingoncountry/publications/pubs/woc-economics.pdf>.

³¹ Social Ventures Australia (SVA). 2016. 'Consolidated report on Indigenous Protected Areas following Social Return on Investment analyses.' Report to the Department of Prime Minister and Cabinet. Accessed 13 March 2019 at <https://www.socialventures.com.au/assets/Consolidated-SROI-Report-on-IPA-WoC.pdf>.

Working precedents in the Tanami exist. Since 2017, the North Tanami Rangers have successfully serviced a two-year contract to collect water samples and standing water levels of monitoring bores at Tanami mine. The relationship developed with Perth miner, Northern Star and led to an additional contract to conduct perimeter burning to protect the mine infrastructure. The first burn was in September 2018.



Plate 2 Tanami Mine asset protection burning team, Lajamanu Rangers, Sept 2018 (Photo: CSRM)

Increased mentoring capacity

The CLC has increased mentor capacity. Four mentors provide employment-based support across its 12 groups, each responsible for three or four groups. They offer whatever assistance is needed to help a Ranger succeed at work. Such assistance includes help with financial management, fine recovery, Centrelink matters, or support at a time of crisis. Although not counsellors, the mentors understand what service providers are available and manage referrals to relevant professional services. When employees' issues arise, they are typically multi-dimensional, cascading across personal, family, and community domains. The mentors are trained to assist with managing the overwhelming nature of problems by breaking down the issues, making a plan, and helping Rangers to take the important first step.

Enhanced career paths and training

There is a minimum commitment for every staff member to complete Certificate II in Conservation and Land Management. More than 15 Rangers graduated with formal conservation and natural resource management qualifications in financial year 2015/16 across the CLC Ranger Program. In 2017, there were more Certificate III and IV gained than Certificate II.³² Each Ranger undertakes a personalised training plan, including workplace health and safety. Training is available for the suite of high-risk activities such burning, working out of helicopters, chainsaw use, and quadbikes. Other training available includes chemical use, drivers licence, four-wheel drive, ATV and trailer use, plant machinery and equipment use, and first aid. Career pathway planning is supported by an Employment and Training Coordinator and a Workforce Development Officer.

4.3 Preliminary opportunity analysis

The consolidation and success of the Ranger program since the 2013 SIA highlights the potential positive outcomes available to NTO through engagement over environmental services and rehabilitation. The suite of

³² Trade level such as an electrician in Australia is Cert III, allowing independent work. Holders of a Cert IV can supervise others' work.

environmental management activities that NTO regularly undertakes in its normal course of business offer multiple points of opportunities to engage the Tanami Rangers.

Areas of overlapping interest and competencies are identified in Table 7. These include the following:

- Fire management
- Threatened species
- Rehabilitation and soil erosion control
- Feral animals
- Weed control
- Wetland management
- Water monitoring
- Cultural site maintenance
- School country visits
- Community projects.

Table 7 Environmental management – Ranger activities and intersection with NTO needs.

Tanami Rangers environmental management	NTO environmental obligations and activities
<i>Fire management</i>	
<ul style="list-style-type: none"> • Priority ground and aerial controlled burning • Strategic burning for habitat protection and outstations • Works with the regional Warlu (Fire Management) Committee and NT Bushfires Council • Asset protection burning at Tanami Mine 	<ul style="list-style-type: none"> • Prevent the occurrence of wild fires (CMA) • Asset fire protection activities (maintaining fire breaks)
<i>Threatened species</i>	
<ul style="list-style-type: none"> • Undertakes threatened species conservation • Conducts fauna and flora surveys • Specialised tracking expertise • Implemented the Tanami Biodiversity Monitoring program • ‘Bilby Blitz’³³ collaboration with the Indigenous Desert Alliance (IDA)³⁴ • In 2018 using a newly developed, bilingual, highly visual, ‘Tracks’ digital application to record bilby activity across Western Australia and NT habitat 	<ul style="list-style-type: none"> • Establish programs to monitor biota CMA) • Safeguard against wildlife being injured (CMA) • Have due regard of the conservation value of Tanami Desert Area (CMA) • Monitors fauna kills on haul road • Participated in the Tanami Regional Biodiversity Monitoring program • Assessing level of on-going support for regional biodiversity monitoring

³³ The CLC developed the app as part of a comprehensive threatened species data collection, storage and management system linked to the CSIRO’s Atlas of Living Australia, see www.ala.org.au/blogs-news/the-tracks-app-a-bi-lingual-mobile-app-exploring-biodiversity-in-an-indigenous-context/.

³⁴ “Keeping desert country healthy and its people strong”, the IDA connects Indigenous rangers working on desert country across Western Australia, South Australia and the NT to support cultural, environmental and social outcomes, see indigenoussdesertalliance.com/.

Tanami Rangers environmental management NTO environmental obligations and activities

<i>Rehabilitation and soil erosion control</i>	
<ul style="list-style-type: none"> • Inventory of sites of human-related soil erosion • Prioritised program of soil rehabilitation works • Planned soil conservation training 	<ul style="list-style-type: none"> • Remove and separately stockpile topsoil, progressively rehabilitate and re-vegetate disturbed areas, replace topsoil (CMA) • Progressively seal drill holes and backfill trenches, leave surface in safe condition and contour of surface with regard to previous state (CMA) • Stockpile soil and re-spread to approximate previous contours, rehabilitate as soon as possible after project completion before wet season (CMA) • Progressive rehabilitation on active mineral leases • On-going regional drill hole rehabilitation on exploration areas • Final rehabilitation at closed sites for relinquishment (e.g. Windy Hill/Minotaur)
<i>Feral animals</i>	
<ul style="list-style-type: none"> • Implements feral animal management strategies • Targets feral cats in biodiversity hotspots • Targets feral horses in the northern areas 	<ul style="list-style-type: none"> • Prevent introduction of exotic fauna, noxious and exotic plants (CMA)
<i>Weed control</i>	
<ul style="list-style-type: none"> • Weed management in key catchments especially the elimination of <i>Parkinsonia</i> (a weed of national significance). • Weed spraying and physical removal weeds to regenerate natural vegetation • Tanami weed data provided to the NTG weeds branch 	<ul style="list-style-type: none"> • Prevent introduction of noxious and exotic plants (CMA) • Monitors and control weeds on mining lease through spraying and physical removal
<i>Wetland management</i>	
<ul style="list-style-type: none"> • Monitoring desert wetlands including water quality, impact of feral animals, and weeds 	<ul style="list-style-type: none"> • Preservation of natural environment (CMA)
<i>Cultural site maintenance</i>	
<ul style="list-style-type: none"> • Site visits with Traditional Owners to maintain spiritual and cultural attachment to sites • Under Traditional Owner supervision, cleans sacred rockholes and other natural water sources 	<ul style="list-style-type: none"> • Maintains restriction zones around cultural sites • Staff cultural immersions with Traditional Owners

Tanami Rangers environmental management NTO environmental obligations and activities

Water monitoring

- Contracted to sample water quality and measure standing water level in monitoring bores and in-filled open cuts at Tanami Mine
- Monitors production borefields standing water levels and water quality (Billabong, Jumbuck, '22k', Titania/Oberon) - bi-annual
- Sampling of tailing storage facilities (TSF) groundwater monitoring bores - quarterly
- Monitors standing water levels of TFS groundwater monitoring bores - annual
- Monitors water quality and standing water levels of DBS groundwater bores – annual
- Monitors Contamination Risk bores at Granites and DBS – quarterly
- Mined pit void water monitoring and photographic monitoring (DBS and Windy Hill/Minotaur) – bi-annual

School country visits

- Participates in country visits in collaboration with schools, youth service providers, and senior Traditional Owners
- Emphasises cultural and environmental learning and increase understanding of Rangers' roles and functions
- Country visits facilitates culture knowledge sharing and young peoples' maintaining younger generations' connection with country
- Hosts school education visits

Community projects

- 'Southern Tanami IPA Digital Storybook' explains plan of management through audio-navigated website in Warlpiri and English³⁵
- Assists with key community projects such as help families maintain bush graves
- School seminars on mine-related activities including geology and water management
- Community investment program (see Chapter 13, Community investment)

5. Chapter summary

This chapter has:

- Described NTO's contribution to the regional economy (defined as the Tanami area of influence and Northern Territory regional centres) – specifically through mining payments, procurements and employment
- Set out a statistical snapshot of workforce characteristics in the region
- Analysed the Ranger program in the Tanami Indigenous Protected Areas as a potential for extending NTO's regional economic impact.

³⁵ Website available here: www.lightwell.com.au/projects/stipa-digital-storybook/.

Mining payments

NTO's contribution through mining payments is significant. Under the *Mineral Royalties Act (NT)*, NTO paid \$179 million to the Northern Territory Government in royalties between 2014 and 2017 - an average of over \$50 million yearly. Because royalties are paid into the Northern Territory Government's consolidated revenue, it is not possible to attribute social impacts in the Northern Territory directly to NTO.

Under the Land Rights Act, the Australian Government pays an equivalent sum into the Aboriginals Benefit Account. A portion of these monies is used by the Australian Government to cover the administrative costs of Northern Territory Land Councils, including the CLC. Thirty percent of the royalty equivalents generated from NTO are paid to GMAAAC, for the benefit of communities in the Tanami area of influence. Health, essential services, and education have been the key sectors funded by GMAAAC in the financial year 2016/17. The 2013 SIA reported that GMAAAC received an average of \$4.4 million per year; the average has since increased dramatically, to a yearly average of \$13.7 million between 2015 and 2017.

Regional procurement

NTO's procurement activities are also significant contributors to the regional economy. In 2017, NTO spent nearly \$40 million on goods and services procured from businesses with operations in the Northern Territory, over half of which was spent on building materials and construction services. This sum represents nearly 10% of NTO's total procurement spend in Australia. Spending in 2017 was 30% higher than 2014. The increase in spending was likely driven by the Tanami Expansion Project 1 (see Chapter 2, Operational context), with sustained spending likely to result from the Tanami Expansion Project 2. A survey of seven of NTO's major suppliers showed that doing business with NTO is significant for the health of the business – one company reported that revenue from NTO made up 70% of its total revenue.

Perceptions of NTO's contribution via procurement do not appear to match NTO's actual contribution. Suppliers reported that they do not know how NTO perceives them, while some community members said that they were not aware of local procurement by NTO. Highlighting NTO's contribution to the regional economy through procurement could be a focus for future engagement efforts.

Employment

According to a dataset of 604 NTO employees, NTO's workforce is mostly male (85%), with an average age of 41 years old, and average length of service at NTO of 4.4 years. Of the 604 employees, 15% indicated having Indigenous background, while 51% indicated non-Indigenous background. These proportions should be taken with caution, because over a third of the employees did not disclose their Indigenous status.

NTO employees mostly reside in Western Australia (40%) or the Northern Territory (38%). Importantly, the dataset does not record employees' home communities. For example, NTO staff indicated that three or four current employees are from the Priority Communities, but residency information suggests that no employees are from the Priority Communities and only one employee is from the Tanami area of influence. The discrepancy is likely attributable to employees relocating after securing employment. Not recording an employee's home community at time of hire (as opposed to during employment) makes it difficult to track NTO's recruitment from the Tanami area of influence and the Priority Communities.

NTO's direct recruitment is open to all potential candidates. Recruitment drives are held in Alice Springs and Darwin, which are points of hire alongside Perth and Brisbane. Direct hire is only one of several pathways for entry into the NTO workforce. The Yapa Crew, Indigenous Employment Pathways Action Plan, and the Indigenous Training and Familiarisation Program (ITFP) are key initiatives to facilitate Indigenous (and specifically Warlpiri) recruitment to NTO. These initiatives intersect and are supported by the TYP.

Regional workforce characteristics

Data from the 2016 Census was used to characterise the labour force available in the Tanami area of influence with Northern Territory regional centres used as a comparator. The labour force in the Tanami area of influence is significantly smaller (numerically, and as a proportion of the population) than the Northern Territory regional centres. Indigenous unemployment is significantly higher, and even among employed persons, the rate of full-time employment is lower. Generally lower educational attainment is likely a contributing factor. Overall, this statistical snapshot indicates systemic challenges to improving employment in the Tanami area of influence.

Tanami Indigenous Protected Areas and Ranger program

A major potential avenue for improving Indigenous employment in the Tanami area of influence is the Ranger program associated with the Southern and Northern Tanami Indigenous Protected Areas. NTO has a history of working with the Ranger programs. With further funding of the Ranger program secure, and increasing interest in their establishing commercial supply of service, there is an improved environment for further engagement. This chapter suggests that there are strategic opportunities in:

- Fire management
- Threatened species
- Rehabilitation and soil erosion control
- Feral animals
- Weed control
- Wetland management
- Water monitoring
- Cultural site maintenance
- School country visits
- Community projects.

The Ranger program presents a tangible potential pathway to extending NTO's impact in the Tanami area of influence, notwithstanding systemic challenges to workforce participation.

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Chapter 8 Local economic activity

1. Introduction

The previous Chapter 7 described economic activity across two areas of influence: the Tanami area of influence and Northern Territory regional centres (see Chapter 3, Study methods, for a delineation of these areas). This chapter addresses economic activity within the four Priority Communities, and the economic impact of NTO in those communities between 2013 and 2018. The study covers two principal domains of economic activity in the communities: Indigenous employment and Indigenous businesses. For each domain, the chapter:

- Provides a snapshot of employment or businesses (as applicable) within the Priority Communities
- Describes NTO's practices and policies, as applied within the Priority Communities
- Analyses NTO's impact on employment and businesses, between 2013 and 2018.

Although NTO's community investment can be considered as an economic input to these areas of influence, the impact of community investment is discussed separately, in Chapter 13.

The 2013 SIA emphasised the importance of employment and businesses in Priority Communities. It stated that, in addition to its social investment activities, NTO's social relationships with the region were 'predominantly mediated via local employment and training'. In addition, finding that little progress had been made in relation to both employment and Aboriginal business development, the 2013 SIA recommended that NTO 'explore opportunities to increase rigour of contractor activities that support Aboriginal employment and business development outcomes'.

In undertaking this study, the chapter compares findings from the 2013 SIA with data collected in 2018 (key informant interviews and focus groups with Warlpiri NTO employees). Further information is drawn from the Australian Bureau of Statistics (2016 and 2011 Censuses) and the Office of the Registrar of Indigenous Corporations (ORIC).

2. Indigenous employment in Priority Communities

This section describes employment in the Priority Communities. A snapshot of employment from the 2016 Census is presented, followed by discussion of the Community Development Programme (CDP), a federal government initiative that aims to support job-seekers in remote areas of Australia.

2.1 Labour force participation

The labour force comprises people aged 15 years and over, who are either employed, or unemployed but available and seeking work. (A more comprehensive definition appears in Chapter 7, Regional economic activity – see section 3.1 of that chapter.) Across the four Priority Communities, the labour force comprised 683 persons, representing 53% of all persons aged 15 years and over.

Labour force participation in the Priority Communities lags behind the Northern Territory average (62%, according to the 2016 Census) but is significantly higher than the average for Indigenous peoples in the Northern Territory (37%).¹

¹ ABS. 2016. 'Census of Population and Housing: Characteristics of Aboriginal and Torres Strait Islander Australians' (2016.0). At: www.abs.gov.au/AUSSTATS/Abs@.Nsf/7d12b0f6763c78caca257061001cc588/5f17e6c26744e1d1ca25823800728282!OpenDocument. Accessed 1 Feb 2019.

Figure 1 presents labour force status for each Priority Community, separating Indigenous from non-Indigenous populations. Almost all non-Indigenous persons residing in this area of influence are employed. Within the Indigenous labour force, unemployed people greatly outnumber employed people in Nyirripi, Willowra and Yuendumu. Only in Lajamanu are there more employed people than unemployed.

Indigenous participation in the labour force comprised 512 individuals – representing approximately 48% of Indigenous persons aged 15 years or older. This is an increase from the 2011 Census, which indicated Indigenous labour force participation of 31%.

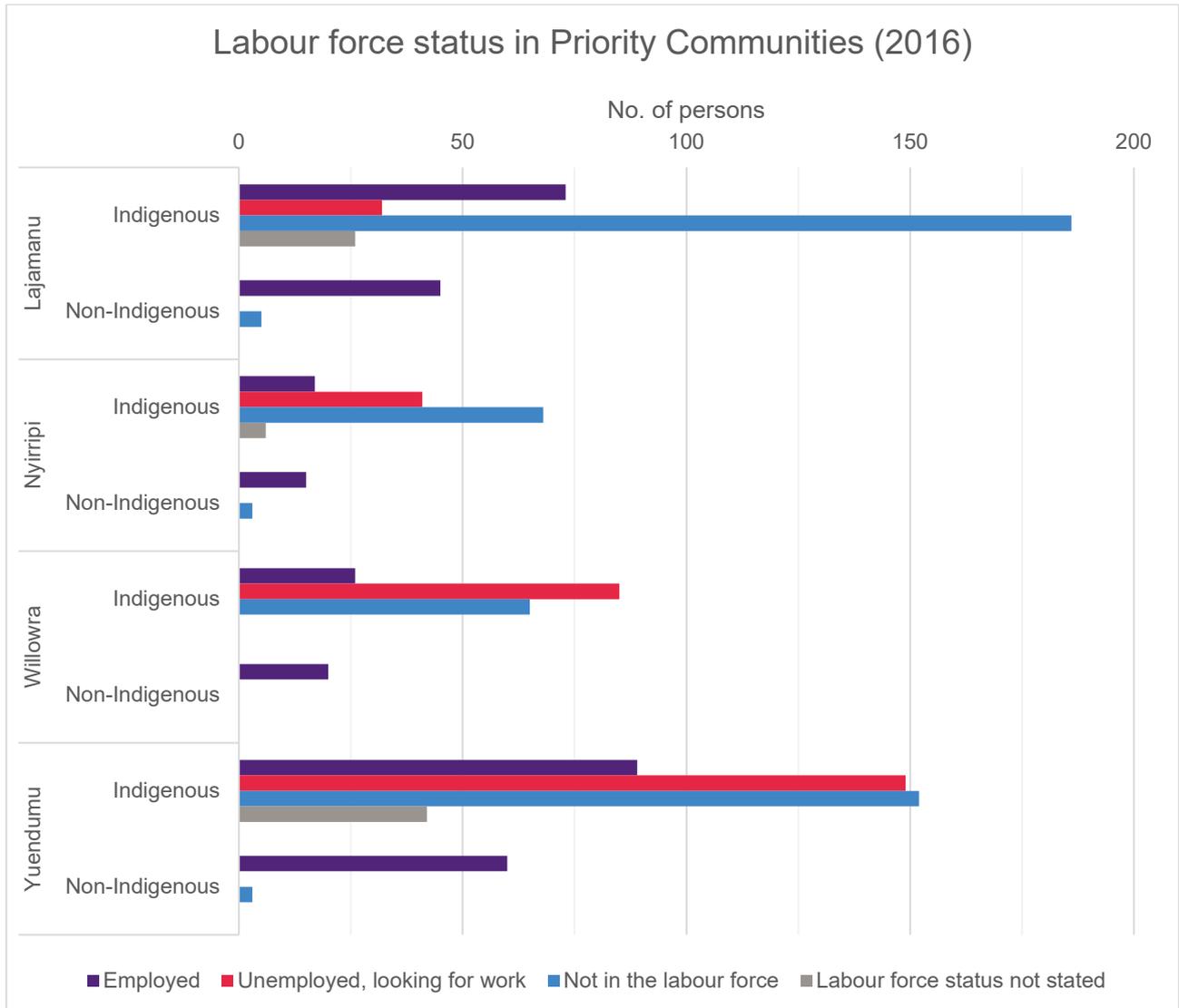


Figure 1 Labour force status by community (2016 Census data)

Figure 2 breaks down Indigenous labour force status in 2016 into full-time and part-time components. In all four communities, the number of people seeking full-time work far exceeds those employed full-time. Interviews with members of the community and service providers suggest this is due to the limited number of employment opportunities that appeal to Yapa and for which they are qualified.

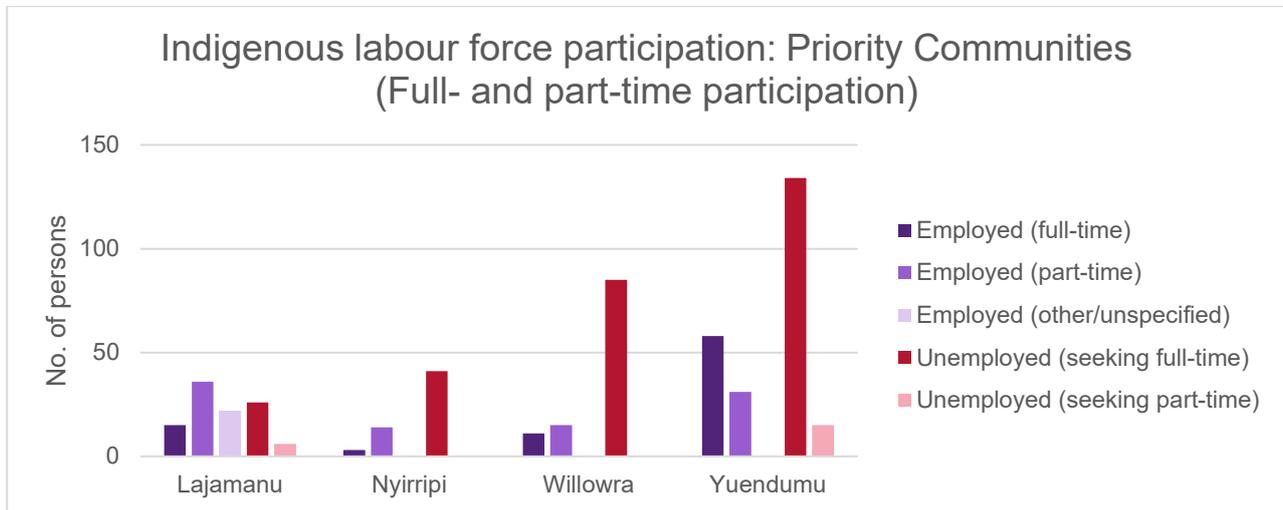


Figure 2 Labour force status (Indigenous population), full time and part time status (2016 Census)

Figure 3 compares labour force status in the 2011 Census (reported in the 2013 SIA) with the 2016 Census for the Priority Communities combined. To account for changes in population, this chart expresses labour force status as a percentage of the Indigenous population aged 15 years and older. Employment dropped slightly between 2011 and 2016, from 21% to 19%.

One possible explanation for the increase in the unemployment rate (unaccompanied by a significant decrease in the employment rate) is that some of those classified as ‘not in the labour force’ in the 2011 Census may have been classified as ‘unemployed’ in the 2016 Census. This may be due to the introduction of the CDP in 2015, which may have prompted some people to seek work, shifting their status from ‘not in the labour force’ to ‘unemployed but willing and able to work’.

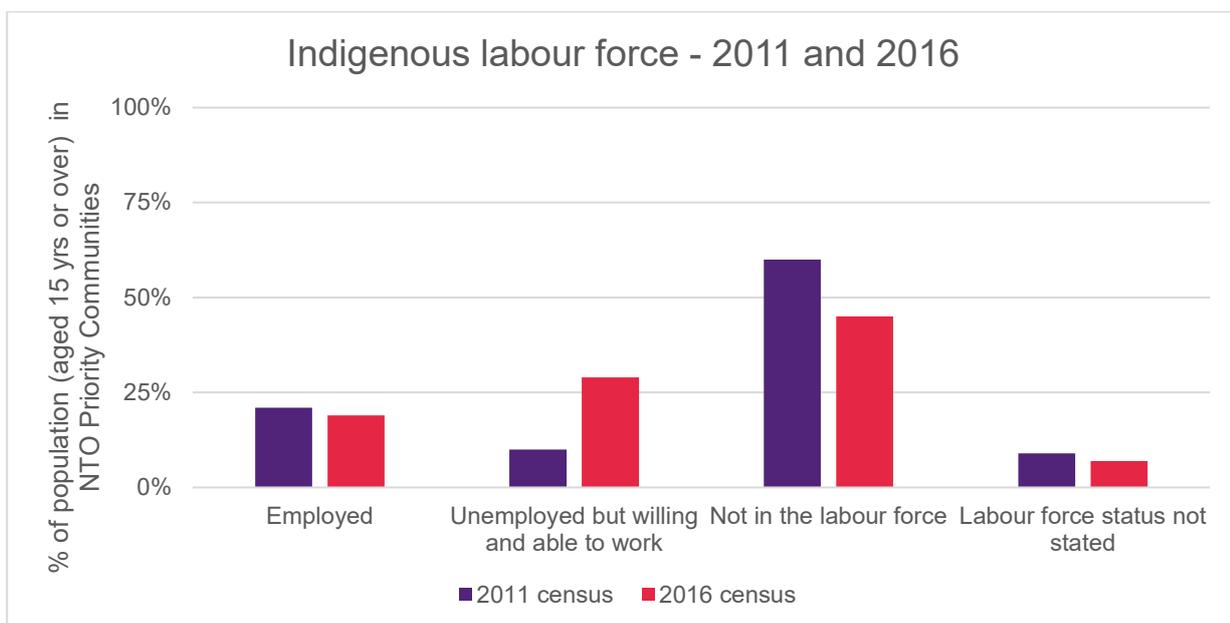


Figure 3 Labour force participation (Indigenous population) – comparison with 2013 SIA (Census data)

2.2 Key occupations and industries

According to the 2016 Census, the predominant industries of employment for persons 15 and over in the Priority Communities are public administration and safety, education and training, and healthcare and social assistance (Figure 4). This reflects the fact that the economies of the Priority Communities are dominated by government and community services, with minimal commercial business activity. Yuendumu, with the largest population, also has the largest number of people working in these sectors, particularly public administration and safety, with 31 people employed in this sector in 2016. Furthermore, the Warlpiri Youth Development Aboriginal Corporation (WYDAC), the largest non-government employer in the Priority Communities is also based in Yuendumu, which likely explains why the education and training sector employs the second largest number of people there. In Lajamanu, the public administration and education and training sectors are the main employers, though they do not employ as many people as in Yuendumu.

Some Indigenous people are working in the retail sector, especially through the community general stores. Discussion with local store managers in Yuendumu and Lajamanu revealed that both management and permanent employees were usually non-Indigenous, while Indigenous people were usually employed as casual workers. Turnover among the Indigenous store employees was reportedly high.

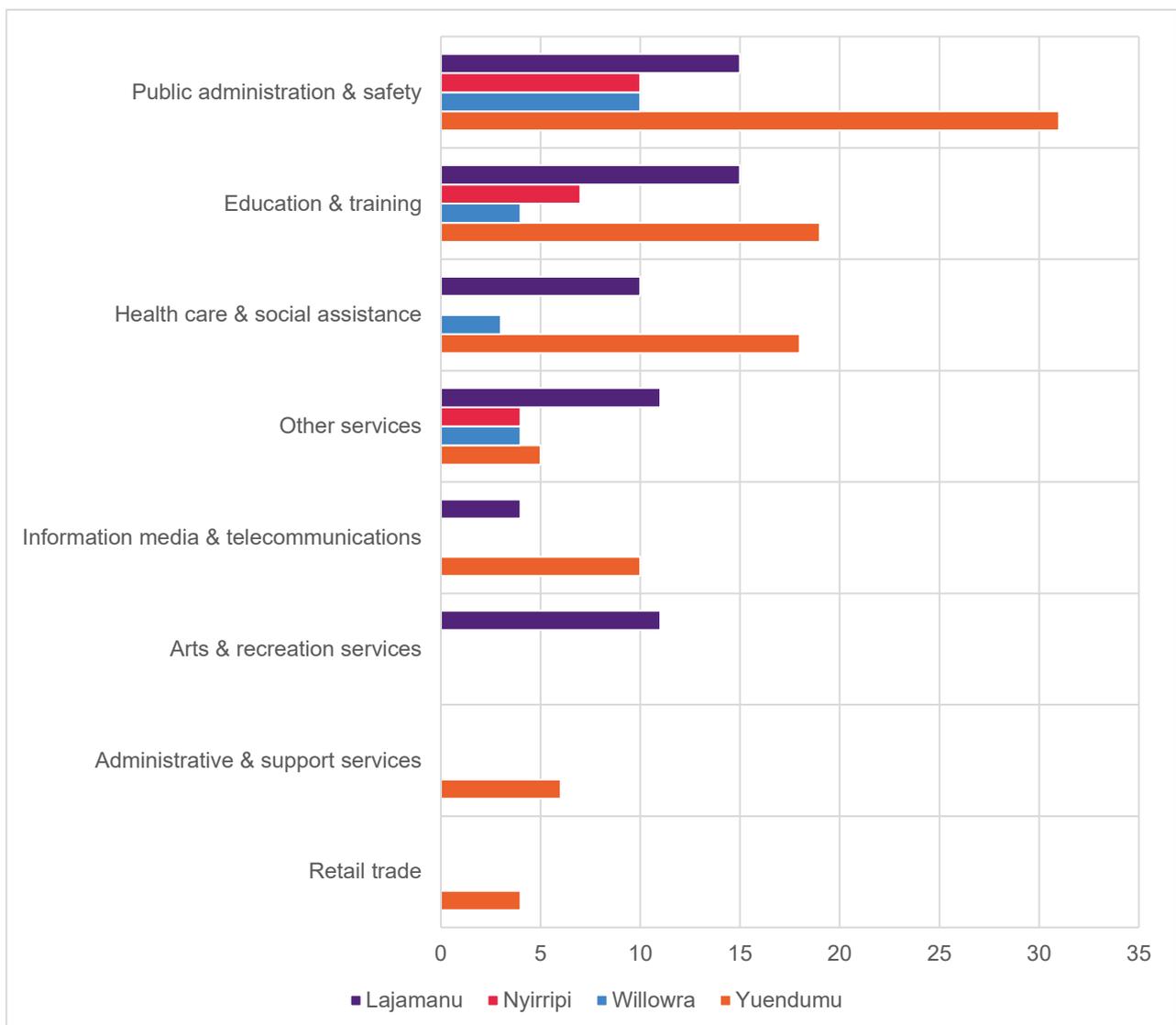


Figure 4 Indigenous employment by Industry – NTO Priority Communities

Conspicuously, no individual in any of the NTO Priority Communities reported working in the mining industry in 2016. By comparison, in the Apatula Indigenous region (which covers the southern half of the Northern Territory not including Alice Springs regional centre and encompasses nearly 8,500 people), 45 people reported working in the mining industry in the 2016 Census.

This result does not necessarily show that NTO employed zero persons from the Priority Communities. The recorded industry is based on self-reported responses to the Census. An NTO employee working in a safety function may nominate 'safety' as his or her industry, rather than mining, for example. As discussed below in section 3.1, NTO staff estimated that three or four NTO employees were from the Priority Communities.

2.3 Employment by gender

Across the Priority Communities, 49% of women aged 15 years and over were not in the labour force compared to 38% of men (see Figure 5). Overall employment rates were similar, with 19% of women and 21% of men employed. However, more women than men were employed part-time; men tended to be employed full-time. This was also the case in 2011. Figure 6 presents the same data, disaggregated by community.

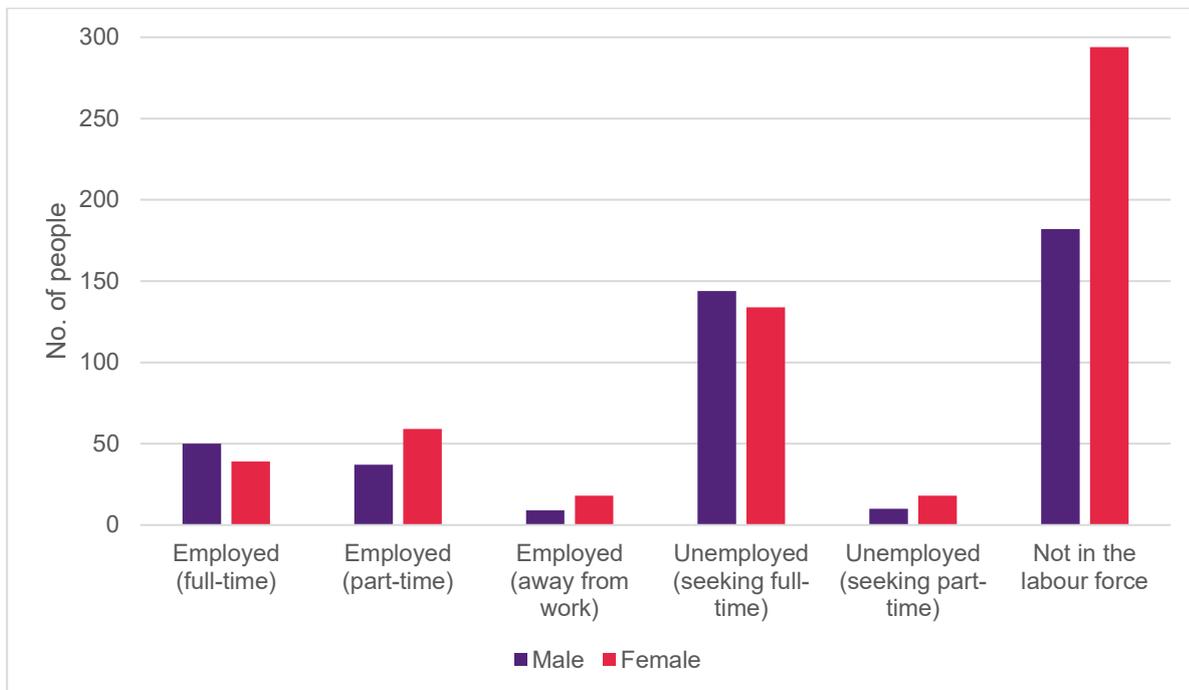


Figure 5 Labour force status (Indigenous population) in the Priority Communities by gender, 2016

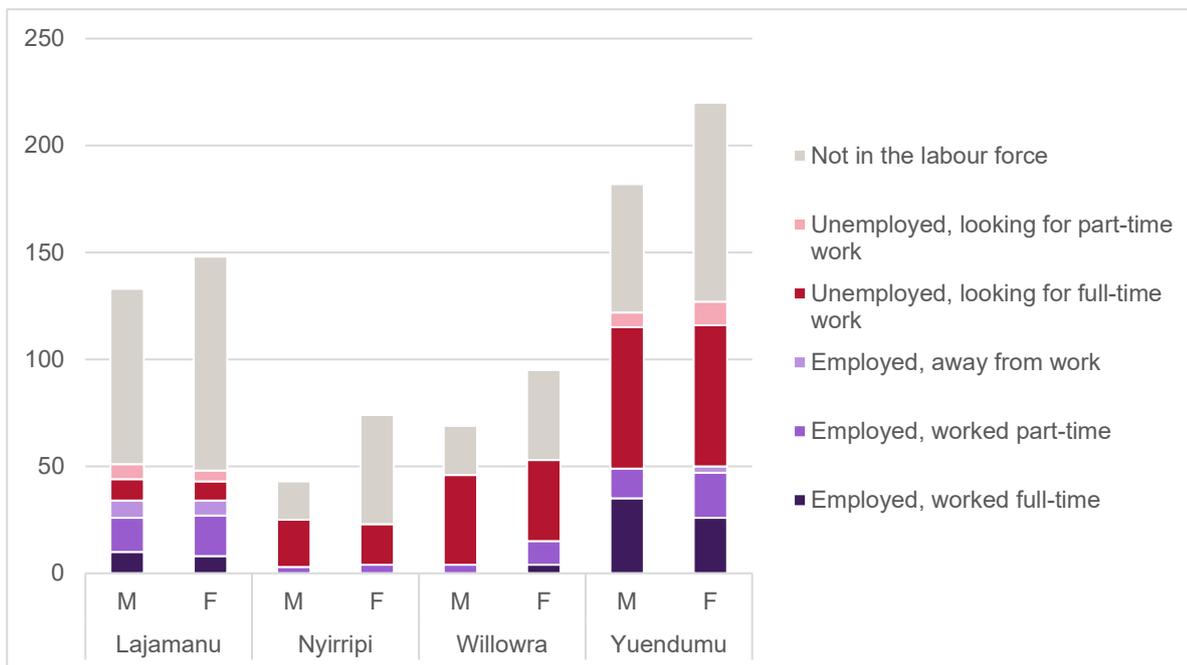


Figure 6 Labour status (Indigenous population) by gender & community

A comparison of census data from 2016 and 2011 indicates that employment rates for women had not changed (i.e. around 19%). For men, the employment rate had decreased by 4.5 percentage points; only in Yuendumu did employment rates for men increase between 2011 and 2016 (up by 2.5 percentage points). The employment rate decreased in the other three communities, with the biggest decrease in Willowra, where it was lower by 12.1 percentage points. For women, both Yuendumu and Nyirripi saw an increase in the employment rate (2.5 and 2.4 percentage points respectively). In Nyirripi, the employment rate was virtually unchanged (-0.3 percentage points) while there was a relatively large decrease in Willowra (-6.6 percentage points).

2.4 Community Development Programme (CDP)

The CDP is delivered in Yuendumu, Nyirripi and Willowra by the Central Desert Regional Council (CDRC). In Lajamanu it is delivered by Victoria Daly Regional Council. The programs are overseen by a case manager, whose role is to find work placements for eligible individuals. The CDP provides training and activities for 'job seekers' to gain work-related experience and satisfy their individual activity requirements. The activities available for CDP participants include formal training (with the opportunity to gain qualifications) and foundational skills training, including language, literacy and numeracy and driver training.² CDP personnel also help people to prepare resumes, fill out applications, and obtain police checks.

The 2016 Census recorded 132 CDP participants across the four Priority Communities. Interviews with key government informants suggest this data is incorrect and greatly underestimates the true number. One informant explained that in Lajamanu alone there were 150 CDP participants, while another reported that there were 170 participants in Yuendumu. Explanations given for this difference include: people participating in the CDP may not have fully understood the questions relating to the CDP in the census survey, and that someone else in the household filled the section out and did not report CDP status. As one person explained, using CDP Census data as the basis for deciding funding would be a 'big mistake'.

The consultations revealed that maintaining job-seeker interest and participation in the CDP is a challenge. One key informant commented that job seekers 'are good for six months then we don't see them again for six months'. This lack of consistent participation may be due partly to job-seekers' lack of understanding about their welfare compliance requirements, as has been shown in other Indigenous communities.³ Others have suggested that CDP has punitive elements,⁴ which may be driving people away from the program, particularly if they have access to other sources of income.

One key informant stated that there was limited interest among the current CDP cohort in employment opportunities at NTO. Another suggested that 'maybe it is because the mine is too far? Working away for over two weeks is a huge barrier, just being away for that period of time, not knowing what is happening in your backyard.' Consultations revealed that several jobs opportunities with gas pipeline project associated with NTO were advertised in communities prior to, and during, construction, which commenced in June 2018.⁵ Despite CDP staff assisting 30 people from Yuendumu with job applications and providing training ('White Card'⁶ and 'Working at Heights' training), only one job seeker is known to have secured a job. In total, only three or four people from Yuendumu secured jobs on the pipeline.

In Lajamanu, around 30 job seekers recently joined the workforce through work at the CDRC, the art centre, and with the Rangers. The CDP has its own activity centre and workshop built using a \$180,000 grant from the Granites Mine Affected Area Aboriginal Corporation (GMAAAC).⁷ There is a dedicated trainer/ coordinator who coordinates a schedule of activities for participants. Recent initiatives include obtaining a grant to buy a pelletiser to process recycled plastic. The coordinator hopes to obtain a plastic filament maker to make products such as whipper snipper cord from recycled plastic. Other activities include making crosses and plaques for graves in the cemetery, repairing and selling old bicycles, and making beds, which are in short supply in the community. CDP participants are able to take home the beds they make. The workshop operates to a professional standard and offers daily training and safety instruction. The coordinator also intends to apply for a grant to purchase a 3D printer. The purchase of a driving simulator to teach people how to drive has been discussed, because having a driver's licence is often a condition of employment.

The CDP management recently established an 'opportunity shop' (Op Shop) in the activity centre, motivated by the high prices charged at the local store for clothes and other merchandise. Products sold at the Op Shop include baby clothes and blankets, kitchenware and other small items, which sell rapidly. Stock is bought on Ebay and other online shopping platforms and delivered free of charge by some of the trucking companies that come to Lajamanu. The coordinator and staff also travel to Alice Springs, Katherine and Darwin every three to four months to purchase stock at Kmart outlets. In 2017, the Op Shop generated revenue of \$50,000. Between June and September 2018, revenue had already reached \$30,000, which shows that it is providing a much-needed service to the community. The operation is a not-for-profit community service. Surplus revenue is used to provide breakfast to job seekers and staff daily, as well as lunch once per week.

³ Kral, I. 2017. 'The appropriateness and effectiveness of the objectives, design, implementation and evaluation of the Community Development Program (CDP) Submission 7'. Submission to the Inquiry into the appropriateness and effectiveness of the objectives, design, implementation and evaluation of the Community Development Program (CDP). May 31, 2017.

⁴ Fowkes, L. (2017) *Background note on CDP*. CAEPR, ANU. April 2017.

⁵ The project is targeted for completion by the first quarter of 2019. <https://www.katherinetimes.com.au/story/5497261/170m-nt-gas-pipeline-deal/> Accessed 02/01/18.

⁶ A "White Card" covers general construction induction training.

⁷ The Granites Mine Affected Area Aboriginal Corporation (GMAAAC) administers funds from the Australian government, provided under the *Aboriginal Land Rights Act 1976* (Cth). See Chapter 7, Regional economic activity (section 2.1.2).

3. NTO employment in Priority Communities

This section describes the impacts of NTO employment on the Priority Communities. Chapter 7 (Regional economic activity) provides an overview of NTO's workforce. This section focuses on the Priority Communities. Information on communities in the Tanami area of interest is also included as a comparator.

3.1 Employment by NTO in Priority Communities

For this SIA, NTO provided an employment dataset⁸ listing employees' home city (suburb) and postcode. The postcode for Yuendumu, Willowra and Nyirripi is 0872; Lajamanu has postcode 0852. Of the 604 entries in the NTO employment dataset, there were no employees from the Priority Communities.⁹ Similarly low employment from the Priority Communities was recorded in the 2013 SIA, which reported only two persons from the Priority Communities.

Some inaccuracies may be present when using postcode to track NTO employment from the Priority Communities. For example, an employee could come from a Priority Community but nominate an alternate residential postcode upon employment. An employee might also leave part of their address blank, or there may be a data entry error (there were over 20 entries where a postcode was not given or obviously wrong – e.g. with three digits). Nonetheless, the employment dataset suggests that only a handful of employees at NTO are from the Priority Communities. In consultations in 2018, NTO staff similarly estimated only three or four individuals employed at NTO at the time were from the Priority Communities.

An improved dataset would record the hometown of the employee, or their place of residence at the time of hiring (in addition to their home address whilst employed). This practice would enable recruitment from the Priority Communities to be tracked with greater accuracy.

3.2 Yapa Crew participation

Chapter 7 (Regional economic activity) describes the Yapa Crew, and its history, function, and composition. This section provides information relating to Yapa Crew participation in the Priority Communities only, based on Yapa Crew deployment data from 2015 to 2018 provided Green Glass Consulting (via NTO).

The deployment data does not indicate whether Yapa Crew members are from Priority Communities. According to NTO's Stakeholder and External Relations department, at least three of the Yapa Crew in 2018 are from the Priority Communities. Four people were reportedly from other communities in the Tanami area of influence, including three from Yuelamu and one from Kalkarindji.

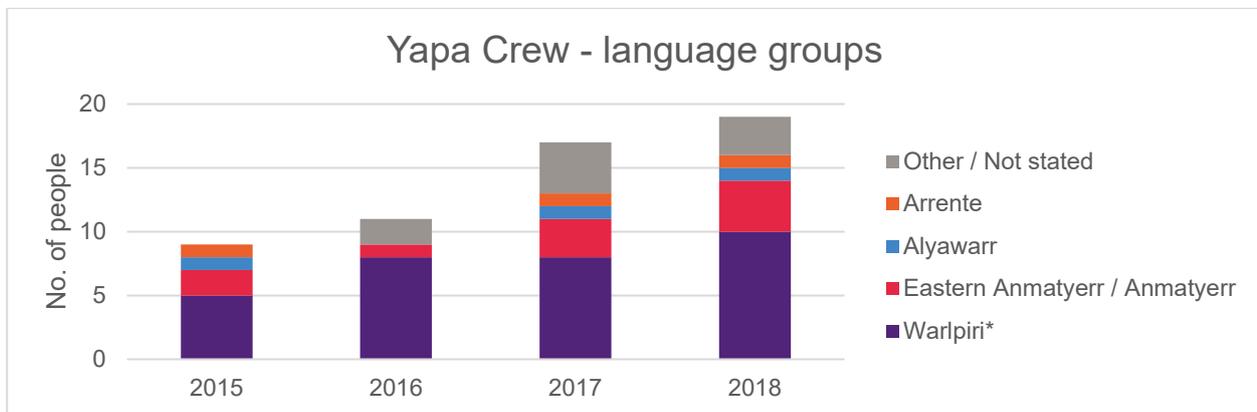
The deployment data does record language groups (Figure 7). Warlpiri people comprise the majority of Yapa Crew participants, with Anmatyerr and Eastern Anmatyerr, Alyawarr, and Arrente also represented. Figure 7 counts all those who are listed as being part of the Yapa Crew; however, not all crew members were regularly or frequently deployed. Of the 19 listed crew members in 2018:

- 2 had been transferred to NTO
- 9 had been deployed at least once between August and the end of the year
- 3 had not been deployed at all between August and the end of the year
- 2 had had their contracts terminated
- 3 had no data against their name.

⁸ Accurate as of 26 January 2019.

⁹ Three people had recorded their residential postcode as 0872, but listed towns elsewhere in the Northern Territory; they were not ostensibly from the Priority Communities.

The reasons for contractual termination or inactivity since August 2018 were not recorded. It is difficult to speculate reasons for these specific individuals; however, a feeling of being unsuited to the work may contribute to 'drop outs' from the Yapa Crew generally, leading to a sense of failure and diminished self-confidence. Confidence in workplace environments is discussed further in section 3.4.2.



* People listing dual languages including Warlpiri (e.g. Warlpiri / Eastern Anmatyerr) were counted as Warlpiri for this figure.

Figure 7 Total Yapa Crew numbers and language group representation

3.3 Perceptions of NTO employment

This section provides an analysis of community perceptions about NTO's performance in providing employment opportunities and jobs training to Indigenous people in the Priority Communities. The preliminary perception survey conducted during the fieldwork asked 69 respondents to rate how, in their opinion, NTO was performing against 'jobs for local people' and 'jobs training' (Figure 8).

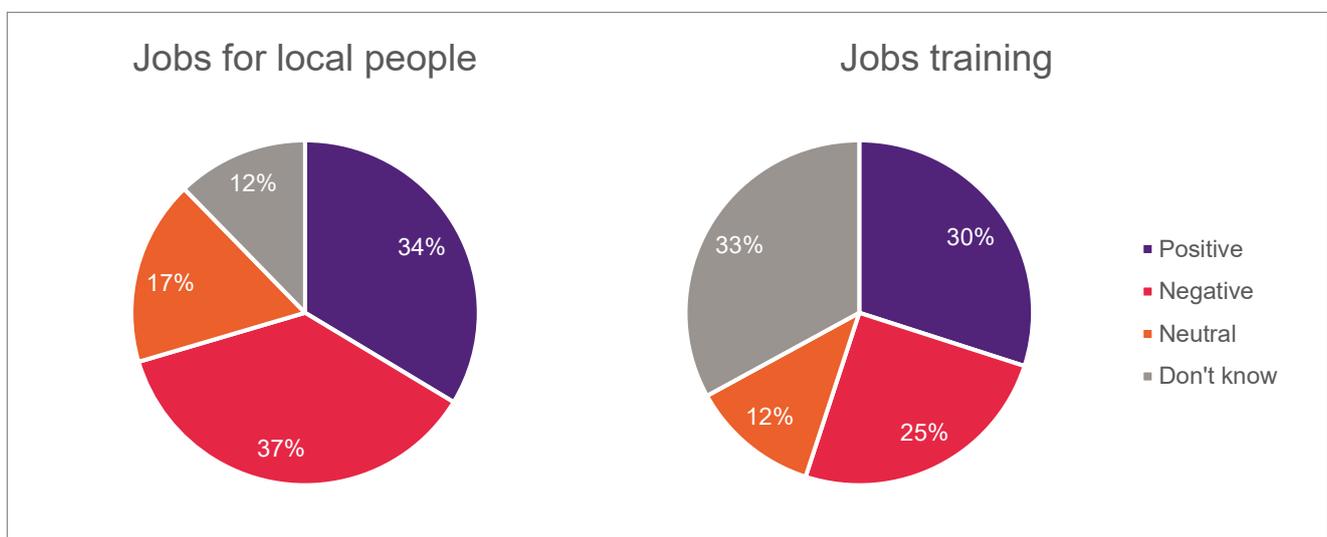


Figure 8 Perceptions on NTO employment – 2018 perceptions survey

The results suggest that people would like to see increased job opportunities and more Warlpiri people working at NTO. They also show that members of local communities are not clear regarding the kinds of training available both before and after commencing employment. Overall, the views on NTO performance against 'jobs for local people' were polarised, although a slightly bigger proportion of respondents assessed NTO's performance against the issue as negative (37%) than positive (34%).

Most survey participants would like to see NTO employ more local people, with an emphasis on people from the Priority Communities. Several respondents thought that NTO was not doing enough to provide jobs for

local people, and that the company had to become more proactive in recruiting and retaining local staff. Others talked about visible efforts of NTO to hire locally and various historical, social and cultural factors affecting employment of local people.

Survey participants spoke also of the need to better prepare people to take up job opportunities that are already available. They drew a link between 'jobs training' and 'jobs for local people', saying that one cannot be effectively addressed without the other. Comments on 'jobs for local people' included:

- 'Jobs they are offering just don't work for the local people; they have the wrong structure, arrangements'
- 'They try tirelessly to get people to work there and a lot of the barriers to that are not in their control'
- 'They are employing lots of indigenous people, but not from local-local'
- 'Other opportunities are there. It is about getting people to a place where they are ready to take'

When asked about NTO's performance against 'jobs training', more people said that it was positive (30%) than negative (25%). However, the biggest group of respondents (33%), including a majority of respondents from Lajamanu, replied 'Don't know'. The results show that there is low general knowledge and understanding of training opportunities and pathways already in place at NTO. While almost a third of survey participants assessed NTO's performance against 'jobs training' as positive, many talked about the need for enhanced jobs training, especially for the local people.

In particular, perception survey data highlighted the need to train people in communities *before* they arrive on mine site, to develop their confidence as well as skills, followed by well-structured and culturally sensitive training and mentoring upon commencement of the job. Here, comments made by survey participants include:

- 'Training isn't culturally sensitive – they should consult an anthropologist, have a leeway for cultural things. It is difficult to get people into those jobs – they are too removed from family. Also, it is not culturally normal for people here to work [long hours] like that.'
- 'They should take time – come and talk to people. That would get people excited.'

3.4 Factors influencing Indigenous employment at NTO

The 2013 SIA identified a range of challenges to sustained Aboriginal employment. The current SIA research revealed that many of the same challenges still exist. In consultations, local people talked about the need and desire for jobs for people from the mine's Priority Communities – to generate income and also to new skills, gain confidence, and increase self-esteem. Despite this desire, NTO struggles to recruit and retain Warlpiri employees.

This section outlines some of the factors influencing Warlpiri employment. While some are within NTO's control, many are the result of complex socio-economic and cultural conditions in the communities. Although issues affecting Warlpiri employment are intertwined and interdependent, for clarity, they are grouped under six factors:

- Education and experience
- Confidence and pre-employment familiarity with work environments
- Job application processes
- Career progression pathways
- Inclusivity of work environment and cultural sensitivity
- Employee transport to and from Priority Communities
- Welfare and royalty payments.

3.4.1 Education and experience

A person's education and experience affect their work readiness. Education attainment and labour force participation in the Priority Communities are lower than in the Northern Territory regional centres (see Chapter 10, Education, and Chapter 7, Regional economic activity). Many jobseekers from the Priority Communities would be unfamiliar with the highly structured work environment of a mine site, and would need to develop competencies related to workplace safety, a wide range of standards and procedures, and timekeeping and financial accounting systems.

One key informant emphasised that people in the Priority Communities have existing skills, motivation and capabilities, but these are not always recognised with certificates, licences, or tickets:

There has to be recognition or acknowledgement that capacity exists already. We need to build it, yes, but some is here. Rather than the deficit model – what people can't do – there needs to be recognition that there are people here with skills and desire [to work].

3.4.2 Confidence and pre-employment familiarity with work environment

A person's level of confidence about their skills affects their willingness to seek work and their motivation to stay in work. Multiple Warlpiri people consulted talked about feeling unsuited for work. Comments included:

- 'A lot of people think that NTO employment would be beyond them'.
- 'People here are really a bit worried about going into something that involves skills that they'd need to learn or that people expect them to have'.
- Some people prefer to undertake work 'they feel confident they can do almost immediately'.

One community member, speaking specifically about NTO, suggested that their confidence would improve if given the chance to gain familiarity with the work environment prior to applying:

I wanted to get a job at Newmont at reception. I really wanted to. But then I thought about it and I realised I know nothing about the reception, or how it works. Is there any way for Yapa to go, just to try it out how it looks like, how it feels like? To maybe just go for a week, just to find out how the environment works. Maybe if I'd feel comfortable working there then I can figure out how to get a permanent job there.

A Traditional Owner similarly suggested orientating young people to various workplaces (at NTO or otherwise) to facilitate engagement with the workforce:

Young people want to work. If they see someone there who can encourage them, talk to them, show photos. Actually take them there to see what they are doing.

As discussed in Chapter 8, NTO runs or supports several programs to encourage confidence and familiarisation with NTO's work environment. These include the Indigenous Training and Familiarisation Programme (ITFP) and the Yapa Crew. However, these are mine site-based initiatives and neither directly targets individuals in the Priority Communities; nor are there extant initiatives in the Priority Communities that prepare individuals for participation in the Yapa Crew or ITFP in the first instance. During consultations, many interviewees expressed a desire for pre-employment or pre-vocational initiatives to be conducted in the Priority Communities. In the absence of such initiatives, there was a perception that NTO supports local Indigenous employment less than Indigenous employment from regional centres:

If Newmont was serious, they would continue supporting programs to employ more Yapa. But it is easier to employ people from towns. They have not met their obligations from the beginning. They have given job training for Indigenous employees from elsewhere, but not from the communities. [The people from town] they have good numeracy, literacy, they think differently.



Plate 1 DBS facilities, Tanami operations (Photo: CSRM, 2018)

3.4.3 Job application processes

The design of the job application process affects recruitment in multiple ways. In job advertisements, minimum or mandatory requirements can be interpreted as disqualifying criteria that affect confidence (see sections 3.4.1 and 3.4.2). The language of the job advertisement and application forms can influence the decision to apply in the first place. English is the operating language of NTO, but more households in the Priority Communities speak Warlpiri at home than English only (see Chapter 5, Demographic characteristics). Online application platforms make it difficult for those without a computer and/or internet connection to apply (see Chapter 6, Infrastructure and Services).

The need for police and health checks was also cited by interviewees as a procedural barrier to job applications. Undergoing checks were considered costly, without guarantee of appointment. As one Traditional Owner stated:

[NTO] have a standard they have that we can't meet. We did painting jobs, can do them to a commercial standard. But we can't beat the health checks and police checks – that stops us from being a player.

The NTO General Manager has discretion to (and does) recruit workers even where issues are flagged in the health and police checks. However, the basis of this discretion is not publicly articulated, and the discretion is applied only *after* the checks are conducted, whereas it is the very need to obtain checks that may discourage some jobseekers from applying in the first place.

3.4.4 Career progression pathways

Following recruitment, some interviewees reported that career progression pathways was unclear:

There is no clear structure for Indigenous people when they come in in terms of – ok, you've started with us now, this is what we do with you in the first couple of weeks, couple of months, six months.

A number of interviewees also sought greater support for training, as a component of career progression. They described difficulties balancing time for training and for completing operational tasks:

If there was a lot more support behind training and on-boarding programmes the supervisors would feel they have the authority to prioritise this kind of stuff. We are all busy here. We prioritise what our boss tells us to prioritise. And if that boss is saying forget about that training stuff – that is what that supervisor is going to do.

NTO is taking action to clarify career pathways, under the Indigenous Employment Pathways Steering Committee Action Plan (April 2018). Actions listed in that document include:

- Document and communicate career pathways, including those opportunities once employed, across departments
- Develop and implement systems to consult with, monitor and track career opportunities for existing Indigenous employees
- Investigate options for pathways for professionals and to supervisor and above levels for local-local Indigenous employees.

These actions are intended to reduce uncertainty in career progression within NTO, with a view to improving retention rates of Indigenous employees.

3.4.5 Inclusivity of work environment and cultural sensitivity

Some Indigenous employees indicated feeling isolated because the work schedule did not allow time to socialise. One person described the schedule as 'just work, work, work. We are like ants. Jump on the bus, come back from work, and go back to our room.' Other interviewees reported positive feelings of camaraderie, despite the demanding schedule:

My son loved it out there. He liked communicating with the others, meeting new people, getting to know the country. Long working hours? He did not like it. But then again, you've got to follow the rules and do the job.

A sense of isolation during mine work is not specifically an Indigenous issue, but may further undermine confidence or exacerbate existing feelings of not belonging, particularly in cross-cultural settings.

Cross-cultural miscommunication was cited as a factor that influenced recruitment and retention at NTO. One interviewee pointed out that non-Indigenous staff, if lacking cultural awareness, can inadvertently cause offence and discourage Indigenous workers from remaining employed at NTO:

I met one Indigenous employee who was leaving after not being here for very long. He said that he did not think that the supervisors we had here had the maturity of how to talk to and interact with some Indigenous employees. The example that he gave me – he said that when they are all together and someone says 'come on, boys' that that could be offensive. Because once they have done their men's business and their initiation as men, they never get called a boy again. Often you have high grade initiated men and someone says 'come on, boy'.

NTO is committed to cross-cultural awareness training (CCAT) in the workplace, including prioritising Warlpiri-led training under the Ten Year Plan (TYP). The development of the CCAT is driven by obligations of the Consolidated Mining Agreement, as well as Newmont's voluntary commitments in multiple Newmont standards, including:

- Indigenous Peoples Standard (January 2018)
- Global Inclusion and Diversity Standard (August 2014)
- Local Procurement and Employment Standard (January 2018).

NTO's commitment to CCAT was refined in late 2018, when NTO worked with a specially selected CCAT Advisory Committee to reconfigure the CCAT for employees and contractors. The Advisory Committee was endorsed by the Traditional Owner Liaison Committee. In reconfiguring CCAT, NTO sought expressions of interest from cross-cultural training providers. Providers were required to involve local Warlpiri people in the delivery of training. Providers were also asked to describe how they would build Warlpiri capacity in enterprise development and contract management – with the longer-term aim for Warlpiri to own and manage the business rather than working as sub-contractors. A university-based training provider was selected in November 2018.

As of early 2019, NTO has an immediate need to deliver CCAT to approximately 200 employees. Estimated ongoing demand is one day of training per month thereafter. While demand will be driven by NTO, there may be other opportunities for the supplier in conjunction with its Warlpiri trainers to deliver CCAT to other mining companies active in the Tanami.



Plate 2 The Granites accommodation village (Photo: CSRM, 2018)

3.4.6 Employee transport to and from Priority Communities

NTO transports its workers to The Granites by plane from four points of hire: Perth, Darwin, Alice Springs and Brisbane. The transport for workers between the four Priority Communities and the site poses a significant obstacle to employment for Warlpiri who are reluctant to relocate to access transport to site.

Some interviewees questioned NTO's commitment to facilitating and supporting workers from the Priority Communities. During consultations, several observed that NTO appears willing to fly workers from other parts of Australia, but is not willing to provide bus transport for workers from the local communities:

For them [NTO], having to deal with local employment is more of a hindrance – it is easier to fly them someone from Perth on a huge salary rather than deal with social implications of local-local employment.

In the past, there have been attempts to establish a bus transport for the Priority Communities. High cost and the low turnout of workers for the bus resulted in underutilisation of the vehicles (which sometimes travelled empty). Some interviewees suggested that a community-based employment officer could go a long way towards increasing demand for bus runs between the Priority Communities to access the officer.

3.4.7 Welfare and royalty payments

During consultations, some community members suggested that welfare payments and royalty payments create disincentives to work. Welfare payments can offer people a regular income, while royalties give access to other sums of money three or four times a year. Between them, these payments can possibly sustain the immediate financial needs of those receiving royalties. This means that a proportion of the population are not necessarily financially motivated by to seek paid employment. Although NTO has limited ability to influence how royalties are distributed, there are both positive and negative impacts of royalties are a result of its operations. Potential exists for NTO to engage with the CLC over further research to find ways to minimise any negative impacts.

4. Indigenous businesses in NTO Priority Communities

This section describes commercial businesses existing within the NTO Priority Communities, NTO procurement practices, and opportunities and barriers to developing Indigenous businesses.

4.1 Businesses in the NTO Priority Communities

There are ten commercial businesses identified in the Priority Communities, as shown in Table 1. All are Indigenous-owned. While there are 13 Indigenous corporations with businesses in Yuendumu, Lajamanu, and Willowra (none in Nyirripi), most are involved in the provision of health and community services and are not profit-making commercial businesses. Such enterprises include the Yuendumu Women's Centre Aboriginal Corporation, Yuendumu Old Peoples Program (YOPP) and Warlpiri Youth Development Aboriginal Corporation (WYDAC). These corporations control significant budgets and employ local people. WYDAC, for example, is a major, non-profit, royalty-supported Aboriginal corporation, employing around 77 people and managing funds of \$4.7 million in 2017. It is the single largest non-government employer and critically important to the economic and social fabric of the communities.

Table 1 Indigenous businesses in the four communities

Sector	Business	Owner / funder	Location
Arts	Warlukurlangu Artists of Yuendumu	Warlukurlangu Artists Aboriginal Corporation	Yuendumu
	Lajamanu Art Centre	Warnayaka Art and Cultural Aboriginal Corporation	Lajamanu
Retail / food	Nguru Walalja Outback Store	Yuendumu Women's Centre Aboriginal Corporation	Yuendumu
	Yuendumu Social Club (Big Shop)	Maiwiru Regional Stores Aboriginal Corporation	Yuendumu
	Lajamanu Food & Takeaway Shop	Lajamanu Progress Aboriginal Corporation	Lajamanu
	Nyirripi Community Store	Nyirripi Aboriginal Corporation	Nyirripi
	Wirliyajarrayi Store	Wirliyajarrayi Aboriginal Corporation	Willowra
Construction and mechanical	Mt Theo Mechanical Training Workshop	WYDAC	Yuendumu
	Yapa-Kurlangu Ngurrara Aboriginal Corporation	Yapa-Kurlangu Ngurrara Aboriginal Corporation	Yuendumu
	Wulaign Homelands Council Aboriginal Corporation	Wulaign Homelands Council Aboriginal Corporation	Lajamanu

Source: Office of the Registrar of Indigenous Corporations (ORIC)

4.1.1 Retail businesses

This section provides a brief profile of the five general stores in the Priority Communities, which are the most prominent commercial businesses the four communities. All five stores were in business as of September 2018. There are two stores Yuendumu and one each in Lajamanu, Nyirripi and Willowra. The long-running Yuendumu Mining Company also has a retail arm selling food items and fuel. This company was established in 1969, originally focusing on exploration and mining (mostly sand and gravel), and is run by a Warlpiri board. Its retail arm sells a limited range of food items as well as fuel. Yuendumu Mining Company has not been involved in mining activity since the 1980s.

Nguru Walalja Store, Yuendumu

The Nguru Walalja Store is a general store offering a variety of groceries, electronic goods, hardware, homeware and electrical items. It also sells takeaway food and has an ATM. The store is owned by the Yuendumu Women's Centre (registered in 1990) and managed by Outback Stores, which is wholly-owned by the Australia Government held through PMC. Under a management contract, Outback Stores provides remote communities with a fee-based service that:

- Ensures food security in remote communities;
- Supports financially unviable stores to remain open;
- Delivers positive social outcomes whilst still operating according to commercial principles; and
- Provides regular financial reports and returns profits to communities.

Outback Stores trains staff to work effectively in a cross-cultural environment and offers training in Certificates I through IV in retail trade skills. Revenue data for the Nguru Walalja Store are not publicly

available. Employee numbers were also not available at the time of writing; however, visits to the store during the consultations suggest at least a half dozen Indigenous employees working in various roles.

Big Shop, Yuendumu

The other retail store in Yuendumu is Yuendumu Social Club's 'Big Shop'. The Big Shop was established in 1967 and has been in its current location since 1971. It is managed by Mai Wiru Stores Regional Aboriginal Corporation. It sells fresh groceries, take-away food and coffees, and fuel. The store also has an ATM. It is open 7 days per week from 8am until 7pm, except weekends when opening hours are 9am to 6pm.

Mai Wiru Stores Regional is owned by the Anangu Pitjantjatjara Yankunytjatjara people of north-west South Australia but has recently expanded operations into Yuendumu. Mai Wiru works with health organisations, nutritionists and others to deliver healthy, nutritious food to communities. To this end, Mai Wiru has introduced several initiatives to promote healthy eating in communities, including, dedicating large areas of fridge space to water and sugar-free drinks, and introducing a 'healthy aisle strategy' in stores to make it easier for customers make healthy food choices when shopping.



Plate 3 Nguru Walalja Store, Yuendumu (Photo: CSRM, 2018)

Lajamanu Food and Takeaway Shop

The Lajamanu Food and Takeaway Shop is the only business that sells groceries and takeaway food in Lajamanu. It is also the only fuel supplier (including supplying the nearby airport with aviation fuel). Other items sold at the store include a selection of manchester and electronic goods. Food sales accounts for about 55% of revenue. The shop is owned by the Lajamanu Progress Aboriginal Corporation and is currently managed by the Arnhem Land Progress Association (ALPA), a non-profit organisation established 40 years ago to provide retail services for remote communities. ALPA has since branched out from retail activities to a wide range of business activities such as labour hire, accommodation and construction. ALPA works with communities to develop jobs and provide training.

Like Big Shop in Yuendumu, ALPA has tried to implement its Healthy and Nutrition Policy in Lajamanu. This involves increasing the availability and affordability of nutritious food, as well as increasing people's understanding of health, nutrition and food. One proposal under the policy is to reduce consumption of

sugary drinks and snacks by half. This would be achieved, by among other things, only refrigerating sugar-free drinks. At the time of writing, the Lajamanu Progress Aboriginal Corporation had reportedly resisted implementing this measure for reasons that are unclear.

The Lajamanu shop is the largest non-government employer in Lajamanu. It currently employs around 20 staff, mostly casual, including 10 Indigenous employees, the majority of whom are Warlpiri. Most employees work on a casual basis and there is a high turnover of local staff. Casuals also include several backpackers who typically stay between a few weeks and few months. The current management is not Indigenous, though one of the store's junior/ trainee managers is a Warlpiri man. Its 2017 turnover was over \$2.5 million.

Nyirripi and Willowra general stores

The only commercial businesses operating in Nyirripi and Willowra are community stores. The Nyirripi Community Store is owned by Nyirripi Aboriginal Corporation. In 2017, it employed one person and had revenue of \$1.85 million. In Willowra, the store is owned by the Wirliyajarrayi Aboriginal Corporation. It employs 2 people and had income of \$1.82 million. Both are managed by Outback Stores.

4.1.2 Construction and mechanical businesses

The construction and mechanical business sector in the Priority Communities is comprised of only three companies, all three of which are Aboriginal corporations or owned by an Aboriginal corporation (Mt Theo Workshop). One of these businesses, Yapa-Kurlangu Ngurrara Aboriginal Corporation (YKNAC) was established in 2015. A description of these businesses is provided below.

Mt Theo Mechanical Workshop

The Mt Theo Mechanical Workshop was set up in Yuendumu as a training workshop for Indigenous youth. It is owned by WYDAC. In the past, the workshop employed an English language teacher to privately tutor Indigenous employees to assist with training and ensure trainees engage in safe work practices. It operates as a viable commercial business in its own right and fulfils an important service in the region. It undertakes a wide range of automotive, mechanical and engineering work, such as repairing tires and windscreens, vehicle maintenance and repairs, and welding. The workshop is currently located in a new shed funded by the Department of Prime Minister and Cabinet.¹⁰

The workshop is reportedly so busy it has to turn away work. Its tire repair and replacement activities alone keep staff fully occupied as the struggle to service vehicle fleets for WYDAC, the council and police. A major challenge is finding a sufficient number of reliable staff. Currently, there are four permanent staff (including the manager) and a Warlpiri apprentice. Attracting local employees has been a challenge, as has maintaining their interest and reliability. Management is unable to bring in mechanics from other towns or communities due to the shortage of housing in Yuendumu. It was suggested during the consultations that securing additional accommodation in the community would allow an additional qualified mechanic to be employed, which would increase capacity and enable additional commercial work to be undertaken.

¹⁰ WYDAC (2017). *Annual Report 2016-2017*. Warlpiri Youth Development Aboriginal Corporation.



Plate 4 WYDAC workshop (Photo: CSRM, 2018)

Yapa-Kurlangu Ngurrara Aboriginal Corporation (YKNAC)

YKNAC was set up in Yuendumu to support outstations in the southern Tanami region. To be self-sustaining, YKNAC also undertakes construction and management of essential services. It has the contract to maintain all power and water (including sewerage) essential services in Yuendumu, Nyirripi, and Willowra. YKNAC is also currently renovating the Mt Theo Outstation. The corporation has taken on managing the Yuendumu cattle station, with fencing a major strategic priority. Its business model is to obtain previously used material at nil or low cost. Saving funds by not spending them on new material means that more local Warlpiri people can be employed on the job. The corporation employs around 25 people, of whom 11 are full time and the rest casual. Two of the eleven full-time employees and all of the casuals are from Yuendumu. YKNAC focusses on on-the-job and practical training. In the 2017 financial year it had revenue of \$2.86 million.

Wulaign Homelands Council Aboriginal Corporation

In Lajamanu, the Wulaign Homelands Council Aboriginal Corporation is a not-for-profit community run earthworks and civil road construction company. In 2016, the corporation had income of just over \$1 million and employed six people.¹¹ It has contracts from the NT roads department for maintaining roads in the region around Lajamanu.

4.1.3 Art centres

Both Yuendumu and Lajamanu have successful art centres that not only provide a place for local community members – most of whom are women – to meet and socialise but also provide a significant source of income for the local people. One interviewee indicated that art centres provide flexible income-earning opportunities:

Painting offers people the kind of flexibility which would be very difficult to find anywhere else. While some artists use the centre's facilities, they can paint pretty much anywhere and anytime, and bring completed

¹¹ Wulaign Homelands Council 2016 General Report. Available at ORIC website <http://www.oric.gov.au/>.

pieces to the Arts Centre. The employment flexibility offered by the Arts Centre is a much better fit than conventional employment as far as the local cultural structure is concerned.

The Yuendumu Art Centre, owned by the Warlukurlangu Artists Aboriginal Corporation, engages with as many as four to five hundred artists, mostly from Yuendumu and Nyirripi but also from Laramba and Yuelamu. The centre was established in 1985 and is run by two non-Indigenous people, who have lived in Yuendumu for 16 years. It currently employs eight full-time and several part-time staff who help with preparing canvas and packing.

Demand for art works is high. In previous years there was a backlog of unsold paintings, but today as many as 8,000 paintings are produced and sold each year. Most of the sales are through the internet, including to galleries across Australia, museums and private collectors. In 2017, the centre generated income of over \$3 million, which was the third highest income of all commercial businesses in the Priority Communities. The artists are paid upon completion of a painting. In the absence of formal jobs in communities such as Yuendumu, the Art Centre offers people the kind of employment flexibility that is difficult to find elsewhere. As an employee of one of the art centres put it, 'people are here to make money. They can buy things, support their families. But they also get a sense of achievement.'

During consultations, it was mentioned that NTO previously maintained an active and strongly supportive relationship, and contributed funding to an extension to the art centre in 2005. This relationship diminished in subsequent years, although it has recently strengthened. NTO currently purchases pieces of art from the centre and maintains a small outlet for art at The Granites accommodation village.

The Lajamanu Art Centre, first established in 2007, is a smaller operation, with only 120-140 artists on its books. It is officially classified as a non-profit, and its self-proclaimed key driver is 'the need to preserve and pass on the cultural significance of Warlpiri, the culture of the people of Lajamanu, which encompasses not only art, but includes language, social structure, law and country'.

In an average year, the Lajamanu Art Centre's artists produce about 700-800 pieces of art. About 500 of these are sold, and the others are kept as stock to be sold later. Artists take 60% of the sale price, with the centre taking 40%. In addition to income from art sales, the centre receives grants and funding from the Federal Government. There are currently 13 Indigenous employees at the centre, who are a mix of full time, part time and casual. The centre benefits from GMAAAC funding with which it aims to employ 5-6 additional people. In 2017, the centre's income was \$598,664. It does less business online and instead sells at markets in Darwin, Canberra and Sydney, as well as galleries in Brisbane, Sydney, and London.



Plate 5 Warnayaka Art Centre, Lajamanu (Photo: CSRM, 2018)

4.1.4 Other businesses

In addition to the commercially-oriented Indigenous businesses described above, a review of community business directories (for Yuendumu and Lajamanu) and Aboriginal Corporations listed in the ORIC website indicate that there are at least 25 other organisations that offer employment in the communities, most of which are in Yuendumu and Lajamanu. They include government departments and non-profit community organisations funded through royalty streams. These are listed in

Table 2 Indigenous businesses offering employment (Priority Communities)

Community Businesses		Community Businesses	
Yuendumu	<ul style="list-style-type: none"> • PAW Media • Warlpiri Youth Development Aboriginal Corporation (WYDAC) • Yuendumu Old Peoples Program (YOPP) • Kurdu Kurdu Childcare Centre • Yuendumu State School • Yuendumu Health Centre • Central Desert Regional Council (CDRC) • Central Land Council (CLC) / CLC Rangers • Yuendumu Mining Company • Women's Centre • Learning Centre Night Patrol 	Lajamanu	<ul style="list-style-type: none"> • Lajamanu School • Lajamanu Childcare Centre • Lajamanu Health Centre • Central Desert Regional Council (CDRC) • Victoria Daly Regional Council • Central Land Council (CLC) / CLC Rangers • Lajamanu Learning Centre • Lajamanu Air (run by Chartair) • Night Patrol
Nyirripi	<ul style="list-style-type: none"> • Nyirripi School • Nyirripi Health Centre • Central Desert Regional Council (CDRC) 	Willowra	<ul style="list-style-type: none"> • Willowra School • Willowra Heath Centre • Central Desert Regional Council (CDRC)

4.2 Overview of NTO procurement practices

The 2013 SIA does not mention that NTO procured any goods or services from businesses in its Priority Communities. Assessment of NTO procurement data from 2014 indicates that businesses in the Priority Communities were not involved in NTO's supply chain at that time.¹² This would explain why one of the 2013 SIA's recommendations was to 'Reinvigorate conversations with local Aboriginal business in the NTO priority communities regarding potential contracting services'. It appears that little has changed and NTO still does not procure any goods or services from businesses in the Priority Communities.

In the absence of procurement opportunities for local-- businesses or jobs, NTO's direct economic contribution to the Priority Communities is minimal. As discussed in section 4.1.3, it does purchase art from the art centres as part of its community investment program but the payments involved are relatively small. With the new Indigenous Employment Pathways Action Plan (see Chapter 7, Regional economic activity), NTO is looking at a number of potential business ideas which it can support in the Priority Communities.

¹² There was a payment of \$60,000 to the Mt Theo Workshop recorded. This payment was a community investment to upgrade the workshop; it was not procurement spending.

4.3 Indigenous business opportunities

The development of Indigenous businesses is a commitment of the Ten Year Plan (TYP). Commitment 9 is entitled, 'Yapa businesses sustain themselves', and commits the parties of the TYP to 'support the development of sustainable Yapa businesses and social enterprises'.

NTO does not collect data on whether its suppliers are Indigenous-owned, which makes it difficult to assess its success in supporting Aboriginal business development. Some of the main barriers to the development of local businesses in the Tanami include:

- Lack of preparedness and understanding about what it takes to run a successful business
- Low levels of education and skills, particularly in areas such as financial literacy
- Isolation and costs of doing business
- Royalty and welfare dependence and lack of motivation
- Inability to hire reliable local staff
- Limited local markets

Numerous Indigenous business ideas have been floated in the past but, with the exception of the general stores, none have progressed. Ideas to provide basic goods and services in communities have not proceeded. Some of the ideas proposed during the consultations include:

- Laundromat to meet local demand for washing;
- Bakery;
- Clothing embroidery business, could put names on NTO (and others) uniforms;
- Tyre repair businesses to service NTO and its contractors;
- A roadhouse that would serve traffic heading to and from the mine, as well as tourists and other travellers. (This could potentially be located at the site of the old Rabbit Flat Roadhouse that has been closed for several years, leaving a big service gap in the region.)

A promising (but not new) idea is a metal recycling business focused on recovering copper, aluminium and steel waste at The Granites. The waste that is presently buried on site has been identified as an opportunity to raise revenue and create employment. One suggestion was to transport the scrap metal to Yuendumu where it can be stripped and/or processed before being transported to Alice Springs. It is understood that clean copper could yield \$8 per kilogram and \$2 per kilogram for clean aluminium. There are also potential environmental benefits derived from the recycling as waste is normally buried on site.

More generally, there are a multitude of services that community-based mechanical and engineering businesses could provide to NTO, such as light fabrication, boiler-making work, small mechanical component rebuilds, and light vehicle repairs (e.g. body repairs if smashed up). One NTO department manager stated that with continued operational investments planned there were numerous opportunities for NTO to support community businesses. The Mt Theo workshop, in particular, has the potential to benefit from NTO's need to refurbish and rebuild equipment.

We spend tens of millions of dollars per year getting components refurbished off site. There's no way at the moment we could send an engine to be rebuilt in Yuendumu. But if we could expand the capability of that workshop there we could get some small fabrication done – some small components rebuilt

4.4 Barriers to business development

Any plan to develop a new Indigenous business in the communities needs to address the fundamental lack of business knowledge. One respondent stated that, 'There are people with lots and lots of business ideas

but no concept of how to get them going'. To address this capacity gap, in 2017, the Central Desert Regional Council (with Northern Territory Government funding) entered into a contact with an Australian non-profit organisation, Matrix on Board, to develop culturally appropriate training on doing business in Australia. A pilot workshop in Warlpiri language was scheduled for October 2017 in Yuendumu. There is potential to continue this basic business training going forward.

Another key barrier discussed by key informants is the lack of accommodation for qualified staff who could provide the necessary expertise and training to help businesses get off the ground. As discussed in Chapter 6 (Infrastructure and services), the lack of accommodation in the communities is a serious barrier across many community services since it prevents staff with necessary skills from coming to live in the communities. Interviews revealed that is a problem not only for the Mt Theo Workshop but also for schools and clinics. Although provision of housing in the communities is not within NTO's responsibility, the barriers it presents to achieving its goals of increasing Yapa employment and supporting business development means that it should consider collaborating the government and Indigenous bodies in the communities to tackle the accommodation shortage problem.

In addition to being a barrier to employing Warlpiri in the Priority Communities, a lack of transportation was identified by key informants as barrier to the development of businesses that service the mine, such as a tyre repair/ replacement venture. Overcoming this barrier requires planning and resources. One suggestion is for NTO to run or support a shuttle between community and site to transport tyres and people.

5. Chapter summary

This chapter reviewed Indigenous employment and Indigenous business in the NTO Priority Communities. It provided a snapshot of Indigenous employment and business, and assessed the influence of NTO on employment and business within the Priority Communities.

The 2016 Census was used to provide a snapshot of Indigenous employment. The labour force was recorded as 683 persons across the four Priority Communities, representing over half of all persons aged 15 years and over. As a proportion of the population, labour force participation in the Priority Communities lags behind the overall Northern Territory average, but exceeds the Northern Territory average for Indigenous persons. Unemployment is high: nearly 29% of the population aged 15 years and over in 2016. In absolute terms, the 2016 Census recorded over 307 people in the Priority Communities who were unemployed but seeking work. Of these, 132 were recorded as participating in the Australian Government's Community Development Programme (CDP); consultations indicated that the Census records grossly underestimated participation in the CDP, with participation estimated to reach 320 in Yuendumu and Lajamanu alone.

The sizeable population of unemployed people presents an opportunity for NTO to improve its social impact. The Ten Year Plan (TYP), with its express focus on improving Yapa employment, is expected to be the primary vehicle for doing so (see chapter 12, Community engagement). Currently, NTO employs few people from the Priority Communities – an estimated three or four individuals. It is difficult to ascertain employees' community of origin from the employment data: residential addresses are recorded, but these indicate residency whilst employed, which may differ from residency at time of hire. Tracking recruitment from the Priority Communities would be improved if employees' hometowns or home communities at time of hire were recorded.

For similar reasons, participation in the Yapa Crew is difficult to track. The language group of Yapa Crew participants is recorded, with most Yapa Crew being Warlpiri people. Whether these people come from the Priority Communities is not systematically recorded, although interview data suggests that at least three of the Yapa Crew in 2018 (out of a total of 19) were from the Priority Communities.

Perceptions of NTO's impact from employment was mixed. Among those surveyed in the Priority Communities, about a third indicated a positive perception of NTO's performance with respect to providing jobs for local people. Slightly more than a third indicated a negative perception. Jobs training was

proportionally more positive – about a third held a positive perception, while a quarter were negative. A recurring theme was that NTO was seen to be providing jobs for Indigenous people generally, rather than local Indigenous people (i.e. those from the Priority Communities).

Seven key factors influencing Indigenous employment at NTO were identified:

- **Education and experience.** Educational attainment and work experience was low compared to elsewhere in the Northern Territory. While people in the Priority Communities have existing skills and capabilities, they are not recognised formally in ways that facilitate employment with NTO (e.g. with certificates, licences, or tickets).
- **Confidence and pre-employment familiarity with the work environment.** During consultations, many Warlpiri people expressed a feeling that they were unsuited to the highly regimented work environment at a mine site. Unfamiliarity with the NTO work environment was a recurring theme, with some interviewees suggesting that their confidence would improve if they could visit the mine site informally to ‘try it out’. While NTO offers several pathways to employment (e.g. through the Yapa Crew or the ITFP), there are no pre-employment or pre-vocational initiatives that prepare Warlpiri people for entry into the Yapa Crew or ITFP in the first instance.
- **Job application process.** The job application process often requires English language proficiency, an internet connection, and health and police checks. These were identified as factors that could discourage potential jobseekers from applying for work at NTO.
- **Career progression pathways.** During consultations, several interviewees indicated a desire for clearer career progression pathways, as well as a prioritisation of training whilst employed. NTO is taking action to clarify career pathways under the Indigenous Employment Pathways Action Plan.
- **Inclusivity of work environment and cultural sensitivity.** Some interviewees recounted positive experiences of the camaraderie of a new work environment. However, some suggested that non-Indigenous people can inadvertently isolate Indigenous colleagues (e.g. using the word ‘boy’ can be friendly to non-Indigenous people, but would be offensive to initiated Indigenous men). As of early 2019, NTO is implementing a renewed program of cross-cultural awareness training across its workforce.
- **Employee transport.** The difficulty of travelling to hire points (and thence to the mine site) was raised. Although bus transport had been attempted in the past, underutilisation of the service had made it costly. Some suggested appointed a community-based employment officer, to operate as an NTO employment hub within the Priority Communities.
- **Welfare and royalty payments.** Some interviewees identified welfare and royalty payments as creating a disincentive to work.

There are ten businesses within the Priority Communities, all of which are Indigenous-owned. Half of these are general stores, while the rest are art centres and construction and mechanical engineering businesses. The art centres are demonstrably successful operations that generate good income for local artists, while providing flexibility to uphold cultural obligations.

No businesses from the Priority Communities are involved in NTO’s supply chain. This represents an opportunity for NTO to make a valuable economic contribution to the Priority Communities and to fulfil its local contracting obligations. Such opportunities may be realised through the Indigenous Employment Pathways Action Plan, developed in 2018, as well as the TYP, which specifically includes commitments to ‘support the development of sustainable Yapa businesses and social enterprises’ (Commitment 9).

The consultations identified a number of promising business ideas. The most promising include building the capacity of the Mt Theo mechanical workshop to become a key business capable of not only meeting local demand for automotive and mechanical engineering services but also servicing NTO and its contractors automotive service needs. Another promising idea is to develop a scrap metal recycling business focused on mining waste.

Chapter 9 Health

1. Introduction

Periodic monitoring of population health and the coverage of health services in the Priority Communities is fundamental to effective social performance and a requirement under Newmont's *Social Baseline and Impact Assessment Management Standard* (January 2018). As a key feature of SIAs, health outcomes are closely connected with quality of life, and life opportunity indicators in several other key domains such as attendance and achievement at school and employment. Good health and wellbeing is one of Newmont's priority Sustainable Development Goals (SDG 3).

The 2013 SIA provided an overview of the main health issues in the Priority Communities, and the health services available. This chapter updates and extends this information. Profiles of Indigenous health in Australia and the Northern Territory are provided in Sections 2 and 3 respectively. These sections make extensive use of *Aboriginal and Torres Strait Islander Health Performance Framework* reports published by the Australian Institute of Health and Welfare in 2017.

Section 4 provides a health profile of the Priority Community (including health issues, and health infrastructure and services). Section 5 describes health programs available in the Priority Communities and the Tanami Area of Influence.

Alongside primary data collected during consultation, key sources of secondary data used in this chapter include:

- Australian Bureau of Statistics (abs.gov.au)
- NT Department of Health (health.nt.gov.au)
- Central Land Council (clc.org.au)
- Warlpiri Youth Development Aboriginal Corporation (wydac.org.au)
- Australian Institute of Health and Welfare (<http://aihw.gov.au>).

The 2013 SIA noted that official health statistics were not officially released at the community level, and this remains the case. The Aboriginal and Torres Strait Islander Health Survey 2018-19 is expected to offer regional insights, but is not likely to provide community-level data. In the absence of this specific information, it is difficult to draw firm conclusions about the effectiveness of health programs at a local level. Where possible, primary data collected during the consultation has been used to address this data gap and provide an update on the status of health issues, services and programs in the Priority Communities.

2. Indigenous health in Australia

2.1 Aboriginal & Torres Strait Islander Health Performance Framework

The Australian Government's Aboriginal and Torres Strait Islander Health Performance Framework monitors progress in Indigenous health outcomes, health system performance, and other determinants of health. The framework is informed by the *Closing the Gap* policy which includes health related targets, such as improving life expectancy and reducing the rates of child mortality. Central to these targets, and to the framework as a whole, is a recognition that 'good health is closely associated with the socioeconomic, environmental and

behavioural determinants of health', such as housing, education, employment, income, community safety, physical activity, and dietary behaviours.¹

The Australian Institute of Health and Welfare (AIHW) estimates that 'between one-third and one-half of the health gaps between Indigenous and non-Indigenous Australians are associated with differences in socioeconomic position such as education, employment and income.'² Every 2-3 years, the AIHW compiles national data (including ABS data) on the health and welfare of Indigenous Australians in the *Aboriginal and Torres Strait Islander Health Performance Framework* series of reports. The 2017 report recorded several improvements in health status and outcomes for Indigenous Australians over recent years, including:

- Between 1998 and 2015 there was a significant, 15% decline in the Indigenous mortality rate, including a 33% decrease in mortality rate for Indigenous children aged 0-4, and 66% for Indigenous infants.
- In the same time period, Indigenous deaths due to avoidable causes decreased by 32%.
- Circulatory disease Indigenous death rates, the most common cause of deaths for Indigenous Australians, declined by 43%; and respiratory disease Indigenous death rates by 24%.
- The proportion of Indigenous Australians aged 15 and over reporting a disability or restrictive long term health condition declined from 50% in 2008 to 45% in 2014-15.

Alongside those improvements, the report identified a number of areas for concern. For example, there has been no improvement in mortality rate for diabetes between 1998 and 2015. In 2012-13, 11% of Indigenous adults had diabetes, three times the non-Indigenous rate. The report also recorded lack of significant change in the Indigenous rate of treated end stage kidney disease between 1996 and 2014. In 2012-14 the Indigenous rate was 7 times the non-Indigenous rate. Another area of concern identified in the AIHW report was social and emotional wellbeing among Australia's indigenous population. There has been an increase in the Indigenous suicide rate between 1998 and 2015 (32%), and the proportion of Indigenous adults reporting high/very high levels of psychological distress increased from 27% in 2005-05 to 33% in 2014-15.

Overall, AIHW analysis shows that while there have been some improvements in the health and welfare of Indigenous Australians over recent years 'Indigenous Australians continue to experience much poorer health and wellbeing than the general Australian population across many key measures, including life expectancy, mortality, hospitalisations, health risk factors, education, employment, homelessness, family violence, child protection and juvenile justice.'³ Data compiled by AIHW shows that this disadvantage begins at an early age and continues throughout life.

2.2 Life expectancy at birth

As defined by AIHW, life expectancy at birth refers to 'the average number of years a person of a given age and sex can expect to live, if current age and sex-specific death rates continue to apply throughout his or her lifetime.'⁴ Life expectancy is an important measure of the health status of a population. It can also serve as an indicator of differences in health outcomes for Australia's Indigenous and non-Indigenous populations. Currently, there is a gap of around 8 years in life expectancy at birth between Indigenous and non-

¹ AHMAC. 2017. 'Aboriginal and Torres Strait Islander Health Performance Framework'. Australian Health Ministers' Advisory Council. https://www.pmc.gov.au/sites/default/files/publications/2017-health-performance-framework-report_1.pdf. Accessed 15 February 2019.

² According to AIHW, 'differences in social determinants can also explain a large part of the differences in health status within the Indigenous population. For example, Indigenous Australians who are in the lowest income group, have a lower level of education, or who are unemployed, are less likely to be in 'excellent' or 'very good health' than Indigenous Australians in the highest income group. See AIHW. 2017. 'Report data: Population groups – Indigenous Australians'. Australian Institute of Health and Welfare. Canberra. Accessed 15 February 2019 at: <https://www.aihw.gov.au/reports-data/population-groups/indigenous-australians/about>.

³ AIHW. 2017. 'The health & welfare of Australia's Aboriginal & Torres Strait Islander people'. Australian Institute of Health and Welfare. Canberra. Accessed 15 February 2019 at: <https://www.aihw.gov.au/reports-data/health-welfare-overview/indigenous-health-welfare/about>.

⁴ AIHW. 2017. Health Performance Framework: 2017 Report (Northern Territory). Australian Institute of Health and Welfare. Canberra. Accessed 15 February 2019 at: <https://www.aihw.gov.au/getmedia/0e60dc3c-a582-4b7f-a4d1-1e623a91745e/aihw-ihw-186-2017-hpf-nt.pdf.aspx>

Indigenous Australians. In 2015-17, estimated life expectancy at birth for Indigenous males was 71.6 years, 8.6 years less than the equivalent figure for non-Indigenous males (80.2 years). There was a similar, albeit slightly smaller, gap of 7.8 years between Indigenous and non-Indigenous females (Table 1).

Table 1 Life expectancy at birth (Australia)

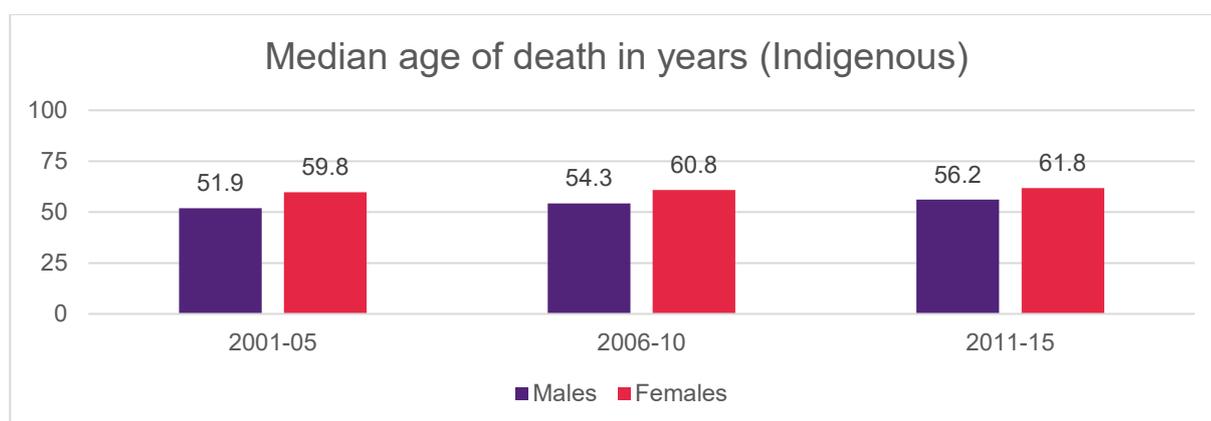
	Indigenous		Non-Indigenous		Gap (Years)	
	Males	Females	Males	Females	Males	Females
2005-2007	67.5	73.1	78.9	82.6	11.4	9.6
2010-2012	69.1	73.7	79.7	83.1	10.6	9.5
2015-2017	71.6	75.6	80.2	83.4	8.6	7.8

Source: ABS (2013, 2018). Life tables for Aboriginal and Torres Strait Islander Australians.

The most recent ABS data for life expectancy released in November 2018 indicates that the 2015-2017 period has seen the greatest progress over the past three reporting periods in closing the life expectancy gap between Indigenous and non-Indigenous people in Australia. Nevertheless, ABS data shows that although the Indigenous life expectancy has improved in recent years, progress will need to accelerate if the Australian Government’s target to close the gap with non-Indigenous Australians by 2031 is to be met.

2.3 Mortality rates

Two most common measures of mortality are median age and death and age-standardised death rates. As defined by the Enhanced Mortality Database (EMD), the median age at death is ‘the age at which exactly one-half of all deaths registered (or occurring) in a given time period were deaths of people above that age and half were deaths below that age. It is one of the simplest measures of the level and distribution of mortality’.⁵ The measure is influenced by age structure as well as mortality level of the population. Trends identified by the EMD show that, between 2001-05 and 2011-15 median age at death has increased for both male and female Indigenous Australians (Figure 1).



Source: EMD in AIHW (2017d)

Figure 1 Median age of death in years in Australia’s Indigenous population, 2001-05, 2006-11, 2011-15

⁵ AIHW. 2017. ‘Trends in Indigenous mortality and life expectancy 2001–2015’. Australian Institute of Health and Welfare. Canberra. Accessed 15 February 2019 at: <https://www.aihw.gov.au/reports/indigenous-australians/trends-in-indigenous-mortality-and-life-expectancy/contents/table-of-contents>

The age-standardised death rate is a mortality measure in a population. As defined by EMD, they are 'hypothetical rates that would have been observed if the populations being studied had the same age distribution as the standard population, while all other factors remained unchanged'.⁶ Age-standardised mortality rates are a useful indicator of the overall health status of a population, allowing for comparisons between populations and monitoring trends over time. EMD data shows that age-standardised rates for Indigenous males and females are higher than for non-Indigenous males and females. They also point to higher age-standardised death rates for males than females – in both Indigenous and non-Indigenous populations. The data is summarised in Table 2 below.

Table 2 Age-standardised death rates per 1,000 population in Australia, 2001-05, 2006-11, 2011-15

Time period	Males			Females		
	2001-05	2006-10	2011-15	2001-05	2006-10	2011-15
Indigenous	13.8	13.3	13.2	11.6	10.5	10.2
Non-Indigenous	7.9	7.1	6.5	5.2	4.8	4.5

Source: EMD in AIHW (2017d)

The EDM data shows both absolute and relative decline in mortality among Indigenous Australians. However, mortality for Indigenous males decreased less than non-Indigenous rates, resulting in a wider gap between Indigenous and non-Indigenous male mortality. The gap between Indigenous and non-Indigenous female mortality decreased.

The AIHW *Aboriginal and Torres Strait Islander Health Performance Framework (2017)* report provided valuable insights not only into mortality rates, but also to causes of death among Indigenous and non-Indigenous Australians. Data for 2011-15 for the five Australian jurisdictions with adequate quality data (NSW, QLD, WA, SA and the NT) was collated by AIHW and reproduced in Table 3. It outlines underlying causes of death as percentage of all deaths and age standardised death ratio per 100,000 persons. It also compares outcomes for Indigenous and non-Indigenous persons in the identified health domains by providing Indigenous to non-Indigenous rate ratios, and the gap in the difference between Indigenous and non-Indigenous deaths per 100,000.⁷

Another AIHW publication, the *Aboriginal and Torres Strait Islander adolescent and youth health wellbeing report (2018)* found that the mortality rate for young Indigenous Australians (aged 10-24) has declined, from 70 per 100,000 in 2005 to 67 per 100,000 in 2015. The report stated that, between 2011 and 2015, there were in Australia 674 recorded deaths among Indigenous people aged 10-24. The majority of those deaths were caused by injury and poisoning, including assaults, suicides and transport accidents. Around 83% of deaths of young Indigenous people in 2011–2015 were classified as avoidable deaths.⁸

⁶ AIHW. 2017. 'Trends in Indigenous mortality and life expectancy 2001–2015: Evidence from the Enhanced Mortality Database.' Australian Institute of Health and Welfare. Canberra. Accessed 15 February 2019 at: <https://www.aihw.gov.au/getmedia/bbe476f3-a630-4a73-b79f-712aba55d643/aihw-ihw-174.pdf.aspx>.

⁷ AHMAC, 2017 (above, footnote 1).

⁸ AIHW. 2018. 'Aboriginal and Torres Strait Islander adolescent and youth health and wellbeing 2018.' Australian Institute of Health and Welfare. Canberra. Accessed 15 February 2019 at: <https://www.aihw.gov.au/getmedia/b40149b6-d133-4f16-a1e8-5a98617b8488/ihw-202-aihw.pdf.aspx?inline=true>

Table 3 Causes of death, by Indigenous status. NSW, QLD, QA, SA and the NT, 2011-15

Underlying cause of death	Per cent of deaths				Ratio	Gap	% of gap
	Age-standardised deaths per 100,000 persons						
	Indigenous	Non-Indigenous	Indigenous	Non-Indigenous			
Circulatory diseases	24.0	30.0	271.4	173.3	1.6	98.1	23.8
Neoplasms	21.4	29.9	232.1	171.6	1.4	60.6	14.7
External causes	15.2	6.2	81.3	38.4	2.1	42.9	10.4
Endocrine, metabolic & nutritional disorders	8.8	3.9	100.6	22.5	4.5	78.1	19.0
• <i>Diabetes</i>	7.6	2.7	87.3	15.5	5.6	71.7	17.4
Respiratory diseases	8.3	8.7	100.6	50.3	2.0	50.3	12.2
Digestive diseases	5.5	3.5	46.0	20.2	2.3	25.8	6.3
Nervous system diseases	2.5	4.9	26.1	28.6	0.9	-2.5	-0.6
Infectious and parasitic diseases	2.5	1.8	20.8	10.3	2.0	10.6	2.6
Kidney diseases	2.0	1.6	24.0	9.2	2.6	14.8	3.6
Conditions originating in perinatal period	2.0	0.3	4.7	2.3	2.0	2.4	0.6
Other causes	7.8	9.1	84.1	53.3	1.6	30.8	7.5
All causes	100.0	100.0	991.7	580.0	1.7	411.7	100

Source: ABS and AIHW analysis of the National Mortality Database

2.4 Avoidable deaths

Avoidable deaths are deaths in population aged 0-74 years, which are considered avoidable given timely and effective healthcare, including population health initiatives, screening and primary preventative care. In recent years, the measure has become an indicator used to assess effectiveness of the health system. According to the Australian Commission on Safety and Quality in Health Care, breakdown of potentially avoidable deaths either by cause of death or by a group within a population can help to identify priorities and targeted policy interventions, identify trends, and monitor for improvements or emerging problem areas.⁹

The ABS data shows that, in 2016, there were over 26,600 potentially avoidable deaths. This constitutes half (50%) of all deaths for people aged less than 75 in Australia in that year. Of these deaths, 64% were male

⁹ Falster, M and Jorm, L. 2017. 'A guide to the potentially avoidable deaths indicator in Australia'. For the Australian Commission on Safety and Quality in Health Care. Sydney. Accessed 15 February 2019 at: <https://www.safetyandquality.gov.au/wp-content/uploads/2017/03/A-guide-to-the-potentially-avoidable-deaths-indicator-in-Australia.pdf>

and 36% were female.¹⁰ Like with life expectancy and mortality rates, Indigenous status and remoteness affect avoidable death rates in Australia. Between 2011 and 2015, 61% of Indigenous deaths before the age of 75 years were potentially avoidable. Adjusted for differences in age structure, Indigenous Australians died from avoidable causes at 3.3 times the rate of non-Indigenous Australians. The cause of death with the highest rate ratio was diabetes. Between 2011 and 2015, in Australia, deaths from diabetes were 10.8 times higher for Indigenous persons than for non-Indigenous persons.¹¹ Data also shows that that age-standardised potentially avoidable death rates increase with increased remoteness. In 2015 people living in very remote areas had an avoidable death rate over 2.5 times as high as people living in major cities (256 per 100,000 population compared with 96 per 100,000 population).¹²

AIHW report on Deaths in Australia (2018) shows the decline in the avoidable mortality rate over time in the last two decades. It states that potentially avoidable death rates for Australia's population as a whole fell by 45% between 1997 and 2016 (from 193 to 105 deaths per 100,000 population). Rates fell by 46% among males (from 252 to 136 deaths per 100,000 males) and by 45% among females (from 136 to 75 per 100,000 females). For comparison, AIHW reports that the rate of avoidable death among Australia's Indigenous population declined by almost a third (32%) between 1998 and 2015. AIHW identified a number of factors which can lead to sustained improvements in health outcomes for Indigenous Australians. These include identification of Indigenous clients, health promotion, early detection and early treatment, chronic disease management and acute care to treat the more severe health outcomes.

Chronic disease and injury are causing the greatest proportion of avoidable deaths for Indigenous people in Australia. These are amenable to both prevention and treatment. A study into avoidable mortality trends conducted in the NT between 1985 and 2004 has found that improvements in rates have been greatest for conditions amenable to medical care. For example, a range of interventions, such as improved neonatal and paediatric care and establishment of prenatal screening have contributed to the decline in infant mortality in the NT. Study authors linked the decline in deaths from pneumonia and other infectious diseases to increased use of effective antibiotics and high rates of immunizations uptake. They suggested that reduced mortality rates from stroke and hypertensive conditions likely relate to effective therapies, improved intensive care, and better surgical procedures. However, the study found that only marginal change conditions responsive to public health. Results of the study suggested that Indigenous Australians in the NT benefited less from the impact of health policy interventions than non-Indigenous Territorians. This, as interpreted by the researchers, suggested that policies to prevent the health sequelae of risk behaviours were perhaps more culturally appropriate for, non-Indigenous than Indigenous people.¹³

Although the NT study was completed fifteen years ago, more recent publications from AIHW suggest that its findings are still relevant to the understanding of measures to address Indigenous avoidable mortality rates in Australia, and outcomes more broadly. The Institute's 2017 report named antenatal care, immunisation, early detection and treatment, regular and systematic assessment and screening, effective chronic disease management, and access to hospital procedures as indispensable elements of an effective, appropriate and efficient health system. The report highlighted the gaps in evaluation of effectiveness of health promotion intervention and programmes. It has, however, identified a number of features of an effective health promotion intervention for priority communities. These include:

- Involving local Indigenous people in design and implementation of programs;
- Acknowledging different drivers that motivate individuals;

¹⁰ AIHW. 2018. 'Deaths in Australia'. Australian Institute of Health and Welfare. Canberra. Accessed 15 February 2019 at: <https://www.aihw.gov.au/reports/life-expectancy-death/deaths-in-australia/contents/summary>

¹¹ AHMAC, 2017 (above, footnote 1).

¹² AIHW. 2018. 'Australia's Health 2018'. Australian Institute of Health and Welfare. Canberra. Accessed 15 February 2019 at: <https://www.aihw.gov.au/getmedia/7c42913d-295f-4bc9-9c24-4e44eff4a04a/aihw-aus-221.pdf.aspx?inline=true>

¹³ Li, SQ, Gray, N, Guthridge, S, Pircher, S, Wang, Z & Zhao, Y. 2009. 'Avoidable mortality trends in Aboriginal and non-Aboriginal populations in the Northern Territory, 1985- 2004'. *Australian & New Zealand Journal of Public Health*, 33(6): 544-550.

- Building effective partnerships between community members and the organisations involved;
- Community ownership and support for interventions;
- Use of family-centred approaches across the life course;
- Cultural understanding and mechanisms for effective feedback to individuals and families.

Highlighting the importance of culturally appropriate approach to healthcare, the report stated that ‘improving the cultural competency of health care services can increase Aboriginal and Torres Strait Islander peoples’ access to health care, increase the effectiveness of care that is received, and improve the disparities in health outcomes.’¹⁴

3. Indigenous health in the Northern Territory

NT has distinctive population characteristics. It has the lowest population density and lowest rates of population growth of all of Australia’s states and territories. It also has a high proportion of Aboriginal population (estimated 29.3% in June 2016, 10% of total Australian Aboriginal population), majority of whom (78.7%) live in remote areas. In contrast, the majority of NT’s non-Aboriginal population (73.3%) live in the greater Darwin area.¹⁵ As discussed above, on a country-wide scale, health outcomes tend to be lower for Aboriginal Australians. They also tend to be lower for Australians living in rural and remote areas compared to people living in urban areas, and lowest for people living very remote areas. For example, *Australia’s Health 2018* report notes that people living in very remote areas tend to have the highest total disease burden (expressed as disability-adjusted life years), highest mortality rates (1.4 times as high as people living in major cities in 2015) and highest age-standardised potentially avoidable death rates.¹⁶ This may be due to a number of reasons which include, alongside socio-economic disadvantage indicators discussed above, poorer access to health services in remote and very remote rural areas. AIHW analysis shows that:

Australians living in rural and remote areas tend to have shorter lives, higher levels of disease and injury and poorer access to and use of health services compared to people living in metropolitan areas. Poorer health outcomes in rural and remote areas may be due to a range of factors, including a level of disadvantage related to education and employment opportunities, income and access to health services.

People living in rural and remote areas may also have more occupational and physical risk, for example from farming or mining work and transport-related accidents. The proportion of adults engaging in behaviours associated with poorer health, such as tobacco smoking and alcohol misuse, are also higher in these areas.

Higher death rates and poorer health outcomes outside major cities, especially in remote areas, also reflect the higher proportion of the population in those areas who are Aboriginal or Torres Strait Islander Australians.¹⁷

ABS data shows that in 2015-17 NT had lower Indigenous life expectancy and higher Indigenous mortality rates than the national average.

¹⁴ AHMAC. 2017 (above, footnote 1).

¹⁵ NT Department of Health. 2017. Annual Report 2016-17. Darwin. Accessed 15 February 2019 at: <https://digitallibrary.health.nt.gov.au/prodjspsui/bitstream/10137/1417/4/Annual%20Report%202016-17.pdf>

¹⁶ AIHW. 2018. (above, footnote 12). In remoteness areas classifications, AIHW uses the Australian Statistical Geography Standard adopted also by ABS. Information about the classification can be found here: <http://www.abs.gov.au/ausstats/abs@.nsf/mf/1270.0.55.005> (Accessed 20 February 2018)

¹⁷ AIHW. 2017. ‘Rural & remote health’. Australian Institute of Health and Welfare. Canberra. Accessed 15 February 2019 at: <https://www.aihw.gov.au/reports/rural-health/rural-remote-health/contents/rural-health>.

3.1 Life expectancy at birth

The NT is the only jurisdiction in Australia for which life expectancy at birth for both Indigenous and non-Indigenous residents can be reported across a long time-period (currently 46 years from 1967 to 2012). The long term trend shows improved life expectancy for Indigenous and non-Indigenous residents of the territory. Life expectancy for Indigenous males increased by 7.5 years, and 14 years for Indigenous females. By comparison, in the same period, life expectancy for non-Indigenous males in NT increased by almost 13 years, and by around 10 years for non-Indigenous women. As a result, while the gap in life expectancy for Indigenous and non-Indigenous females was lower in 2012 than it was in 1967, the gap in life expectancy for Indigenous and non-Indigenous males has increased in the same period.¹⁸

For Indigenous people, the NT continues to have some of the poorest health outcomes of all Australian states and territories. Since 2012, Indigenous life expectancy increased for both males and females, although it remains low in comparison to other states and territories and well below national average. Between 2010-12 and 2015-17, life expectancy for Indigenous males increased from 63.4 to 66.6 years, and for Indigenous females from 68.7 to 69.9 years. In 2015-17, the life expectancy gap (by indigenous status) was 11.5 years for males and 12.8 years for females (see Table 7).

Table 4 Life expectancy at birth in NT and Australia by Indigenous status, 2015–17

	Males			Females		
	Indigenous	Non-Indigenous	Gap	Indigenous	Non-Indigenous	Gap
NT	66.6	78.1	11.5	69.9	82.7	12.8
AUS	71.6	80.2	8.6	75.6	83.4	7.8

Source: ABS (2018) Life tables for Aboriginal and Torres Strait Islander Australians

A study of the gap in life expectancy between Indigenous and non-Indigenous Australians in the NT found socioeconomic disadvantage was the leading factor accounting for one-third to one-half of the gap, which is consistent with country-wide estimates reported above (Zhao et al, 2013a).

3.2 Mortality rates

The age-standardised mortality rate for Indigenous Australians in NT decreased by 14% between 1998 and 2015. However, there has been no significant change in the age-standardised mortality gap between Indigenous and non-Indigenous Territorians in that period (913 per 100,000 in 1998 and 942 per 100,000 in 2015). As is the case in other parts of Australia, the rate of change in NT would need to accelerate to close the gap between Indigenous and non-Indigenous mortality by 2031 (AIHW, 2017). Currently, the Indigenous mortality rates in the NT remain among some of the highest in the country. The gap between Indigenous and non-Indigenous mortality rates is also higher in NT than in other states and territories. According to ABS data, in 2011–2015 the age-standardised death rate for Indigenous Australians in the NT was 2.6 times the rate for non-Indigenous Territorians. In the same time, the age-standardised death rate for Indigenous Australians for NSW, QLD, WA, SA and the NT combined was 1.7 times the rate for non-Indigenous Australians.¹⁹ Table 5 summarises age-standardised Indigenous death rates in the NT and Australia as a whole between 2001-05 and 2011-15.

¹⁸ NT Department of Health. 2017 (above, footnote 15).

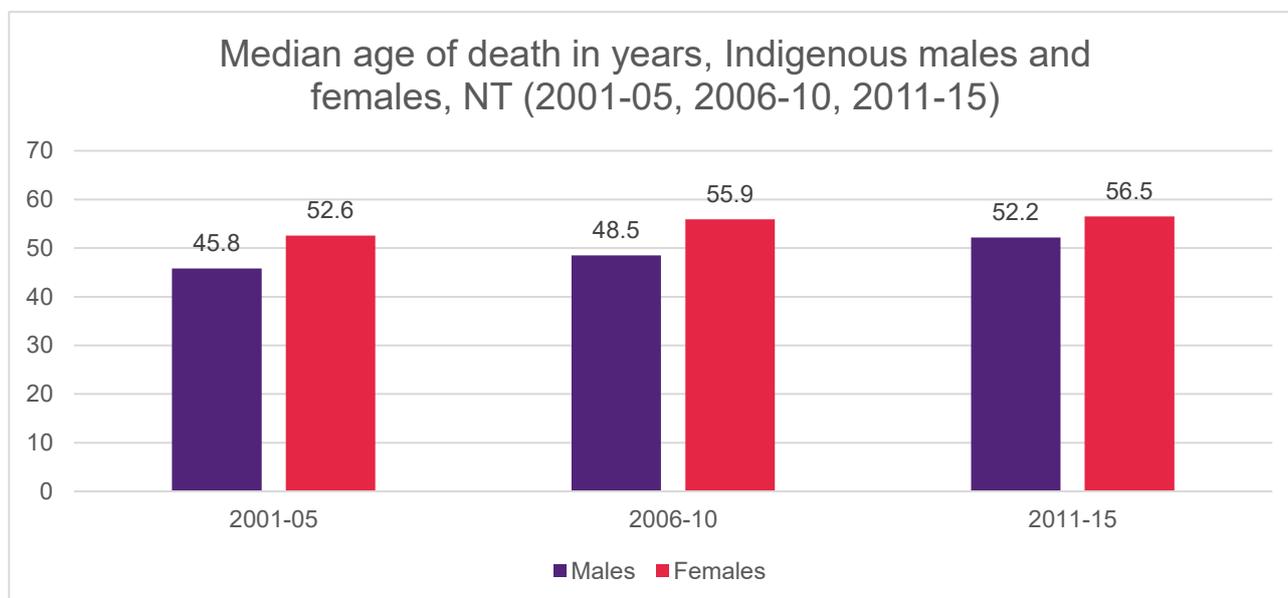
¹⁹ AIHW. 2017 (above, footnote 4).

Table 5 Age-standardised Indigenous death rates per 1,000 population in Australia and NT, 2001-05, 2006-11, 2011-15

	Males			Females		
	2001-05	2006-10	2011-15	2001-05	2006-10	2011-15
Northern Territory	19.5	16.8	16.7	15.0	14.1	14.7
Australia	13.8	13.3	13.2	11.6	10.5	10.2

Source: EMD in AIHW (2017d)

In a similar trend, the median age at death in the NT has increased for both male and female Indigenous Australians in 2001-05 and 2011-15 (see Figure 2). However, it remains the lower than the national average (see Figure 1 above) and is lowest of the six jurisdictions included in the EDM dataset (NSW, VIC, QLD, WA, SA, NT) for both males and females.



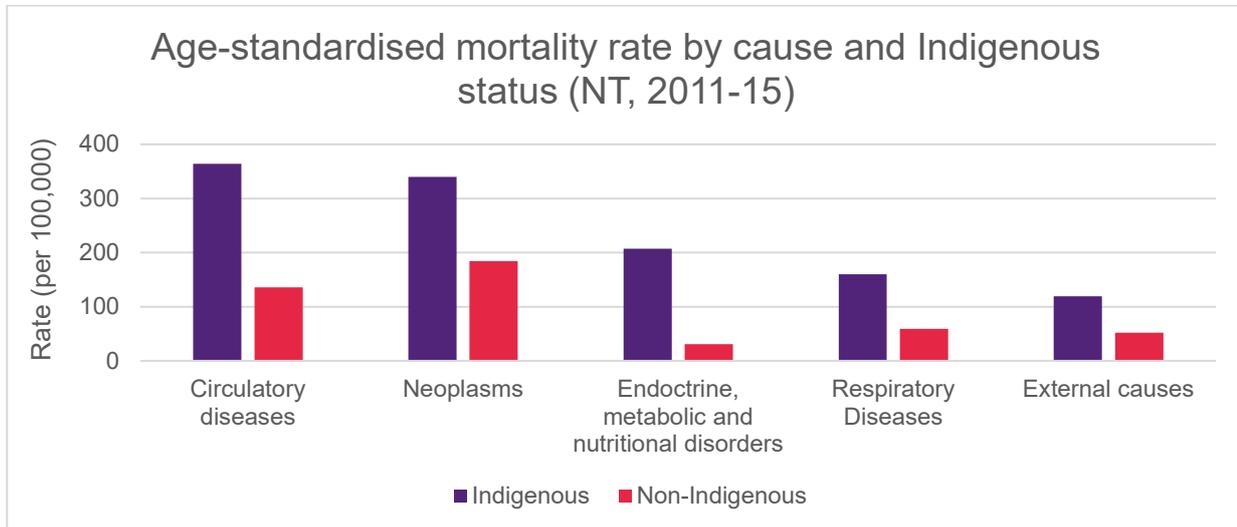
Source: EMD in AIHW (2017d)

Figure 2 Median age of death in years in NT’s Indigenous population, 2001-05, 2006-11, 2011-15

AIHW reports that, between 2011 and 2015, the five most common causes of death for Indigenous population in the NT were circulatory diseases followed by: neoplasms; endocrine, metabolic and nutritional disorders; respiratory diseases; and external causes (Figure 3). There have been some improvements over time. For example, between 1998 and 2015, age-standardised death rate for circulatory diseases for Indigenous Australians in NT decreased by 45%, leading to a 39% reduction in gap between Indigenous and non-Indigenous populations.

Between 2011 and 2015, the age-standardised avoidable death rate for Indigenous Australians was 4.9 times the rate for non-Indigenous Australians. In that time, NT saw 1,375 deaths of Indigenous Australians aged 0-74 from avoidable causes. In 2015, the NT had the highest avoidable mortality rates of all of Australia’s states and jurisdictions. As described above, avoidable and preventable mortality is a measure that has been used in various studies to assess the quality, effectiveness and/or accessibility of the health

system.²⁰ Note, however, that factors other than health system performance influence deaths from most conditions. These include the underlying prevalence of conditions in the community, environmental and socioeconomic factors and health behaviours.²¹



Source: AIHW, 2017b

Figure 3 Five most common causes of death in the NT by Indigenous status (2011-15)

3.3 Ear health and hearing loss

One of the health issues which has received particular attention in the NT in recent years is ear health and hearing loss, with particular focus on Indigenous children. Hearing loss can occur at any age. As reported by AIHW, in 2012-13 9.9% of Indigenous Australians of all ages in the NT reported having ear or hearing problems. The age standardised rate for Indigenous Australians in the territory reporting an ear or hearing problem was similar to the rate of non-Indigenous Australians (11.4% and 12.1% respectively).²² Experienced in childhood, hearing loss can have lifelong consequences, including reduced educational achievements and language development. For example, otitis media, a common infection of the middle ear, has been found to adversely affect cognitive and educational outcomes, as it can impact areas of cognition such as auditory processing skills, attention and behaviour, as well as speech and language.²³

Nationwide results of the ABS 2014-15 National Aboriginal and Torres Strait Islander Social Survey show that fewer indigenous and non-Indigenous children experienced long-term hearing problems in 2014-15 than in 2001 (based on self-reported survey data). However, there is a gap between prevalence of hearing problems between Indigenous and non-Indigenous children. In 2014-15, the rate of long-term ear/hearing problems in Indigenous children aged 0-14 was almost three times the rate for non-indigenous children in the same age group (8.4% and 2.9% respectively). The rate of hearing problems was slightly lower for Indigenous girls than for Indigenous boys (7.4% compared to 9.5% in the 0-14 age group).²⁴ Of all Indigenous children with ear/hearing problems in Australia in 2014-15, one-third had otitis media. According

²⁰ See, for example, Page, A, Ambrose, S, Glover, J & Hetzel, D 2007. Atlas of Avoidable Hospitalisations in Australia: ambulatory care-sensitive conditions, Public Health Information Development Unit, University of Adelaide, PHIDU: Adelaide

²¹ AHMAC, 2017 (above, footnote 1).

²² AIHW. 2017 (above, footnote 4).

²³ Williams CJ & Jacobs AM 2009. The impact of otitis media on cognitive and educational outcomes. The Medical Journal of Australia 191(9 Suppl):S39

²⁴ AIHW. 2018 (above, footnote 12).

to the NT Department of Health, NT Aboriginal children experience among the highest rates of otitis media in the country.²⁵

AHIW identified a number of factors associated with the presence of middle-ear disease among Indigenous children. These include socioeconomic status²⁶, housing and social conditions, such as overcrowding in households²⁷, and access to general and ear health services resulting in delayed diagnosis and treatment. Population distribution characteristics also play a part. High mobility of many Indigenous families in the NT means that it can be difficult for doctors to reach children and their families during outreach visits, while geographical location and vast spread of Indigenous communities poses challenges for delivery of services and contributes to the difficulty in recruiting and retaining a specialist workforce.

The self-reported rate of ear/hearing problems for Indigenous children (0-14 years) living in remote or very remote areas was 18% in 2001, and 11% in 2014-15. Among Indigenous children in non-remote areas, the percentage was lower, 11% in 2001 and 8.4% in 2014-15. The difference was even greater among Indigenous children aged 0–3, a crucial age for child’s cognitive development, with 7% having ear or hearing conditions in remote areas compared with 2% in non-remote areas in 2014/15. As a higher proportion of Indigenous Australians live in remote areas in NT than non-Indigenous Australians, Indigenous Australians, and especially Indigenous children, are disproportionately affected by middle ear disease.²⁸

In response to the high level of need in this area, an ear and hearing health program was established as part of the Northern Territory Emergency Response in mid-2007. This program continued under the Closing the Gap program in the Northern Territory National Partnership Agreement from mid-2009 to mid-2012. From July 2012 to June 2015, the ear and hearing health services were replaced by the National Partnership Agreement on Stronger Futures in the Northern Territory. Since July 2015, these services have been continued through a new national partnership on the Northern Territory Remote Aboriginal Investment (NTRAI) Hearing Health Program, which is set to continue until 2021-22. The Program provides outreach ear and hearing services, and has four main components: health promotion and prevention; audiology services; Clinical Nurse Specialists; and ETM technology.

In 2017, AIHW assessed the program’s impact between 2012 and 2016. They found that, in the population of high need children group targeted by the services, the proportion of children with at least one ear disease decreased by 15%, and the proportion of children with hearing loss decreased by 10%. It stated that of the children who moved through the HHP over time, 51% had a reduction in the degree of their hearing loss and 62% had a reduction in the degree of their hearing impairment.²⁹

In August 2018, a new initiative aimed at improving ear health was launched in the Northern Territory. The *Hearing for Learning* was described at the launch as a ground-breaking initiative. The program is led by Amanda Leach from the Menzies School of Health Research and aims ‘to increase early detection of otitis media, by training local community members to support on ground health and education services’ with the hope that ‘this will decrease the need for fly-in-fly out specialists, reduce the treatment waiting period and create employment opportunities for up to 40 community-based workers.’ The \$7.9 million five-year program is jointly funded by the Northern Territory and Federal Governments and the Balnaves Foundation. *Hearing for Learning* is designed to complement Federal Government’s existing ear health programs, such as the *Healthy Ears - Better Hearing, Better Listening* – an Australia-wide program targeted at Indigenous children and young youths and aiming to increase the range of services offered by health professionals to prevent,

²⁵ Northern Territory Government. 2016. ‘Hearing services’. Web publication. Accessed 15 February 2019 at <https://www.nt.gov.au/wellbeing/hospitals-health-services/hearing-services>

²⁶ Shepherd CCJ, Li J & Zubrick SR. 2012. Socioeconomic disparities in physical health among Aboriginal and Torres Strait Islander children in Western Australia. *Ethnicity and health*. 17(5): 439–61.

²⁷ Baillie R, Stevens M, McDonald E, Brewster D & Guthridge S 2010. Exploring cross-sectional associations between common childhood illness, housing and social conditions in remote Australian Aboriginal communities. *BMC Public health* 10:147–56.

²⁸ AIHW. 2017. Northern Territory Remote Aboriginal Investment: Ear and Hearing Health Program (July 2012 to June 2016). Australian Institute of Health and Welfare. Canberra. Accessed 15 February 2019 at: <https://www.aihw.gov.au/getmedia/534d2d41-6c74-4c14-b4bb-9bd49f5edf2b/20659.pdf.aspx?inline=true>.

²⁹ Ibid.

detect and manage ear disease more effectively. The initiative is expected to reach 5,000 children with a focus on children under 3 'as prompt diagnosis and optimal treatment in the first 1,000 days of a child's can vastly impact learning outcomes.' The project will commence in 2019 in four remote communities but is expected to be rolled out in up to 20 communities across the Northern Territory.³⁰ It is currently unknown whether this will include any of the four Priority Communities.

In the last 15 years, a number of programs and interventions have been implemented in NT and nationwide aimed at decreasing the prevalence of hearing disease and hearing loss, like the programs outlined above. In that time, the proportion of Indigenous children with poor ear health and hearing loss has fallen suggesting that at least some of those have been effective. Programs and interventions identified as effective by AIHW, include:

- Antibiotics treatment and Haemophilus influenza type b (Hib) vaccination can help reduce the number of otitis media episodes;
- Neonatal screening for early identification of congenital malformations and early intervention enables timely treatment and management;
- Routine child health checks that incorporate ear and hearing assessments allow for early identification, management and treatment, and if necessary, fitting of hearing aids;
- Case management models of service delivery where a co-ordinator administers clinical care and links children with specialist and community health services;
- Greater access to surgical ENT care, which involves greater coordination nationally of available resources;
- Indigenous-specific clinical guidelines provide the basis for better management of ear disease and the resultant hearing loss;
- Targeted screening and treatment services for ear health and hearing loss through programs such as the national *Healthy Ears, Better Hearing, Better Listening* program, and the hearing health element of the National Partnership of the (NTRAI).³¹

To avoid duplication of effort, should NTO opt to support hearing loss and ear health in the Priority Communities it is important that it carefully maps and works with programs and initiatives which are already operating in communities and collaboratively address gaps in the provision of such programs or services in priority or AOI communities where they exist.

4. Health profile of the communities

The four Priority Communities are remote and predominantly Indigenous – both of which characteristics have been identified in section 2 as factors increasing likelihood of poorer health outcomes in a population. This section provides general health profiles of the four communities. It is structured around three headings, namely: common health issues, health infrastructure and services, and health programs.

As already stated in the introduction, official health statistics are not released at the community level posing data limitations, particularly in assessing impact and effectiveness of local health initiatives and programs. Additionally, reporting any health-related data in small communities such as those in the Tanami requires particular care. Due to small population numbers the risk of breaching an individual's privacy is high. Where datasets are compiled for local populations, statistical methods used to assess health conditions in larger populations may give a misleading picture in a small sample. Capturing a representative local level sample

³⁰ Menzies School of Health Research. 2018. 'Hearing for Learning Initiative (HfLi)'. December. Accessed 15 February 2019 at: https://www.menzies.edu.au/page/News_and_Events/E-Newsletter/Healthy_Tomorrow/December_2018/Hearing_for_Learning_Initiative/

³¹ AIHW. 201 (above, footnote 12). See especially chapter 6.4.

itself may be problematic, as high mobility of remote Indigenous populations reduces the reliability of information about place of residence. People with chronic illnesses tend to move to larger regional centres where medical care is better and, in the event that they die there, the regional centre is commonly reported as place of residence. Complicating matters further is the tendency for Indigenous people who have lived many years in another region, to report their traditional country as their home, thereby distorting language and culture estimates in these areas.

With these caveats in mind, and considering unavailability of official health data at community level, the information presented in this section is primarily of a qualitative nature, drawn from interview data obtained by CSRM team during field consultations.

4.1 Common health issues

Based on qualitative feedback obtained during consultations, the 2013 SIA identified the following health issues in the Priority Communities:

- Increasing incidence of Type 2 Diabetes caused by increased sugar consumption and poor diet;
- Reluctance of elderly Indigenous people to seek medical help when they are sick, resulting in more serious medical conditions;
- Increasing prevalence of mental health problems;
- Domestic violence requiring medical treatment;
- Eradication of petrol sniffing;
- Increased use of cannabis.

Three of those issues – diabetes, mental health problems and domestic violence – featured prominently also in the 2018 SIA consultation data. During the 2018 interviews, local health authorities named renal disease as the main health issue in the four communities, with one medical professional linking its prevalence to lifestyle factors such as poor diet, coupled with a genetic predisposition for kidney disease. Other illnesses identified during the consultation as common in the Priority Communities included diabetes, hypertension, pneumonia, and scabies (associated with rheumatic fever, which can cause heart valve disease and other cardiac problems). Incidences of psychological trauma associated with domestic violence, community in-fighting and, in some cases, of neglect of children raised during the consultations with medical professionals, other service providers, and Indigenous and non-Indigenous members of the Priority Communities.

Numerous interviewees mentioned that liver disease associated with alcohol use is also common, despite the communities being officially alcohol-free ('dry') and subject to an alcohol management plan. Consultations with health professionals and police in Yuendumu and Lajamanu revealed that efforts to keep alcohol out of the communities are not fully effective and that alcohol is regularly brought into the communities or consumed just outside the community boundaries.

4.2 Health infrastructure and services

4.2.1 Medical clinics

The 2013 SIA did not provide detailed information about the medical clinics or their resourcing. The 2018 consultation sought to include this information to support future program monitoring, and to provide a baseline for data capture during future SIA updates. Unless otherwise specified, information in this section has been drawn from interview data, including consultations with clinic managers and healthcare personnel in Yuendumu and Lajamanu.

There are no hospitals in the Tanami region. Communities rely on the Alice Springs Hospital. Medical cases requiring complex care not available in Alice Springs are referred to either Darwin or Adelaide for treatment.

As was the case in 2013, medical centres in each of the four communities provide the day-to-day health care for residents. In addition to scheduled and walk-in services, the clinics operate an *on-call/out of hours* emergency service, which is available seven days a week. The service is considered indispensable for communities. Given the level of service provided, this service places additional demands on the nursing staff in the clinics. In one of the clinics, two out of a total of five nursing staff are on-call overnight. They respond to cases most nights and when they do, both must attend for safety reasons. With a mandatory rest period between shifts of 10 hours, the clinic is often operating with only three nurses, servicing a high needs population of several hundred people. One person told the team that ‘the fatigue is incredible’.

Data on the number of consultations at community clinics is not publically available. Information for three of the four communities was obtained for the purpose of this SIA following a formal data request to the NT Department of Health; data for the clinic at Lajamanu had not been received at the time of writing. Data on the number of consultations enables for monitoring and analysis of changes in demand on medical services over time. Information provided in Table 6 below represents the number of consultations, defined as the number of patient cases, at medical clinics in Yuendumu, Nyirripi and Willowra. Data is provided for the most recent months at the time of writing (November 2018 for Yuendumu and Nyirripi, and December 2018 for Willowra). Number of consultations per heads of population were calculated using 2016 ABS population data to provide a crude measure of demand on health services in communities. Based on this calculation, the demand was highest in Yuendumu, and lowest in Willowra.³²

Table 6 Number of monthly consults at community clinics, 2018

	Total population (2016)	Monthly consults	Number of consults per head of population
Yuendumu	759	1,844	2.4
Lajamanu	598	-	-
Nyirripi	298	596	2.0
Willowra	301	253	0.8

Source: NT Department of Health (2018)

The study team was unable to obtain long term data on service demands for health services in medical clinics in the three communities. The Department of Health representatives who provided the data stated that the numbers given were either ‘fairly typical’ or ‘about average’ of most months in the year for all three.

Information obtained during interviews with health officials in Yuendumu and Lajamanu suggests that demand for medical services fluctuates significantly during the year, and that the services are under noticeably greater demand following major community events such as during the football final or royalty meetings. Visits to the clinics can increase two-fold during such times, and the influx of people is associated with higher occurrences of accidents, alcohol related violence.

Reflecting population sizes of the four Priority Communities, Yuendumu has the largest clinic. The clinic manager is a registered nurse. The clinic has one permanent general practice (GP) doctor, six remote area nurses, a mid-wife and a child health specialist. The medical team is supported by an Aboriginal Health Practitioner (AHP) and a trainee AHP. There are also two community liaison workers. Opening hours are from 8:30am to 8:00pm during week days, except Thursday. It has no facilities to keep people in overnight, except in case of emergency. The clinic is resourced to perform minor surgical procedures, such as sutures, and has some ‘point of care’ testing instruments that enable basic pathology to be undertaken (e.g. glucose, urine tests). Other blood samples are sent to Darwin on ChartAir flights, subsidised by Australia Post. The clinic has an X-ray machine but no operator or radiologist. It also has heart monitors / ECG machine and an

³² The number of consultations in Willowra is lower than Nyirripi, despite very similar population sizes. This may be due to time difference in data capture. While Nyirripi data represents November, Willowra data was captured in December, where the Christmas period may have influenced the number of number consultations in that month. November data for Willowra was not available.

ultrasound machine obtained with GMAAAC funding. A dialysis machine is located next door to the clinic but runs as an independent service with its own staff (see below).

The Lajamanu clinic is open 8.30am to 4.00pm Monday to Friday. Like the clinic in Yuendumu, while it runs an out-of-hours service it has no facilities to hold patients in overnight, except in emergency. It is staffed by a clinic manager (a registered nurse) and normally has one doctor. At the time of field visit, however, the clinic had three doctors, including a newly funded GP registrar and a visiting locum. Once the locum leaves, the clinic expects to have two full time doctor positions. The clinic employs five remote area nurses and a health coordinator. Only three of the nursing positions are permanent. While nurses are on leave and they are replaced by rotating agency nurses who stay anywhere from two weeks to a couple of months. The turnaround of doctors at the clinic is also high. One interviewee explained that:

The doctors come for a few weeks, a few months. They are all here short term. Some stay for six months some go and come back again.

This presents challenges for centre management who have to repeatedly provide orientation to new staff, help with housing issues which pose real challenges in the remote communities, and deal with workplace cultural changes. As one of the Indigenous members of the clinic's staff told the team: 'Culture is the main thing – it comes first.'

Unlike medical clinics in Yuendumu, Nyirripi and Willowra which are managed directly by the NT Health Board, the Lajamanu clinic is run by Katherine West Health Board Aboriginal Corporation – a fully accredited, Aboriginal community-controlled health service based in the remote outback region to the south west of Katherine. The Lajamanu clinic is one of seven health centres managed by the corporation. An Indigenous employee interviewed during the consultation complimented the corporation's management and governance structure, particularly the way in which its board members were known and easily accessible to all staff wishing to discuss issues or propose ideas regarding the clinic.

Generally, interview data paints a picture of gradual improvement in medical facilities and services in communities over time, particularly in Lajamanu. One of the Indigenous community members described changes they have witnessed in their community in a following way:

The clinic is much better nowadays. We've got proper communication technology, equipment, we can get in touch with the other mob via video link and teleconferences. I believe the mine's helped with that, too. We have a hearing specialist come here every month, Newmont supports us with that. We have GMAAAC. They also support the dialysis centre. We now have two [dialysis] chairs, we are getting two more. And there are a lot of clients for dialysis here. They are living in towns, they can come here to visit families, stay for a month and access dialysis here (there is a rota). That means they can spend time on their country and with their families. Health in the community – it changed a lot. People are getting better at understanding about their health. We are on call day and night, we deal with emergencies, flying people in and out. In the past – sometimes, transport was not an option, it was hard, and there was nothing we can do. People now are visiting campuses, education visits, home visits. If they need help, we go and see them, sometimes we bring them here to the clinic.

4.2.2 Emergency medical services

Information about emergency medical services was not reported in the 2013 SIA. The SIA did report that the Front Gate at the mine provided emergency assistance to travellers along the Tanami Track, a service that NTO continues to provide. In all other emergencies, community members can either dial 000 or call the local clinic's out-of-hours number. All of the nurses at the clinics are remote area nurses with a wide skills base, including emergency response. Both Yuendumu and Lajamanu have a fully equipped ambulance which they use in emergency response. Ordinarily, after-hours medical emergencies in communities are attended to by on-call nurses who assess the situation and, if necessary, alert a doctor.

Air medical evacuation is available in all four Priority Communities. In Lajamanu, this service is provided by Careflight – a charity which operates critical aerial retrieval services for Top End community. Coordination, prioritisation and treatment is by Darwin-based specialist physicians in emergency and critical care. This specialist decides whether medivac is necessary and, if so, refers the patient to Careflight. The Careflight response time depends on severity of the case and what else is happening in the Territory. The usual flight time between Lajamanu and Darwin is two hours. In Yuendumu, medical evacuations are coordinated by a doctor in Alice Springs and provided by the Royal Flying Doctors Service. According to an ABC report, the Royal Flying Doctors Service (RFDS) conducted the second highest number of care flights from Yuendumu in 2017 with 200 flights and 1,000 patients transported.³³

4.2.3 Specialist services

The 2013 SIA makes brief mention of visiting specialists to the communities, but provides no detailed information against which information gathered during the 2018 consultation could be assessed. Currently, the Specialist Outreach in the NT (SONT), run by the Department of Health, provides the logistics and coordination for specialist services to remote communities, and serves as a liaison point between remote clinics and specialists. It also provides access to Telehealth, a video-conferencing system that enables patients in remote areas to connect with healthcare providers in major centres.

Of the four Priority Communities, only Lajamanu has a publicly available comprehensive dataset capturing the level of visiting specialist services in the community. It has been prepared by the Katherine West Health Board Aboriginal Corporation, and reproduced in Table 7. Among all speciality type, most extensive services in terms of days in community and patients seen were provided by a diabetes educator and physiotherapist. Over a hundred patients saw a visiting audiologist, reflecting the importance of ear health in communities.

Table 7 Specialist medical visits to Lajamanu (2017-18)

Speciality type	Days	Patients
Audiologist	13	134
Cardiologist	2	12
Dentist	11	41
Diabetes Educator	35	186
Dietitian	10	45
Exercise Physiologist	15	93
Ophthalmologist	4	14
Optometrist	16	96
Paediatrician	3	34
Pharmacist	1	1
Physiotherapist	26	131
Podiatrist	14	59
Psychologist	4	10
Specialist Physician	9	64
TOTAL	163	920

Source: https://www.kwhb.com.au/files/images/KWHB-2017-2018_Annual_Report.pdf

³³ Campbell, C. 'Remote NT community boycotting local health clinic over patient mistreatment claims'. Australian Broadcasting Corporation. Accessed 15 February 2019 at: <https://www.abc.net.au/news/2018-03-11/remote-nt-community-boycotting-yuendumu-health-clinic/9534956>.

Yuendumu is visited by a dentist twice per year, compared to only once for other communities. Dental work is limited to minor procedures such as fillings. Major dental work is done in Alice, Katherine or Darwin. Travel expenses for dental visits outside of community are not covered by the NT Department of Health. Travel to and from medical appointments, both within and outside communities, has emerged in the consultation as one of the barriers to access to healthcare for members of local communities. Although medical centres in Yuendumu and Lajamanu have ambulances, these are only used for emergencies. Arranging alternative transport relies on access to a working car or other vehicle, financial capacity to buy petrol and availability of a capable driver. One woman at the Women's Centre in Yuendumu explained that:

Transport is a big issue when it comes to access to healthcare, even within Yuendumu. Problems with vehicles, fuel, family members who cannot be bothered when asked for transport assistance. Many people get work for the dole benefits cut off because they haven't done enough hours. If we had the vehicle and CDP workers driving it [to and from the clinic] we would have access and they would be clocking in hours.

Mental health professionals from either Darwin, Katherine or Alice Springs make regular visits to communities. In addition, WYDAC provides various mental health support services delivered locally by qualified staff, including community members with appropriate training. These include counselling for troubled youth through the Mt Theo program, and the Warra-Warra Kanyi Youth Counselling Service in Yuendumu, which identifies young people at risk and provides mentoring and counselling. Warra Warra Kanyi means 'to look after young people'. The service operates 7 days per week and 24 hours per day, with a staff member permanently on call. It supports youth who have resolved their own issues to go on and become mentors for younger people experiencing their own problems.³⁴ In Lajamanu, Nyirripi and Willowra there is the Outreach Counselling Service, through which clients 'are case-managed in an approach that aligns Warlpiri principles of caring for each other, and contemporary best practice' (WYDAC, 2015). While consultation feedback shows that those services play an important role in communities, interview data also surfaced important gaps in provision of mental health services. For example, despite large need and demand, there is an unmet need for full time counsellors in local schools.

5. Health programs

Core medical services in the communities, such as clinics and ambulance services, are funded and implemented by the NT Department of Health and the Katherine West Health Board. Other than occasional grants given to clinics to assist with purchase of medical equipment, NTO does not directly contribute funding to health programs in the Priority Communities, nor does it directly manage or implement any programs. However, there are a number of important health programs that are delivered by Indigenous organisations with funding primarily from royalties paid by NTO. Without the mine and associated royalties most of these health programs would not be sustainable, unless they were able to secure continued government funding. This section includes, alongside others, examples of programs which have been funded either exclusively or partially with royalty money. A summary of those programs provided in Table 8.

³⁴ Yuendumu Community Directory. 2010. 'Warra Warra Kanyi program'. Accessed 15 February 2019 at: <https://yuendumuorgs.wordpress.com/2010/12/05/warra-warra-kanyi-program/>.

Table 8 Community-funded health programs in the Priority Communities

Program	Description	Funding source	Implementation
Early childhood program	Health and nutrition education for parents / carers	WETT – royalty monies	WETT
The school nutrition program	Provision of school meals	Federal government + GMAAAC	Federal government
WYDAC Youth Development program	Pinarri Jarrinjaku program which addresses health issues such as sexual health.	WETT – royalty monies	WYDAC
Tanami Dialysis Program	Delivery of dialysis care	Kurra –royalty monies + NT Dept. of Health	Western Desert Dialysis
Yuendumu Old People’s Program (YOPP)	Aged care services, including respite care	Royalty monies + local and commonwealth govt. contributions	Mampu Maninja-Kurlangu Jarlu Patu Ku Aboriginal Corp

5.1 Health and nutrition

Access to healthy and affordable food is key to good health.³⁵ This is a challenge for many remote Indigenous communities where such food is not readily available. The Australian Government has been investing in programs to address this issue. In the NT, \$24 million was allocated to the school nutrition program until mid-2018. In 2017, nutrition projects were operating in 72 sites in 63 communities in the NT and provided meals to around 5,400 children on school days. Around 230 staff were employed, 168 of whom were Indigenous. Evidence shows that well planned and executed nutrition programs can boost school attendance, and qualitative data demonstrates that students who have consumed a meal before school are better able to concentrate and engage in their education. This claim was supported by findings of the SIA consultation, with one of the local teachers telling the team that ‘hungry kids don’t learn’.

As was the case in 2013, communities continue to benefit from the federally funded school nutrition program. However, implementation of the program in the priority communities is not without its challenges. Under the current program configuration, the Australian Government provides assistance for infrastructure and other costs, including salaries for program employees. It stipulates that the cost of meals will be met by the parents through their income management contributions (or Centrepay or cash contributions). High rates of unemployment and low average incomes means that most parents will be unable to contribute the required \$5 per child per day. In one of the schools this problem was overcome with assistance from GMAAAC. As explained by a member of the school’s staff:

We discussed it with community members, they took it to the GMAAAC committee. We got a \$135,000 per year for three years to keep the programme going. We are in the 2nd year of funding just now. Before we were paying for the food ourselves, it was sending us broke. The community money [for the food] meant that [the school] could hire another teacher.

The 2013 SIA talked about the health and nutrition component of WETT’s Early Childhood Care Development program. It described how, under WETT, playgroups were established alongside nutrition programs promoting good food and health. In 2017, the nutrition and health components were commonly identified during a WETT review as some of the most valuable elements of the Early Childhood Care

³⁵ Department of Prime Minister and Cabinet. 2018. *Closing the Gap: Prime Minister’s Report 2018*. Canberra.

Development Program.³⁶ The program with a nutrition component continues today and has been described in more detail in Chapter 10.

Health, hygiene and nutrition are key elements of the Families as First Teachers program which operates in Lajamanu and Yuendumu. Yuendumu also benefits from a new health and nutrition program run by the Red Dust organisation. Red Dust's mission is to work with remote Indigenous communities to improve health and strengthen youth and families. For instance, its *Healthy Living Program* aims to raise awareness of the link between lifestyle and chronic disease with a focus on nutrition, hygiene, physical activity, substance abuse and personal development. It is delivered in three stages during week-long visits to schools by role models from the worlds of sport, arts, music, business and health. Key outcomes of the program range from students learning about the recommended daily intake of fruit and vegetables, to learning how to cook healthy meals and understanding common preventable diseases. Other programs run by Red Dust in Yuendumu include a 'Strong Young Men and Boys' program and a 'Strong Young Women' program.

5.2 Pinarri Jarrinjaku

WYDAC aims to improve physical activities, mental health and wellbeing of young people in the four communities. Its youth program is delivered on what WYDAC calls two levels. Level 1 is Manyu Wana Ngurrju, translated as 'having good and healthy fun'. It involves a range of stimulating activities allowing young Warlpiri people to make positive choices and improve their growth and development

Level 2 is Pinarri Jarrinjaku, translated as 'learning to be strong'. As described by WYDAC, its Level 2 training and education activities are focused on group-based and workshop learning. These involve many internal youth forums or group projects on key issues, including those related to health. In the past, these included sexual health, healthy relationships, domestic violence, and protective behaviours for children, family support and the importance of school/education. The workshops also present a key opportunity for other service providers to access Warlpiri youth who may be otherwise difficult to engage. For example, the Clinic is able to use the space to address the issue of sexual health. Domestic violence workshops have also taken place, organised in conjunction with the Women's Centre. The key, according to WYDAC, is providing a safe, relevant and trusted space for young people to engage with these issues.³⁷

5.3 Tanami Dialysis Program

Established in 2008, the Tanami Dialysis Program is overseen by the CLC under auspices of the Alice Springs based Western Desert Nganampa Walytja Palyantjaku Tjutaku Aboriginal Corporation (WDNWPT). Also known as the 'Purple House', the organisation provides culturally safe dialysis at fourteen different sites across remote Australia, including in Yuendumu and Lajamanu. It provides much needed remote health services to kidney disease patients and support to Warlpiri patients on dialysis in Alice Springs. In addition, the program provides social support for patients while travelling for treatment. There is also a mobile dialysis unit, the 'Purple Truck', which has been servicing Willowra and Nyirripi.³⁸ The importance of the Tanami Dialysis Program for renal disease sufferers was highlighted in the 2013 SIA. Aside positive health impacts, the 2013 document noted that the program 'exemplifies increasing capacity amongst Aboriginal decision-makers to envision longer-term outcomes and growing recognition of what can be achieved from strategic program investment' – an opinion echoed more recently by the CLC (see below).

The Tanami Dialysis Program enables Warlpiri people who may have moved away to Alice Springs for treatment to receive dialysis when returning to their communities to visit family and friends, but is not intended to provide them with permanent, full time treatment in communities. Patients book a 6-week slot

³⁶ Ninti One. 2017. 'Review, Assessment and Development of Future Options for the Warlpiri Education and Training Trust (WETT) and its Programs'. Consultancy report.

³⁷ WYDAC. 2015. 'Warlpiri Youth Development Aboriginal Corporation (WYDAC) Overview'. Accessed 15 February 2019 at: <http://wydac.org.au/home/wp-content/uploads/2015/06/WYDAC-Overview.pdf>.

³⁸ CLC. 2017. 'Community Development Newsletter, Summer 2017' Accessed 15 February 2019 at: <https://www.clc.org.au/index.php?publications/content/community-development-news-summer-2017/>.

during which they can access regular dialysis in the community and it is not uncommon for patients to have to wait for a spot to become available. This is of particular importance considering demographic characteristics in the priority communities. Young population profiles and low number of people aged 60 and more has had an effect on community dynamic and, in opinion of a number of consultation participants, meant that much of inter-generational, cultural learning has been lost. As one of them said in the interview:

We've got dialysis now. Instead of our people dying out in Alice Springs, we bring them back home to share their culture.

The project operates remote sites in Yuendumu and Lajamanu, which also service surrounding communities, including Willowra, Nyirripi, Yuelumu and Kalkarindji. Sites' operational costs are being co-funded by Kurra and the Australian Government. In July 2018, the government allocated a new Medicare classification for the program, which means they will continue to co-fund the sites' operational costs into the future. The services are well used. Between 2016 and 2017, the Lajamanu clinic provided 757 dialysis treatments for 39 patients. In the first half of 2017, 365 dialysis sessions were provided to 28 individual patients in Lajamanu, while in Yuendumu, 506 sessions were provided to 27 patients (CLC, 2017b). 2017/18 data on the number of treatments for patients in Yuendumu have not yet been publicly released. According to the CLC, the program serves as a good example of how a Kurra-led initiative has successfully leveraged government funding to create sustainable program (CLC, 2017b).

5.4 Aged care and disability services

The 2013 SIA did not engage with the subject of aged care in any detail. However, even though only 2.9% of the total population of the four communities is aged 65 and over, the high incidence of chronic illnesses like renal disease means that demand for disability services is high. This demand is not currently met with adequate supply meaning that many old and/or disable people need to move away from communities to access the level of care they require. For example, the 2018 SIA study found that there are no residential overnight aged care facilities in any of the four Priority Communities. Currently, services are limited to day-care and respite.

The CDRC provides aged care services in Lajamanu, Nyirripi and Willowra. In Yuendumu, these are provided by the Mampu Maninja-Kurlangu Jarlu Patu-Ku Aboriginal Corporation which runs the Yuendumu Old People Program (YOPP) for elderly Warlpiri. YOPP facility, 'Place for Caring for Old People' operates between 7am to 4pm, Monday to Friday and had six employees at the end of the 2017 financial year. A total of three staff, including a senior care worker, are on-call 24 hours, seven days per week to respond to urgent requests for assistance. The centre offers a comprehensive range of services and activities which includes liaison with health services, advocacy, and help with internet banking and finances, in addition to providing breakfast and lunch. YOPP also provides respite care for people who live in Alice Springs so that they can come back to their country and visit family. This is made available to both the elderly person and their carers. Finally, the centre also provides palliative care, thereby allowing elderly Warlpiri to come home to spend their last days in the community.

In the other three communities, where aged care services are run by the CDRC, services typically include providing meals, laundry, personal care, social activities and visits to country. Aged care is fee-for-service, with prices ranging from \$30 for breakfast and lunch and \$40 per hour for personal care in the centre with assistance, to \$78 for a weekend food hamper pack that includes breakfast and lunch. None of the centres are open on weekends.

Interview data with service providers in communities suggests that the aged care program, although limited to day care and respite, is and has been well funded. The same cannot be said for provision of disability services. The key issue raised during consultations in relation to people with disabilities was the high incidence of unassessed need in communities, meaning that people in need of support were not receiving assistance they need. Currently, the aged care facilities can take disabled people but only a small

percentage of people needing disability support are funded. There is some hope that things will improve with the roll-out of the National Disability Insurance Scheme (NDIS) but reaching all people who need support will be challenging the limited number of staff who are qualified to assess eligibility and need.

6. Chapter summary

Evidence reviewed in sections 2 and 3 of this chapter shows that, while there have been some improvements, health outcomes for Indigenous Australians across the country tend to be lower than those for non-Indigenous Australians. This is a result of a combination of factors, such as levels of income, employment and education. Data presented in this chapter also shows that Australians living in remote and very remote areas in particular tend to perform worse against health indicators, than those living in non-remote areas. The Northern Territory, where almost 80% of state Indigenous population live in remote or very remote areas, has some of the poorest Indigenous health outcomes in Australia. For example, Indigenous children in the Northern Territory have one of the highest rates of otitis media in the country.

The Priority Communities are very remote and their populations are predominantly Indigenous. There are significant gaps in public availability health data at community level. However, consultation in communities found that the main health issues in the Priority Communities are similar to those in other very remote Indigenous communities in the Northern Territory. They include high rates of diabetes and renal disease, hypertension and diseases of overcrowded housing, such as scabies, rheumatic fever and pneumonia. Liver disease associated with alcohol use is also common, despite the Priority Communities being officially 'dry'. High incidence of psychological trauma in communities, associated with domestic violence, community infighting and some cases of neglect of children was a regular theme raised during the consultations.

Medical centres in each of the four communities provide the day-to-day health care for residents. The largest, best equipped clinics are in Yuendumu and Lajamanu. All of the clinics have full time medical staff and the ability to undertake some point of care testing. They provide basic health care service, including out of hours service, and are the first point of contact for communities in case of emergencies. Demand on the medical services varies throughout the year. The clinics experience additional demand during times of population influx (e.g. a football final or a royalty payment meeting).

Clinics regularly face challenges associated with under resourcing and high turnover of staff, but continue to provide vital health services in communities. Specialists across a range of medical disciplines visit the communities on a frequent basis as part of the Specialist Outreach Northern Territory (SONT) service, allowing community members in-community access to specialist medical advice. However, most procedures and many treatments require community members to travel to hospitals located in Darwin, Alice Springs and Katherine.

Core medical services are funded and implemented either by the Northern Territory Department of Health or, in case of the Lajamanu clinic, the Katherine West Health Board. NTO does not directly fund or implement any health programs in the Priority Communities, with an exception of small grants awarded towards purchase of medical equipment. Royalty money contributes to a number of health-related programs and initiatives in the communities. In some cases, like in the case of programs delivered by WETT, they are funded fully by royalties generated by mining activities at the Granites. In others, they make a contribution towards projects funded and implemented by other agencies and organisations. For example, Kurra uses royalty money to cover some of the cost of the Tanami Dialysis Program, and GMAAAC subsidises provision of school meals through the Federal Government's School Nutrition Program. Royalty money is also used to assist the Yuendumu Old People's Program.

Overall, the four Priority Communities face health issues and access government-funded services similar to those of other remote communities in the Northern Territory. The royalty money generated through Newmont's operations in the area enable additional programs, broadening the range of health services available in the communities.

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Chapter 10 Education

1. Introduction

'Quality education' is one of the Sustainable Development Goals (SDG4), and is a staple domain of social impact assessment (SIA). Within Australia, Indigenous education is an ongoing policy concern. The *Closing the Gap* policy (2008) aimed to have 95% of all Indigenous four-year-old children enrolled in early childhood education by 2025, and for Indigenous attendance rates to match non-Indigenous attendance by 2018. By 2018, the gap between Indigenous and non-Indigenous students was meant to have halved for reading, writing and numeracy levels, as well as Year 12 (or equivalent) attainment.¹

This chapter provides a brief overview of Indigenous education in Australia and the Northern Territory, before characterising the state of education in the NTO Priority Communities. Where possible, the chapter compares baseline data collected in 2018 to data reported in the 2013 SIA. The chapter reports on:

- Initiatives to improve school outcomes
- Early childhood and family support
- Primary and secondary schooling (including resourcing, enrolment, attendance, attainment, and barriers to education) and
- Post-secondary and vocational learning.

Data referenced in this chapter are sourced from:

- Key informant interviews with school representatives
- 2016 and 2011 ABS Census data
- NT Department of Education data
- The 2013 SIA and
- Secondary sources, including *Closing the Gap* reports and reports by the Central Land Council.

2. Overview of Indigenous education in Australia

The *Closing the Gap* policy discussed in Chapter 4 (Indigenous context) seeks to improve educational outcomes for Indigenous people in Australia. Indigenous performance in the National Assessment Program – Literacy and Numeracy (NAPLAN) is generally poorer, and Year 12 completion rates lower, than the national average. In 2017, 15-year-old Indigenous students were, on average, two and a third years behind in reading and mathematical literacy than non-Indigenous 15-year-olds. The worst education outcomes are for Indigenous people living in remote communities. Assessed against the four education targets under the *Closing the Gap* policy, the Northern Territory lags behind all other states and territories. Furthermore, the Northern Territory has consistently lagged behind other states and territories in achieving the National Minimum Standards across all eight areas assessed.²

¹ On 12 December 2018, the Council of Australian Governments (COAG) announced draft "refreshed" Closing the Gap Framework. Details of the draft can be found at: <https://closingthegaprefresh.pmc.gov.au/targets>.

² There are four reading areas (reading at Years 3, 5, 7 and 9); and four numeracy areas (numeracy at Years 3, 5, 7 and 9). See: Australian Government (2017). *Closing the Gap: Prime Minister's Report 2018*. Department of Prime Minister and Cabinet. Available <https://closingthegap.pmc.gov.au/> Accessed 22/01/19.

Overall, in Australia, the concerted effort to improve education outcomes in Indigenous communities under Closing the Gap has yielded some progress with two of the four education-related targets on track by 2018, as Table 1 shows.

Table 1 Status of education targets under Commonwealth Closing the Gap policy

Target area	Target	Status
Early childhood education	95 percent of all Indigenous four-year-olds enrolled in early childhood education by 2025	On track
Year 12 attainment	Halve the gap in Year 12 attainment by 2020	On track
Literacy and numeracy	Halve the gap in reading and numeracy by 2018	Not on track
School attendance	Close the gap in school attendance by 2018	Not on track

Source: DPMC (2017). Closing the Gap: Prime Minister's Report 2017. Department of Prime Minister and Cabinet.

3. Initiatives to support improved school outcomes

This section describes initiatives to improve school outcomes in the Northern Territory and in the Priority Communities. The first part describes Northern Territory Government policy. This is followed by a discussion of local level initiatives, primarily those implemented by the Warlpiri Education and Training Trust (WETT).

3.1 Government policy

In the Northern Territory, *Closing the Gap* objectives are supported by the *Stronger Futures* legislation, introduced in 2012. The policy was designed to address key issues in Indigenous communities, such as unemployment, low school enrolment and attendance, food security, land reform, and alcohol abuse. The education component of the policy included the *School Enrolment and Attendance Measure* (SEAM) to promote parental responsibility for student enrolment and attendance.³ Since 2015, the Australian Government has funded the Remote School Attendance Strategy in remote schools across Australia, including Lajamanu. The strategy funds officers who work with schools and families to ensure children go to school. In addition, the *Stronger Communities for Children* (SCfC) initiative offers funding for local implementing partners to identify services to support children to go to school.⁴ SCfC operates in a total of 11 communities in the Northern Territory, including an Early Learning Centre in Lajamanu run by 'Life Without Barriers'.

The Northern Territory Government pursues education targets under The *National Aboriginal and Torres Strait Islander Education Strategy (2015)*. The strategy builds on the earlier *Aboriginal and Torres Strait Islander Education Action Plan (2010-2014)*. It sets the principles and priorities to guide governments when developing and implementing local policies and initiatives aimed at improving education outcomes.⁵ The strategy identifies seven priority areas, such as leadership, quality teaching and workforce development.⁶

³ Funding for the School Enrolment and Attendance Measure (SEAM), which was introduced by the federal Labor government in 2009, ceased on 31 December 2018.

⁴ DPMC (2017) *Stronger Communities for Children: Evaluation Report*. Department of Prime Minister and Cabinet. Available at www.pmc.gov.au/indigenous-affairs/education/stronger-communities-children. Accessed 21/10/18.

⁵ Education Council (2015) *National Aboriginal and Torres Strait Islander Education Strategy*. Available online at www.scseec.edu.au/site/DefaultSite/filesystem/documents/ATSI%20documents/NATSI_EducationStrategy_v3.pdf. Accessed 21/10/18.

⁶ The others include: culture and Identity; partnerships; school and child readiness; literacy and numeracy; attendance; and pathways to post school options.

Another program, the *Learning on Country Program* established in 2013 in four sites in Arnhem Land was strongly supported by stakeholders and showed early signs of success.⁷ The program's objective is to increase school attendance through strong partnerships with the local community and Ranger groups to deliver culturally responsive curriculum that integrates Indigenous knowledge and western knowledge systems, with particular reference to natural resource and cultural management.

3.2 Local-level initiatives

The 2013 SIA indicated that improved outcomes were a high priority for Warlpiri people in the Priority Communities. This desire for better school outcomes was the reason that the Warlpiri created WETT in 2003. WETT plays a major role in supporting education and training in the four communities. WETT is administered by the CLC on behalf of the WETT trustee, the *Kurra Aboriginal Corporation* (Kurra). Its primary aim is to 'promote Warlpiri aspirations for learning, education and training' though it is not involved in government advocacy.⁸ Between 2005 and 2015, WETT allocated \$22 million to ongoing, community-based learning, education and training programs for Warlpiri communities.

WETT is the primary provider of local level education initiatives in the Priority Communities, with a number of programs aimed at improving education outcomes at the early childhood and primary and secondary school levels. As discussed in section 4, this includes ongoing funding for the Playgroup at Willowra and provision of funding for construction of new childcare / early learning centres in both Nyirripi and Willowra.

3.2.1 Bilingual Resource Development Unit

WETT supports the *Bilingual Resource Development Unit* (BRDU), which was established at Yuendumu School in 1974 to assist with the development of Warlpiri teaching materials, such as Warlpiri storybooks, readers and song books. There is now a substantial collection of Warlpiri educational materials, many digitised, which are used in the teaching programs in Yuendumu, Lajamanu, Nyirripi, Willowra, and other Warlpiri schools. The materials are also used at Yuendumu childcare centre and the Mt Theo program.⁹

The schools emphasise language and culture in education. Yuendumu School, in particular, strongly supports two-way (bilingual) learning, whereby Indigenous children are taught and learn in Warlpiri in addition to English. The school employs a linguist and three translators. Lajamanu School also has a two-way learning program but there is currently no Warlpiri teacher.

In 2017, the CLC commissioned a not-for-profit consultancy, Ninti One, to undertake a review of WETT.¹⁰ The review assessed the effectiveness of the programs WETT had funded over the previous ten years and looked at program options for the next ten years. The review revealed that people in all four communities valued the BRDU and its broader goal of keeping Warlpiri language and culture alive, including through the teaching of Warlpiri language and culture in schools. The review also noted that, at times, some schools have shown little interest in the program and on occasion, local principals have opposed its incorporation into the curriculum, seeing it as a distraction rather than an aid to learning.¹¹ During the 2018 SIA consultation, one educator stated that the strengthening of language and culture through the activities of the BRDU was one of the few education success stories given the appeal and high level of student engagement with the learning materials:

There are very good success stories in this community. But the success stories are less to do with Western educational outcomes. This school has its own BRDU in which the preservation and

⁷ Fogarty, W., Schwab, R. and Lovell, M. (2015) 'Learning on Country Program: Progress Evaluation Report'. Prepared for PMC.

⁸ Ninti One (2017). Review, Assessment and Development of Future Options for the Warlpiri Education and Training Trust (WETT) and its Programs. Report prepared by Ninti One Limited for WETT. May 2017. Available <https://www.clc.org.au/files/pdf/WETT-review-report-2017.pdf>. Accessed 21/09/18.

⁹ Ibid.

¹⁰ Ibid.

¹¹ Ibid.

strengthening of language and culture is front and centre. Kids come here to get as close to a bilingual education as possible and they strengthen their first language first. This is a success story in a system that has an average history.

3.2.2 Warlpiri Secondary Student Support – Study Away program

Another program is the *Warlpiri Secondary Student Support – Study Away* program. This program has helped with the cost of sending students to boarding schools elsewhere in Australia. One key informant stated that up to 24 youth are pursuing secondary education at boarding schools elsewhere in the Northern Territory or interstate. Funding can be obtained through the Study Away program and from the federal government's ABSTUDY program.¹² The appeal of boarding schools for some parents is that they provide an opportunity for children to avoid the distractions and barriers to school attendance and attainment that exist in the communities (see section 4.2.4.1). In the case of senior students, it also provides the only option for regular study in the absence of year 11 and 12 classes in the four Priority Communities.

The outcomes of this program were not discussed in the 2013 SIA but the 2017 WETT Review found that the results of the existing boarding school model have been mixed. Positive outcomes include a greater level of educational attainment, including some students graduating from high school. However, the model has not lived up to expectations. One weakness is that there is a lack of awareness among both boarding schools and families about the Secondary Student Support Program, which has limited its uptake.¹³ Student retention is also low, with many students struggling to adapt to a new living and studying environment. The result is that many students drop out due to homesickness. As one educator explained during the 2018 SIA consultation:

I can say that the model is not working for these kids.....you are taking kids out of a kinship model in a culture that is all close-knit, family based. You take them and put them into a structured western style academic and social environment. It's all of those factors – they call it home-sickness. They just really struggle.

The same person was also concerned that the promotion of boarding schools was having a negative impact on the way in which local schools are perceived by parents:

Students still have the option to stay here and do distance education if they want to. But by far the greatest emphasis by families is that if I want my kid to be successful they have to go to boarding school. Which is unfortunate because the mentality is now that can't be had at a local level. So it has disempowered senior school pathways at a local level.

The WETT review made a number of recommendations to improve boarding school outcomes.¹⁴ These include: improving communication to boarding schools about funding availability and the application process; funding up to five preferred 'Partner Boarding Schools' to provide increased support to students so that they remain at the schools; and creating a Warlpiri Handbook that would provide schools with a better understanding of Warlpiri communities. Warlpiri youth could also have input into this handbook in order to share their experiences of the challenges they face when leaving their communities to study.

WETT also provides funding for secondary school students to study away and go on interstate trips. These have had positive impacts on student learning and in some cases, have encouraged them to pursue new opportunities. This was well expressed by one member of local youth:

¹² Ibid.

¹³ Ibid.

¹⁴ Ibid.

When I was in school we had excursions, bush trips. I went to country visits, Cairns, Canberra and Sydney. During that time it did not go to waste. We went to universities, saw universities, and it helped me to see what I wanted. We saw what they do. We saw the outside, how the university looks – the outside, it's not just Lajamanu community. That's when I decided I'd like to go into business. Now I am building my way up. Because of those excursions that I went on, seeing the universities, I also went to college.

3.2.3 Country Visits and Elder Payments program

Bush visits and 'learning on country' are important components of the education program at the schools and are highly valued by the communities. Under the *Country Visits and Elder Payments* program WETT provides schools with up to \$20,000 to take students on country visits where they are taught by elders and exposed to cultural and ecological learning. The visits are a central part of the *Warlpiri Theme Cycle*, a culturally-grounded curriculum program for primary and post primary Warlpiri students.¹⁵

Although the uptake of these funds has been low in recent years, Yuendumu school values such learning highly and is well known for the effort it puts into cultural days and bush visits. Each year it runs a week long bush visit under its *Country Visits* program where the whole school operates from three sites in the bush, selected according to the particular family. Teaching is done by elders and other community members who teach about traditional practices and song lines. The visits are highly popular. Other programs include weekly bush visits where an elder will come and teach according to a particular site, and culture days where community members come to school and teach about how to prepare and cook a kangaroo, how to get painted for ceremonies and make bread.

3.2.4 WYDAC initiatives

The Warlpiri Youth Development Aboriginal Corporation (WYDAC), discussed in detail in section 6.1, also strives to increase school attendance. A variety of methods are used. They include ensuring young people are returned home from evening activities run by WYDAC so that they have enough time to get a good night's sleep before school the next day. WYDAC is trialling a comprehensive text messaging program in Yuendumu whereby hundreds of families will get text messages with reminders to wake-up for school or important health messages.¹⁶ WYDAC has also introduced the 'Yes School – Yes Pool' program which requires young people to attend school in order to use the pool after school during weekdays.

4. Early childhood and family support

The first years of life shape health, well-being, education and employment outcomes later in life. Research shows the value of investing in children's early years, specifically in programs that focus on parents and families before, during, and after pregnancy.¹⁷ It also shows that trauma related to neglect, abuse and other stresses, particularly during early years, is known to adversely impact learning throughout a child's life.¹⁸

The 2013 SIA provided a brief summary of childcare services in the communities, highlighting the fact that the Warlpiri people placed great value on early childhood programs, which remains the case today. It is for this reason that, although early childhood development and family support are the responsibility of Territory

¹⁵ Disbray, S. (2014). 'Curriculum as Knowledge System: The Warlpiri Theme Cycle'. Seminar presentation, Centre for Aboriginal Economic Policy Research, Australian National University. 5 March 2014. See <http://caepi.cass.anu.edu.au/events/curriculum-knowledge-system-warlpiri-theme-cycle> Accessed 22/10/18.

¹⁶ WYDAC Overview <http://wydac.org.au/home/resources/> Accessed 29/10/18.

¹⁷ DPMC (2018). Understanding family perspectives of school attendance in remote communities: Evaluation of the Remote School Attendance Strategy. Feb 2018. Available <https://www.pmc.gov.au/resource-centre/indigenous-affairs/understanding-family-perspectives-school-attendance-remote-communities-evaluation-remote-school-attendance-strategy> Accessed 22/01/19.

¹⁸ Dube, S., and McGiboney, G. (2018). 'Education and learning in the context of childhood abuse, neglect and related stressor: The nexus of health and education'. *Childhood Abuse and Neglect*. Vol. 75. January, pp1-5.

and local governments, the Traditional Owners have supported initiatives to improve early childhood learning and family support in the Priority Communities

This section provides an overview of childcare services and early childhood programs in the four communities, funded both by government and through royalties. Particular attention is paid to the achievements of WETT's Early Childhood Care Program given its importance as the primary non-government funded strategy to improve early childhood outcomes in the Priority Communities.

4.1 Early childhood development

Since 2009, the Australian Government has been collecting data on the developmental health of all children starting school through the Australian Early Development Census (AEDC). The AEDC measures children's development in their first full year of school and in doing so, reflects how well children have been supported from conception to school age. Measurements are taken across five key domains:

- Physical health and wellbeing
- Social competence
- Emotional maturity
- Language and cognitive skills
- Communication skills and general knowledge.

For each domain, children receive a score of between zero to ten, where zero is most developmentally vulnerable. A series of cut-off scores was established for each of the five domains:

- Children scoring below the 10th percentile were categorised as 'developmentally vulnerable'
- Children scoring between the 10th and 25th percentiles were categorised as 'developmentally at risk'
- All other children were categorised as 'developmentally on track'.

AEDC have been completed in 2009, 2012 and 2015. Data for 2018 is expected to be released in March 2019. Data for the Tanami AOI is only available for Yuendumu and Outstations. The overall picture suggests an increase in the percentage of children classified as developmentally vulnerable across all domains between 2012 and 2015. With the exception of one domain (Physical health and wellbeing) there was a 'significant decrease' in the percentage of children who were developmentally on track between 2012 and 2015. There was some improvement in the percentage of children who were developmentally at risk in 2015, with a significant decrease for two domains and no change for the remaining three. Currently, domain results are not presented in a way that would allow Yuendumu and Outstations to be easily compared with reporting locations in other states.

While the AEDC takes measurements across five separate domains it is important to note that many of them overlap. For example, as discussed in chapter 9, otitis media – an infection of the middle ear common in NT – affects cognitive areas such as auditory processing skills, behaviour and speech, and can adversely affect cognitive and education outcomes. Experienced in early childhood, it can have lifelong consequences.

4.2 Early childhood facilities and services

The 2016 Census reported that there were 48 children aged 0 to 4 years old in Lajamanu, 62 in Yuendumu, 28 in Nyirripi and 26 in Willowra. In total, this age group comprised 8.7 percent of the population of these communities, or 164 out of 1,894 people.¹⁹ By comparison, at the time of the 2013 SIA, there were 197 children in this age group out of a total population of 1,774 (11.1 percent).²⁰ There are currently childcare facilities in Yuendumu, Lajamanu, and Nyirripi. Willowra does not have a childcare service but does have a

¹⁹ ABS (2016). Census of Population and Housing.

²⁰ As reported by the 2011 Census.

playgroup (funded by WETT). A summary of current early childhood services in the four communities is provided in Table 2 and elaborated upon below.

Table 2 Early childhood facilities and services in NTO's priority communities, 2018

Location	Services	Funding
Lajamanu	Childcare Centre and crèche – operated by Life Without Barriers Local playgroup and FaFT Program – operated by the school Located in a new purpose-built facility	CDRC NT DoE
Yuendumu	Yuendumu Child and Family Centre with crèche and FaFT program – located next to Yuendumu School Playgroup (located in a purpose-built facility)	CDRC NT DoE
Nyirripi	Nyirripi Childcare Centre with crèche (located in a new purpose-built facility)	CDRC
Willowra	Willowra Playgroup – operated by BIITE (located in a new purpose-built facility)	WETT, WVA

Source: Ninti One (2017); CSRSM interviews (2018)

4.2.1 Lajamanu

The childcare centre in Lajamanu is an early learning centre run by the not-for-profit 'social purpose organisation', *Life without Barriers*. The centre opened in 2013 and aims to deliver 'high quality, culturally sensitive early learning and development programs' with an emphasis on improving children's emotional and physical wellbeing. The centre accepts children from birth to age five and can take up to 30 children at any given time.²¹ Funding is provided by the Australian Government Department of Education and Training. During the fieldwork visit, interviewees indicated that the crèche only opened occasionally and that staff were not qualified. Securing qualified staff is a challenge due to a lack of housing in the town.

There is also a *Families as First Teachers* (FaFT) program, which is run by the school.²² FaFT's aim is to work with families and children to improve development outcomes before children enter school. Key components of FaFT include: quality child-centred learning; facilitated adult-child interactions; adult learning opportunities; nutrition, health and hygiene, and linking families with support services.

4.2.2 Yuendumu

The child and family centre is located at Yuendumu school. The centre is a 'one-stop shop' for early-years development, with services such as childcare, early learning program, and playgroup. It also hosts a maternal health nurse. The childcare service is run by the CDRC, while the early learning centre, including the FaFT program, is run by the school.

Yuendumu's early learning program (the *Kurdu Kurdu Kurlungu* Early Childhood Program), successfully passed the Australian Children's Education and Care Quality Authority's assessment in 2016, becoming the first licenced Early Childhood centre in the Central Desert region.²³ The Yuendumu centre has room for 50 children and is open between 8am to 3pm, Monday to Friday, including school holidays. The centre employs six staff but only runs at about 10-15 percent capacity, despite the fact that in 2016 there were 62 children between the ages of 0 to 4 living in Yuendumu. Comparable data for 2013 is not available though it was

²¹ Life Without Barriers. Undated. 'Early Learning Centres in the Northern Territory'. Website at <https://www.lwb.org.au/find-a-service/children-and-young-people/early-learning-centres-in-the-northern-territory/>. Accessed 13/10/18.

²² Northern Territory Government Department of Education. 'FaFT: Families as First Teachers'. Website at <https://education.nt.gov.au/education/support-for-teachers/faft>. Accessed 15/10/18.

²³ Central Desert Regional Council (undated). 'Yuendumu'. Online at www.centraldesert.nt.gov.au/yuendumu. Accessed 11/10/18.

reported at the time of the SIA fieldwork in July-August 2013 that the centre was attended by 5 children full time, 8-9 part time and 40 on a casual basis.

4.2.3 Nyirripi

The childcare centre at Nyirripi has faced a number of challenges over the past few years, including a forced closure in 2015 due to a shortfall in funding.²⁴ It was one of three centres in the Central Desert Region to close at the time, despite \$40 million being spent on purpose-built buildings (using WETT funds). The centre reopened in October 2017 with funding from the Australian Government's Jobs for Families program and is now operated by the CDRC. One government representative reported that management were finding it hard to recruit staff. One reason given for this by the representative is that local women are not interested in working because they can earn more money from selling art. The centre is open from 8am to 3pm Monday to Thursday.

4.2.4 Willowra

The playgroup at Willowra is supported by WETT in partnership with the Batchelor Institute of Indigenous Tertiary Education (BIITE). It has been operating since 2014 and, according to the 2017 WETT Review, is reportedly 'reasonably successful'.²⁵ It is valued by the community and has reasonable attendance, though not all families in the community have utilised the service. Nevertheless, a survey conducted as part of the WETT review found that 80 percent of respondents rated the Playgroup as 'good' or 'very good'.²⁶ Prior to BIITE's involvement in 2014 WETT partnered with World Vision Australia (WVA) (beginning in 2008) to operate a regional *Early Childhood Program* in Willowra and the other three communities but its implementation was not consistent or sustained. This program formally ended in 2014.

The current playgroup in Willowra, operating since 2014, is run by BIITE. A BIITE lecturer acts as the coordinator, though WETT and WVA continue to contribute to staffing costs. The centre is located in a purpose-built facility that also houses a learning centre and after-school care run by WYDAC. In addition to the coordinator, it has six local staff employed on a casual basis who deliver early childhood education to parents. Three of the staff have completed their Certificate II in Aboriginal Family Wellbeing. The playgroup management have been fortunate to have received two, two-bedroom duplexes to house staff. The playgroup operates Monday to Thursday between 9am to 12pm and can support up to 17 children. On an average day, the centre supports about 10 children (59% capacity).

4.3 Outcomes of WETT's Early Childhood Care Program

WETT programs provision includes a training and support for parents and carers component. In the early years this component involved clinics and health services, including collaborations with remote public health nutritionists or nurses at Yuendumu, Willowra, and Nyirripi.²⁷ According to the review, the program generated 'a network of increasingly professionalised Early Childhood staff and reference group members' across the communities. The review also noted that 'despite various projects and activities, including at times intensive support for local playgroups and liaison with clinics, WVA struggled to sustain support for programs designed for parents and carers to enhance the health and wellbeing of children aged 0–5' (WETT, 2017: 39). This was a key reason the partnership ended in 2014, with WVA continuing to run a self-funded early childhood governance program centred on community reference groups until it ceased in 2016.

The review suggested that if WETT wanted to continue to play a role in early childhood services in the communities it must move away from a centralised program (as in WVA's approach) to one that better takes into account local needs and priorities in the communities. One idea proposed in the Review is to fund a

²⁴ Central Desert Regional Council (undated). 'Nyirripi'. Online at www.centraldesert.nt.gov.au/nyirripi. Accessed 11/10/18.

²⁵ Ninti One (2017). See above note 8.

²⁶ Ibid.

²⁷ Id., p. 42.

small number of initiatives in partnership with key service providers (e.g. Life Without Barriers, CDRC). This could strengthen the links with local reference groups and services and give Warlpiri greater influence in shaping decisions about services. A second idea is to implement an ‘overarching program of family support’ whereby WETT funds a partner that can deliver family strengthening programs.²⁸ The review also recommended renaming WETT’s early childhood program to the ‘Families and Children’ program to better reflect the importance of parents in early childhood learning.

5. Schools

The Priority Communities each have schools offering primary and secondary education, as was the case in 2013. Almost all students are Indigenous and most are Warlpiri. All schools offer teaching up to year 10. Years 11 and 12 are offered via distance learning through the Northern Territory Open Education Centre, though there are currently no year 11 or 12 students at any of the schools. In practice, Nyirripi and Willowra rarely offer post-primary classes.²⁹

This section presents an overview of the schools in the Priority Communities. It discusses their resourcing, the role of bilingual education, and importance of the school nutrition program. It provides information on school enrolment, attendance and education attainment, and outlines a number of barriers to education which surfaced during the SIA study.

5.1 School resourcing

5.1.1 Human resources

Attracting qualified teachers is a significant challenge to delivering quality schooling in very remote Indigenous communities. A school principal in one of the Priority Communities said it was ‘exceptionally difficult’ to recruit teachers and principals. One problem is the shortage of suitable housing. Another is the physical isolation and the socio-economic conditions in communities. The issues combine to limit the number of teachers willing and able to work in such environments. In spite of these challenges, teacher turnover is relatively low in schools such as Yuendumu where several young and committed teachers have been working for 4-5 years.

Teacher-student ratios in the Yuendumu and Lajamanu schools in 2017 were above the national average of 1 full-time teacher per 14 students in 2016.³⁰ Furthermore, based on data provided in the 2013 SIA (which used My Schools website data), the number of students per teacher, expressed as an average ratio for the whole school, appears to have increased significantly since 2013. In Yuendumu and Willowra, the number of students per teacher has doubled, while in Lajamanu there were around 72 percent more students per teacher (see Table 3 below). This reflects the fact that in those three communities there are now fewer teachers and more students enrolled than in 2013. Only in Nyirripi has there been an improvement in teacher-student ratio numbers.³¹ Data on the average number of students per teacher at particular year levels was not available but would provide useful insights into particular teacher resourcing pressure points in the schools.

²⁸ Id., p. 91.

²⁹ Distance learning usually involves a mix of online courses, weekly web-conferencing lessons and teacher support by email, phone and face-to-face visits. See generally, the NT School of Distance Education (www.ntsde.nt.edu.au/).

³⁰ ABS (2017). Student (FTE) to Teaching Staff (FTE) Ratios 2001-2016. Online at <http://www.abs.gov.au/ausstats/abs@.nsf/Previousproducts/4221.0Main%20Features22016>. Accessed 23/01/19.

³¹ 2013 teacher numbers were sourced from the My School website (www.myschool.edu.au) which, according to one principal, may give outdated or incorrect numbers. 2018 teacher numbers were obtained directly from the schools.

Table 3 Staffing profiles of Lajamanu Nyirripi, Willowra and Yuendumu schools, 2018

School	Staff						Enrolment 2017 ^(a)
	Teaching (FT)	Assistant Teachers (ATs)	Non- teaching	Teacher- student ratio 2017	Teacher- student ratio 2013	Change (students per teacher)	
Yuendumu ^(b)	11	12	5	1:19	1.9	+10	209
Lajamanu ^(c)	10	9	11	1:19	1:11	+8	188
Nyirripi	3	2	-	1:13	1:18	-5	39
Willowra	6	9-12	-	1.12	1:6	+6	70

Source: CSRM research; NTO 2013 SIA; <https://www.myschool.edu.au/>

^(a) Enrolment data from My Schools website for 2017. Teacher numbers were obtained directly from the school principals since the My Schools website data are sometimes inaccurate.

^(b) Includes principal and assistant principal.

^(c) Non-teaching staff include a non-teaching deputy principal; three non-teaching senior teachers who undertake a range of tasks, such as curriculum coordination; a groundsman, a language and culture program worker and others.

The schools also employ Indigenous assistant teachers (ATs), most of whom are Warlpiri women. Some of the staff costs for the ATs are met by the CDRC and WETT. The ATs play an important role in the schools, enabling culturally-appropriate engagement with children in what is often their first language. One Indigenous teacher explained that in addition to her formal teaching role, she also provides social and emotional 'counselling' to children experiencing problems. She considered this to be of particular importance since there had been no school counsellor for three years due to withdrawal of funding. It is also important to note here that, during the consultation, several key informants mentioned that trauma among children related to neglect and abuse was common in some communities.

One Indigenous interviewee argued that the ATs would benefit from greater support and mentoring from the principals and teaching staff in relation to things such as lesson planning:

Then you have assistant teachers – but that all depends on who the principle is. If there is support from the principle it will work. If not, it will not. A lot of the Warlpiri assistant teachers – pretty much all – have always been involved in training. It is all about support. What kind of support? Help with lesson plans. Having a mentor in place to get their lesson plans etc. done – you need someone to support that process back in the community.

5.1.2 School facilities

Brief visits to the Yuendumu and Lajamanu schools indicated that they are well resourced in terms of basic facilities. For instance, the Lajamanu School has artificial grass for children to play on, a shaded playground and well-maintained grounds. The school has newly built, fully equipped training workshop, made possible by a grant from NTO, including in kind volunteer support of operational personnel. The workshop is highly valued by teachers and students alike. It has a dedicated trainer who teaches children basic VET skills, including how to use drills, lathes and other machinery. Workplace health and safety is a major priority and all children are equipped with personal protection equipment (PPE) at the start of each class.



Plate 1 Lajamanu School (Photo: CSRM 2018)

For other schools, consultation participants talked about the need to improve facilities and make it more welcoming to children. Key issues raised included limited funds to buy sports equipment, lack of grassy play areas and health impacts of constant dust exposure. As one education professional told the study team:

Look at the ground outside – it’s a dustbowl. The kids would die for a garden.....instead of all this dust we could have turfed floors....it would be great to have permanent soccer posts. When they kick the ball the dust goes everywhere –into their lungs. There is not enough to engage the kids. We tell them to come to school and what do they have here? Some monkey bars and two soccer balls. We have to make this a cool social space if we want them to come to school.

5.1.3 Health and nutrition

The schools provide nutritious food for children, including breakfast, a fruit snack at recess, and lunches. The federal government’s school nutrition program does not cover the cost of food and families are expected to contribute \$5 per day per student. To help keep the program running, schools have been successful in applying for funding from GMAAAC or other sources, such as NTO’s community investment grants program. This year, Lajamanu School was able to keep its nutrition program going with a \$135,000 three-year grant from GMAAAC covering the period 2017-2019. The health and nutrition programs in Nyirripi and Willowra are run by the CDRC.

5.2 Enrolment

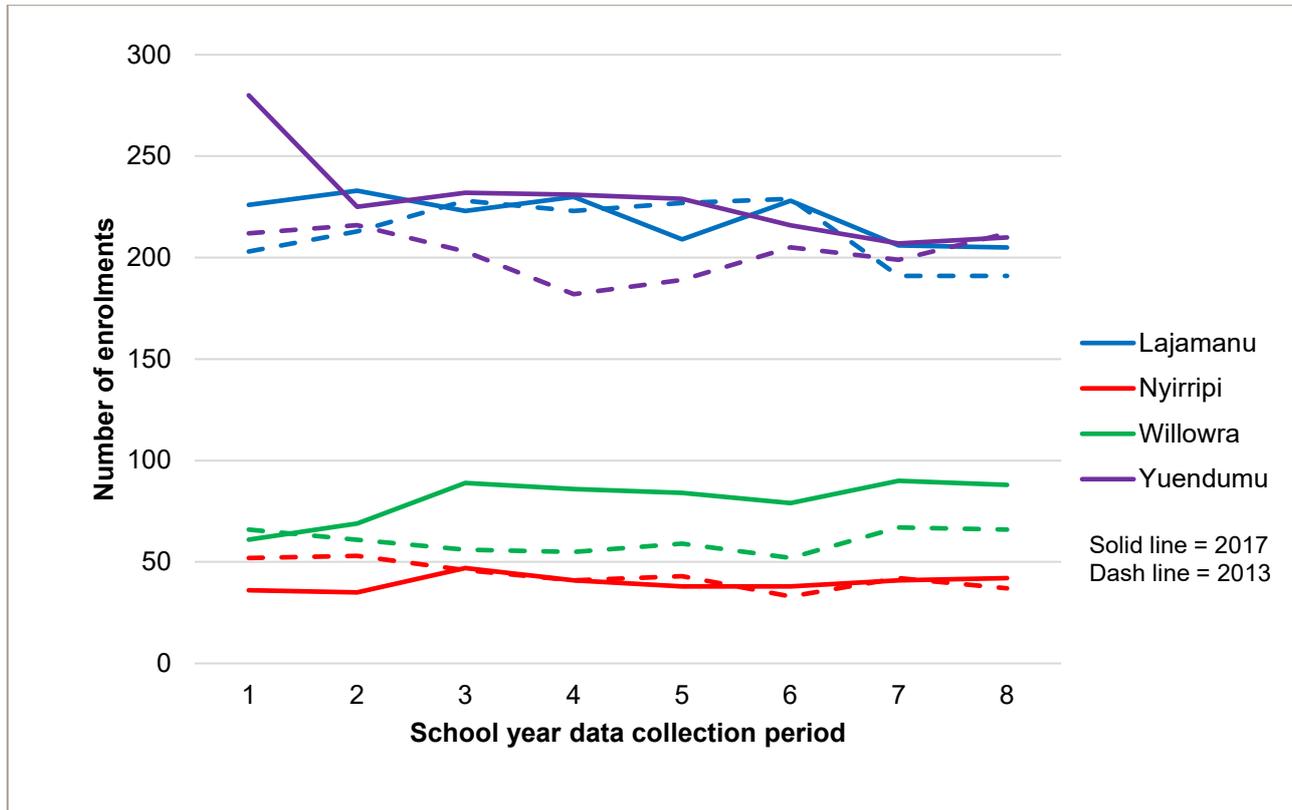
5.2.1 Overall enrolment in the Priority Communities

School enrolment data provide a measure of the coverage of the school system.³² When presented as a proportion of all school age children who are actually enrolled in schools, enrolment data provide a picture of how well the school system is able to engage children in a community and how this changes over time.

This section describes the number and proportion of children enrolled in the four communities at different periods of time. It uses Northern Territory Department of data for the years 2013 and 2017, supplemented by Census data from 2011 and 2016.

³² ACARA (2016). National Report on Schooling in Australia 2016. Australian Curriculum and Assessment and Reporting Authority. Available <https://www.acara.edu.au/reporting/national-report-on-schooling-in-australia-2016> Accessed 20/01/19.

Figure 1 shows average school enrolments for each of the Priority Communities in 2017 and 2013. Enrolments were measured at eight data collection periods during the year (at the beginning and end of each term). The number of enrolments does not fluctuate dramatically throughout the year (unlike attendance), with the exception of Yuendumu school where enrolments were particularly high at the start of term 1 before dropping significantly by week 8 of the school year and then levelling out.



Source: NT Department of Education, 2018

Figure 1 Number of school enrolments during 2017 and 2013

One way to measure the success of efforts to increase school enrolments is to look at the number of children who are actually enrolled in school as a percentage of the total number of children who, based on their age, should be enrolled. Table 4 shows school enrolments as a percentage of school age children in each of the four communities in 2011 and 2016. The proportion of children of pre-school age (4-5 years) who were enrolled in school increased between 2011 and 2016 in the two largest communities of Yuendumu and Lajamanu, but decreased in Nyirripi and Willowra. The largest change was in Yuendumu where 93 percent of all 4-5 year olds were enrolled in pre-school in 2016 versus only 38 percent in 2011. In Lajamanu, Willowra and Nyirripi the highest enrolment rates were in primary school, which supports evidence collected during key informant interviews in the communities that most children drop out of school by Year 9.

An interesting observation is that the number of children in primary school in some of the communities at times is higher than the total number of children living in the communities who are aged 6-11. One explanation for this is that despite being of secondary school age some children are not advancing to secondary school, thereby increasing the total number of students in primary school. For instance, in Lajamanu, despite their only being a total of 93 children aged 6-11 in 2016, according to the Census, 118 individuals were enrolled in primary school.

Table 4 School enrolments in the Priority Communities, 2011 and 2016*

School level	2011	2016	Change
<i>Yuendumu</i>			
Pre-school	38%	93%	+55
Primary school	95%	91%	-4
Secondary school	36%	47%	+11
<i>Lajamanu</i>			
Pre-school	67%	73%	+6
Primary school	99%	127%	+28
Secondary school	47%	27%	-20
<i>Nyirripi</i>			
Pre-school	63%	38%	-25
Primary school	96%	123%	+27
Secondary school	88%	94%	+6
<i>Willowra</i>			
Pre-school	21%	0%	-21
Primary school	135%	145%	+10
Secondary school	36%	29%	-7

Source: ABS Census data, 2011 and 2016.

* Data refers to the number of children in the communities who are actually enrolled in school, expressed as a percentage of all children who, according to their age, should be enrolled in a particular school level. The proportion of enrolments can exceed 100% where people of non-primary school age enrol in a primary school (and similarly for pre-school and secondary school). Consultation data with education professionals suggests that this is relatively common in the four Priority Communities.

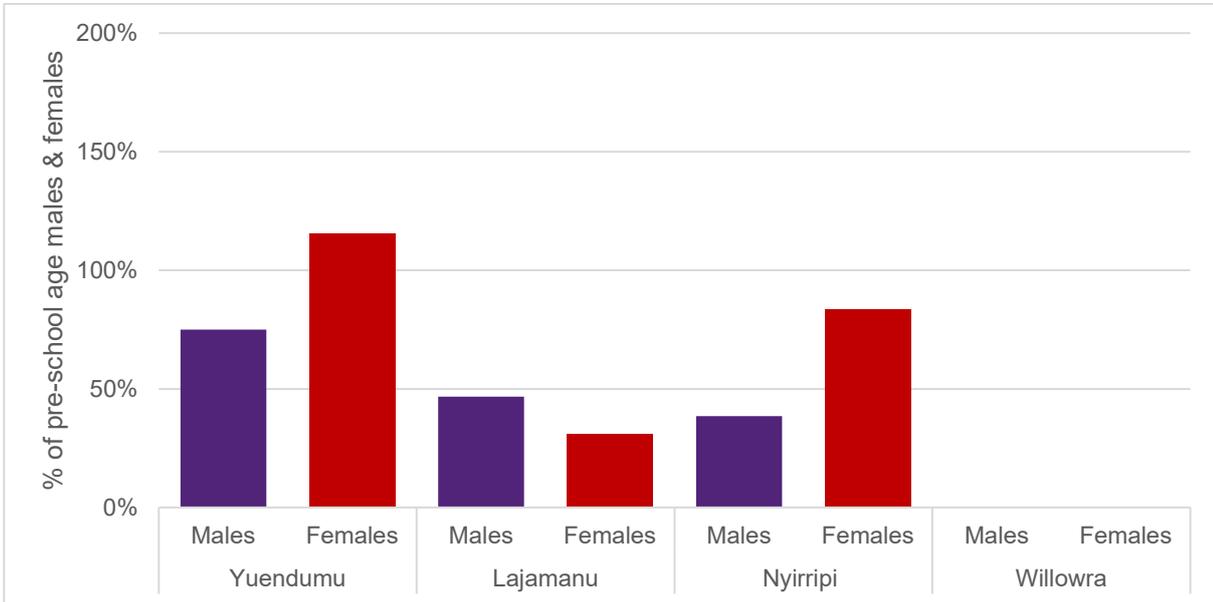
Secondary school enrolments presented a mixed picture. The proportion of 12-18 year olds enrolled in school in Yuendumu increased between 2011 and 2016, but decreased in Lajamanu in the same period. Attributing these findings to the success or failure of policy initiatives and local programs is challenging and would require further in-depth study in the communities. However, at least in Lajamanu, key informant interviews suggest that families and their children are increasingly leaving community more often and for longer periods to stay with family or friends in other communities and cities. This was also cited as issue in the 2013 SIA but data to assess the significance of this trend is not available. Once there, parents often do not enrol their children in local schools, often because the children lack confidence and are reluctant to go to a new school. Although the school system is set up to accommodate visiting students, one teacher stated that schools are not always welcoming of visiting Indigenous families. The prevalence of this problem is unknown.

5.2.2 Gender aspects of school enrolment

In 2016, there were more females than males enrolled in pre-school in Yuendumu and Nyirripi, as measured as a proportion of male and female children aged 4-5 years in each community (Figure 2). In the case of Yuendumu, the proportion of all 4-5 year old females enrolled in pre-school exceeds the actual number of pre-school age female children in the community (i.e. 115%). This may be because there are female children younger than 4 enrolled in pre-school, despite not technically being of the right age. In Lajamanu, a higher proportion of males than females were enrolled in pre-school in 2016. No children were recorded as being enrolled in pre-school in Willowra in the 2016 Census.

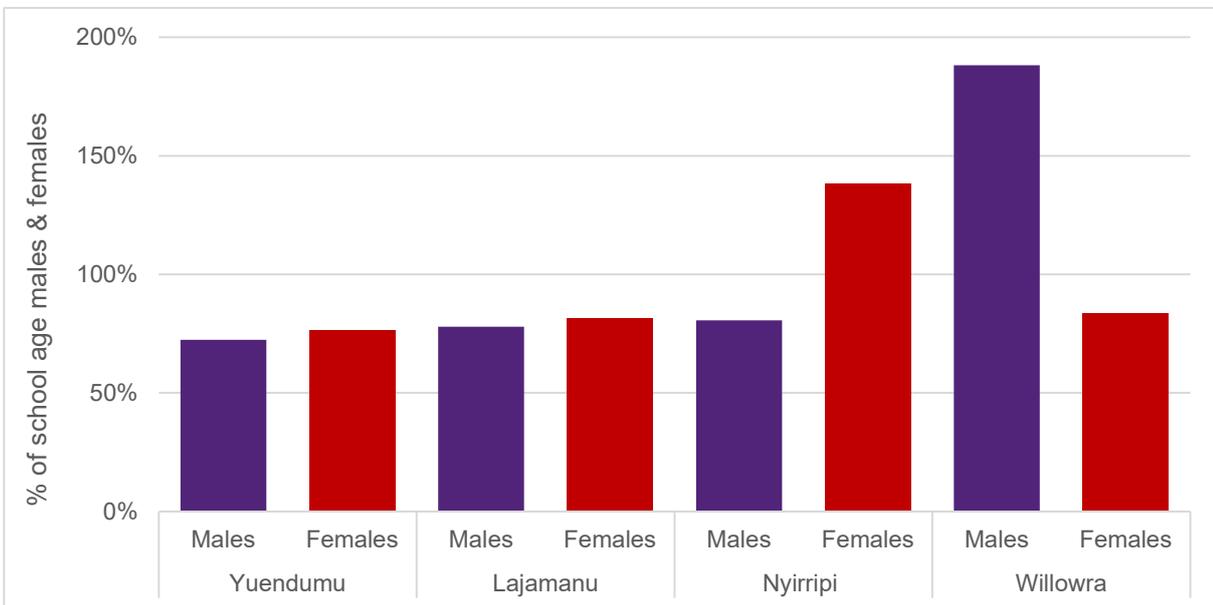
In terms of primary and secondary school, the proportion of school-age males enrolled in school was higher than for females in all communities except Nyirripi (Figure 3): in Yuendumu 77% of males compared with 72% of females were enrolled in primary and secondary school; in Lajamanu the percentage was 81% of males versus 78% of females; and in Nyirripi 138% of males versus 81% of females were enrolled in school.

It is not clear why the proportion of males enrolled in Nyirripi exceeds the total number of male school age children living in the community at the time of the 2016 Census (i.e. 138% of all males 6-18-year old).



Source: ABS, 2016 Census of population and housing

Figure 2 Proportion pre-school age males and females enrolled in pre-school



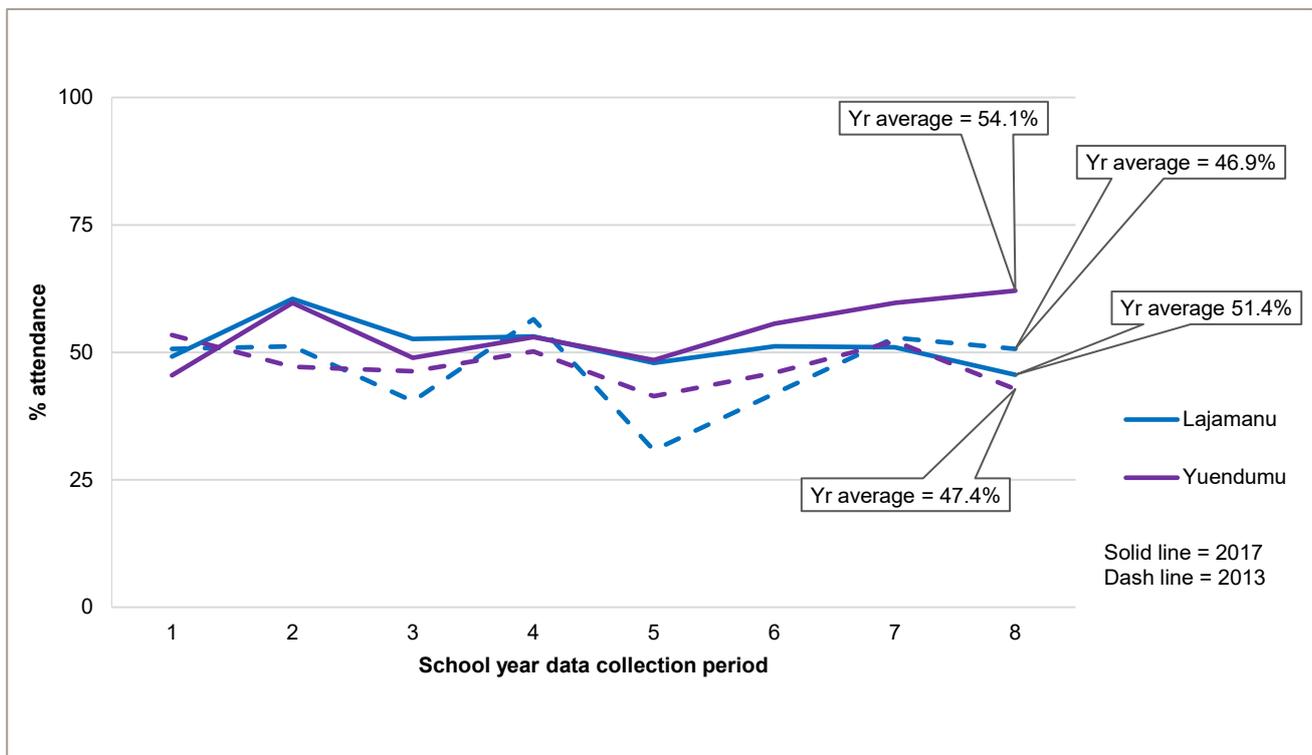
Source: ABS, 2016 Census of population and housing

Figure 3 Proportion of primary and secondary school age males and females enrolled in school

5.3 Attendance

The recent review by COAG has found that schools in the Northern Territory are not on track to ‘close the gap’ between Indigenous and non-Indigenous students on school attendance rates. Despite improved attendance rates in Yuendumu and Lajamanu, the four Priority Communities are no different in this regard.

Attendance rates at all four schools fluctuate throughout the year. As shown in Figure 4, in 2017 the lowest attendance rates in Yuendumu occurred mid-year during the colder months. One teacher explained that the fluctuations are the result of a range of factors such as children preferring to stay at home by the fire in colder months instead of going to school. The cooler months are also when families tend to travel. Nevertheless, schools will still see large numbers of children from other communities.



Source: NT Department of Education (2018)

Figure 4 School attendance 2017 and 2013

Average annual school attendance rates in 2017 slightly improved in three of the four communities since 2013. For instance, attendance rates had increased by 6.7 percentage points in Yuendumu, 4.5 percentage points in Lajamanu, and 6.6 percentage points in Nyirripi (Table 5). Willowra’s average annual attendance, by contrast, had declined by almost 10 percentage points. It is not clear why this is the case.

The attendance rates are low compared to schools elsewhere in the Northern Territory. For instance, in ‘very remote’ schools in the Northern Territory, the attendance rate averaged around 60 percent in 2016³³, while in 2017 in Yuendumu it was 54.1 percent, 51.4 percent in Lajamanu, 50.3 percent in Nyirripi, and 43.7 percent in Willowra. These were also lower than the average attendance rate for Indigenous students in the Northern Territory in 2017, which was 66.2%.³⁴

³³ Northern Territory Department of Education (2017). Various statistics. <https://education.nt.gov.au/education/statistics-research-and-strategies> Accessed 21/10/18.

³⁴ Closing the Gap: Prime Minister’s Report 2018. Department of Prime Minister and Cabinet. Available <https://www.pmc.gov.au/resource-centre/indigenous-affairs/closing-gap-prime-ministers-report-2018> Accessed 22/01/19.

Table 5 School attendance rates, 2013 and 2017

	2013	2017	Difference (percentage points)
Yuendumu	47.4%	54.1%	+6.7
Lajamanu	46.9%	51.4%	+4.5
Nyirripi	43.7%	50.3%	+6.6
Willowra	51%	41.1%	-9.9

Source: NT Department of Education (2018)

NTO has little power to directly improve attendance rates at schools, however, the training workshops and other support (e.g. grants for sporting equipment) can increase the appeal of school for children and parents. Ultimately, improved attendance and attainment will help create a larger pool of Warpiri candidates for employment at NTO. As discussed in Chapter 8 (Local economic activity), this is a key priority for NTO.

5.4 Attainment

It is not possible to compare changes in the highest level of educational attainment between 2011 and 2016. This is because the ABS used different reporting formats for educational attainment in the two censuses.³⁵

Data on Year 12 completions in 2016, as a percentage of total population aged over 15, show that in Yuendumu, Year 12 completions were slightly higher than the Northern Territory average (11.5% versus 10.2%) (Table 6). However, this is much lower than the nation-wide Year 12 completion rate for Indigenous people of 26 percent reported in the 2014-2015 National Aboriginal and Torres Strait Islander Social Survey.³⁶ Furthermore, completions are not the same as graduations, which would explain why one key informant stated that despite some staff working at the school for up to eight years, none had seen a student graduate from Year 12. The number who had graduated from the four schools who are currently living in the community is not clear, since the data does not indicate where high school graduation occurred. Year 12 completions for the other three communities was lower than the Northern Territory average.

Based on 2016 Census data, the majority of people in the communities only have an education up to Year 9 or below. In Willowra, this was the highest level of educational attainment for more than 70 percent of the population. Given the apparent high dropout rate after Year 9, this is perhaps a better indicator than Year 12 completions to assess educational attainment changes over time. In all four communities, the percentage of people who had attained post-secondary Certificate III and IV qualifications was lower than the Northern Territory average.

In 2017, NAPLAN results across most key literacy and numerous measures for all four schools were below benchmarks for 'schools with similar students'³⁷ and 'substantially below' benchmarks for 'all Australian schools'.³⁸ However, on some measures, both Yuendumu and Lajamanu saw some improvements compared with 2013. In Yuendumu, Year 5 grammar results and Year 7 numeracy results had improved to become 'above average' for schools with similar students. In Lajamanu, there were some improvements in

³⁵ For example, Year 12 completions are recorded in the data but this may not be the highest level of educational attainment.

³⁶ National Aboriginal and Torres Strait Islander Social Survey, 2014-15. Available at www.abs.gov.au/ausstats/abs@.nsf/Lookup/by%20Subject/4714.0~2014-15~Main%20Features~Education~5. Accessed 29/01/19.

³⁷ Schools with similar students refers to schools whose students are of a similar background in terms of socio-educational advantage. See Index of Community Socio-Educational Advantage (ICSEA). Available www.myschool.edu.au/glossary/#i Accessed 21/01/19.

³⁸ See school profiles on the My School website <https://www.myschool.edu.au/> Accessed 21/01/19.

Year 9 reading, writing and grammar. Across all other indicators and year levels, NAPLAN results remained below or substantially below average.

For 2016, there does not appear to be any significant difference between males and females for Year 12 completion rates. In Yuendumu, 14 percent of males versus 15 percent of females completed Year 12.³⁹ In Lajamanu, Year 12 completion rates were the same for both males and females (8 percent). In Nyirripi 6 percent of males compared with 4 percent of females completed Year 12; and in Willowra, 4 percent of males and no females completed Year 12.

Table 6 Highest level of educational attainment, Indigenous population, 2016 (%)

	Yuendumu	Lajamanu	Nyirripi	Willowra	NT
Bachelor and above	1.2	0.0	0.0	0.0	2.4
Advanced diploma / diploma level	0.9	1.3	0.0	4.7	2.3
Certificate III or IV	3.3	7.4	0.0	3.3	7.9
Completed Year 12	11.5	3.2	2.0	1.6	10.2
Completed Year 11	9.6	6.8	2.7	5.9	9.3
Completed Year 10	19.5	11.3	8.8	12.4	16.1
Completed Year 9 or below	28.6	38.4	36.5	70.4	22.2
No educational attainment	3.3	2.6	2.7	5.9	3.1
Not stated	23.5	20.6	2.0	0.0	23.8

ILOC70201001 ILOC70201501

Source: ABS Census Quick Stats

* Figures are percentages of total Indigenous populations. All data are for persons aged 15 or over.

5.5 Barriers to education

The barriers to education in the communities are many and complex. The SIA 2013 SIA identified social and cultural barriers to school attendance. These included:

- Family or cultural commitments
- Inconsistent support for education in the home
- Family circumstances and community transience.

Many of these factors were raised during the consultations for the 2018 SIA. Additional barriers to education, discussed below, were also identified during interviews which may have existed in 2013 but were not discussed in the report. While NTO has little ability to address them they are nevertheless significant for the company, given implications for Indigenous employment at the Granites, as outlined in Chapter 4 (Indigenous context).

Cultural rules and ceremonies, such as 'sorry business' and funerals can keep children away from school for many days, as can extended visits to other communities and cities. Another significant cultural barrier is the reluctance of male youth to go to school after their ceremony to manhood. As one person explained:

A huge cultural hand plays a role here, for example the ceremony to manhood... How do you go to a 15 year old who has just gone through ceremony – who the community and he himself sees him as a man,

³⁹ ABS (2016). Census of Population and Housing.

and tell him what to do? Here, there is a sense with the young men that once they are initiated education is something they don't have to pursue any more.

Other barriers mentioned during consultations include:

- Exposure to negative role models online and the idealising of gang culture, which not only draws youth away education but also undermines social norms and community harmony
- Early marriage and pregnancy
- Alcohol abuse and domestic violence
- Children not attending school during royalty payment meetings.

The consultations revealed that not all parents view the value of the Western education system in mainstream terms and are therefore not disciplined about sending their children to school – this is not unique to the four communities. A recent report by the Department of Prime Minister and Cabinet on remote school attendance noted the importance of traditional way of life for Indigenous peoples' wellbeing and their concern that school would not teach or value their culture.⁴⁰

Finally, a range of factors external to Indigenous communities have been known to adversely impact educational outcomes in Indigenous communities in the Northern Territory and may also play a role in the Priority Communities. For example, research indicated that the Northern Territory Emergency Response (NTER) adversely impacted attendance rates in secondary schools shortly after punitive measures linked to welfare payments were introduced, before returning to the rates they were before.⁴¹ More generally, poverty, poor nutrition and ill health are all factors affecting education outcomes in Indigenous communities.

6. Post-secondary and vocational learning

Post-secondary and vocational learning was identified as a key education issue in the 2013 SIA. It remains a central focus for both government and Warlpiri people today. It is also major concern for NTO which has obligations to employ local Indigenous people, yet has a small pool of skilled candidates from which to draw into its workforce. An understanding of the current state of play in this area will help NTO better focus its training and employment recruitment strategies.

At the time of the 2016 Census, few Indigenous people from the Priority Communities had attained post-secondary qualifications when compared with other schools in the Northern Territory. For instance, as shown in Table 6 above, only 5 people in Yuendumu had a Bachelor Degree (1.2% of the total Indigenous population) while no one in Lajamanu, Nyirripi or Willowra had achieved this qualification. The numbers of people with Certificates III and IV was higher, but still low, with 14 people (3.3%) in Yuendumu and 23 people in Lajamanu (7.4%) having at least one of those qualifications.

There have been sustained efforts since the 2013 SIA to prepare youth for post-secondary employment, including at the high school level. A good example is the school workshop at Lajamanu, funded by NTO, where there is an emphasis on basic work skills and safe workplace practices. Both WETT and WYDAC have also supported a range of programs and initiatives to prepare and support youth for the transition to post-school employment. These are discussed in the sections below.

⁴⁰ PMC (2018). 'Understanding family perspectives of school attendance in remote communities: Evaluation of the Remote School Attendance Strategy'. Department of Prime Minister and Cabinet. Feb 2018.

⁴¹ Gray, S. (2015). The Northern Territory Intervention: An Evaluation. Castan Centre for Human Rights Law, July 2015. Available <https://www.monash.edu/data/assets/.../Caitlin-edit-of-NT-Intervention-page-1.pdf>. Accessed 21/01/19

6.1 WYDAC programs

When it was first established in 1993 as the *Mt Theo Program*, WYDAC's purpose was to address widespread youth problems, such as petrol sniffing, through 'cultural rehabilitation' at Mt Theo Outstation and through a youth diversion program in Yuendumu. Since then, its role has expanded to also include youth development programs covering training, education and employment support.⁴² The purpose of the various programs is to enable youth to 'develop a positive sense of self, family leadership and culture'.

WYDAC's guiding principles are:

- Warlpiri Leadership & Ownership
- Positive and meaningful pathways for young people
- Support for Warlpiri youth to deal with hard times
- Sustainable resources and infrastructure on country
- Unique and responsible working relationships
- Yapa and kardiya working together.



Plate 2 WYDAC office (Photo: CSRM 2018)

The organisation is run by an experienced Warlpiri Board of 44 community members. Male Chairperson Eddie Robertson, was awarded 'Senior Territorian of the Year' in 2015, in recognition of his many years of outstanding service to Warlpiri communities. The Board has two-identified positions on the Executive for young people under 25 years old. WYDAC is recognised as a leading remote Indigenous organisation and was selected as a finalist by Reconciliation Australia in the Indigenous Governance Awards in 2012.

WYDAC now has three program areas:

- **Youth diversion** (*Manyu Wana Ngurrju*);
- **Youth development** (*Pinarri Jarrinjaku*) – a youth trainee program and education and training program;
- **Youth leadership** (*Jaru Pirrijirdi*, 'Strong Voices') – comprising the Future Pathways and Leadership program.

WYDAC is supported by WETT funds and, since 2006, has been their single largest recipient, receiving \$4,913,024.⁴³

⁴² WYDAC (2018) 'Youth Services'. Warlpiri Youth Development Aboriginal Corporation. Available at <http://wydac.org.au/home/youth-services/>. Accessed 22/10/18.

⁴³ Ninti One (2017). See above note 8.

The youth development and youth leadership programs provide Warlpiri youth with significant employment and training opportunities, many of which service community needs. The Youth development program includes a wide range of education and training schemes, both informal and accredited. The main component is the Jaru Trainee program, which provides an opportunity for 16-25-year old trainees to help run WYDAC's youth services activities, including working alongside formal youth workers. Examples include working at the pool, Mt Theo, and planning and running events such as discos. The program teaches basic skills such as handling money, ordering food for events, or learning how to umpire. For many youths, the Jaru Trainee program is the first exposure to the 'world of work'.⁴⁴

In addition to the Jaru Trainee program, WYDAC provides a wide range of other education and learning opportunities. These include re-engaging with numeracy and literacy at 'reading corners', preparing to get a drivers' license or learning how to create a resume. In Yuendumu, WYDAC also supports formal and accredited training activities in its learning centre. Courses include Certificate II in Community Services and Certificate III in Childcare and Foundation Skills - Language, Literacy and Numeracy.

Youth leadership 'Future Pathways' programs are offered to youth who have already gained years of training and work-readiness activities in the other programs. At this point, they are considered as ready to 'graduate' from their role as youth trainees and take on formal employment or leadership roles in the community. Among the many positions taken up are police officers, youth workers, mental health workers, assistant teachers, rangers and mechanics.⁴⁵

As discussed in Chapter 7 (Regional economic activity), WYDAC's Mt Theo Mechanical Workshop in Yuendumu is a particularly significant initiative. It not only provides youth traineeships and apprenticeships, but also meets community needs, since it is the only mechanical workshop in the area.

6.2 Adult learning centres

In addition to the WYDAC learning centre in Yuendumu, WETT has built adult learning centres in Lajamanu, Nyirripi and Willowra. The centres provide pre-vocational and tertiary learning services and are run by BIITE through a partnership with WETT and the CLC. The 2017 WETT review found that the learning centres play a crucial role in the four communities both in terms of supporting adult learning, and by helping meet the needs of community services. The centres offer both accredited and non-accredited training courses, primarily aimed at school leavers, such as White Card and first aid. NTO is currently talking to WYDAC in Yuendumu about increasing coordination in relation to training offered at the centres. According to some Traditional Owners in Lajamanu, youth who undertook training at the learning centre were able to go on to secure good work at the school, clinic and general store.

Although the working relationship with BIITE has been positive, there have been significant challenges. BIITE has reportedly found it difficult to recruit and maintain non-local employees and to provide sufficient hours and training to develop and mentor local community staff. More generally, the WETT review found that the current BIITE training model is focused more on enrolling students in its own established courses and less on meeting the specific needs and expectations of local people. Centre staff have been overloaded with meeting the need to deliver formal accredited programs, as well as the varied non-formal training needs of community members. WETT is currently developing an alternative model for the learning centre. One option being proposed is to establish a Learning and Training Resource Broker who would work with learning centre staff in the four communities to identify training providers and new funding opportunities.

The centre in Lajamanu has an Indigenous board, which has input into courses and training. It also offers employment for local community members, working on short term (weekly) flexible rosters. The manager mentors Indigenous staff to the point with a view they will take over her role.

⁴⁴ WYDAC (2016). Warlpiri Youth Development Aboriginal Corporation (WYDAC) *Overview*, pp9. Available <http://wydac.org.au/home/resources/> Accessed 21/01/19.

⁴⁵ WYDAC (2016). Warlpiri Youth Development Aboriginal Corporation (WYDAC) *Overview*, pp9. Available <http://wydac.org.au/home/resources/> Accessed 21/01/19.

6.3 Potential NTO engagement with schools and school leavers

In addition to the ongoing support for Lajamanu School's workshop, Traditional Owners and CLC representatives at the 2018 annual Ten Year Plan (TYP) workshop, facilitated by CSR, made a number of suggestions for ways in which NTO could support schools and school leavers. One suggestion was for NTO to provide opportunities for youth to gain work experience at the mine. It was pointed out that there were still some Indigenous apprentices working at the mine many years after they had completed their apprenticeships. Other ideas included:

- Collaboration between the NTO and TOs / CLC to help young people returning from boarding school to transition from school to work.
- Collaboration between NTO and the TOs / CLC to hold career expos in Yuendumu and Lajamanu.
- Broadening NTO's CDU scholarship program so that it was relevant and accessible to Warlpiri who want to become teachers.
- Visits to the mine by young leaders to promote understanding and build leadership capacity.
- Encouraging young people to pursue further learning and training for instance through visits by NTO mechanics and safety personnel to schools to give talks and demonstrations.
- Greater alignment between WETT's extension education and training programs with the TYP, recognising NTO's existing role on the WETT Advisory Committee.

7. Chapter summary

Educational outcomes in the Priority Communities compare poorly with other Indigenous communities in the Northern Territory, and elsewhere in Australia. Since the 2013 SIA, however, some educational outcomes have improved. For instance, excepting Willowra School, average attendance rates have increased, even as the attendance rate decreased for Indigenous students as a whole in the Northern Territory. Between 2011 and 2016, pre-school enrolments as a proportion of children aged 4-5 also increased in the two largest communities, Yuendumu and Lajamanu. NAPLAN results improved in some areas in Yuendumu and Lajamanu between 2013 and 2017.

Attributing positive outcomes to policies or programs is challenging. For instance, difficult to ascertain whether improvements in attendance rates in three of the communities are due to government policy (e.g. *Closing the Gap*), local level education initiatives, or a combination of both. There is nevertheless evidence that local programs are having positive impacts on education and training outcomes.

Many of the programs achieving positive outcomes are receive funding from NTO royalty payments, and implemented (wholly or partly) by Traditional Owners. A notable example is WETT's Bilingual Resource Development Unit (BRDU), which has created a large body of Warlpiri learning materials that are used in teaching Warlpiri language and culture in the schools. Coupled with country visits and other cultural activities supported by WETT's Secondary Support Program, bilingual and cultural learning is, as one of school principal explained, one of the few education success stories 'in a system that has an average history'. Traditional Owners interviewed for the SIA indicated that the BRDU and country visits are highly valued.

Although WETT's early childhood program was described favourably by interviewees. The early learning program at the Yuendumu childcare centre successfully passed the Australian Children's Education and Care Quality Authority's assessment in 2016, making it the first licensed early childhood centre in the Central Desert Region.

Schools in the Priority Communities face challenges in recruiting teachers and principals. Contributing factors include a shortage of housing and remoteness of location. Teacher-student ratios have increased

substantially in three of the communities since 2013 but interviews with key informants did not indicate that this was a challenge to effective teaching.

Consultation data show that both community members and NTO would like to see better outcomes in terms of vocational learning, given the lack of work readiness and skills possessed by most school leavers, many of whom finish school by Year 9. WYDAC's youth development program, also supported by royalty monies, has provided Warlpiri youth with training opportunities and created a pathway into good jobs in the community. There is still a shortage of suitably qualified work candidates in the Priority Communities. One indicator of this is the low number of people possessing Certificate III and IV qualifications. NTO's support for the workshops in schools is one way in which the company is attempting to improve work-readiness among school leavers. Given the need to improve employment rates from its Priority Communities, continued support for the workshops, including operational costs, will be important.

Finally, the findings of the Australian Early Development Census (AEDC) in 2014-2015, although four years old now, show that much work still needs to be done in the early childhood space in Yuendumu. There, the data show that there has been an increase in the number of 'developmentally vulnerable' children in the communities, though the results are better for the number of children who are 'developmentally at risk'.

Chapter 11 Safety and crime

1. Introduction

This chapter provides an update on safety and crime in the Priority Communities. Crime and public safety data offers insights into the relative stability of communities, and by extension, the stability of NTO's operating environment. Monitoring crime and safety trends should also be considered as part of NTO's responsibility to its local workforce. The chapter principally covers three areas:

- Law and order institutions operating in the Priority Communities
- Changes in the crime and safety profile of the Priority Communities since 2013
- Local-level crime and safety initiatives in the Priority Communities.

CSRM reviewed crime and public order data provided by the Northern Territory Police, Fire and Emergency Services (PFES) Crime and Statistics Unit.¹ This information is supplemented by interviews with residents of the Priority Communities, as well as interviews with service providers. The chapter does not reference court sentencing data, given the sensitivity of reporting identifying information in small communities.

2. Law and order institutions

Although the 2013 SIA did not provide detailed information on policing resources, all four communities were reported to have had police stations at the time of the study.² This is still the case, but it is not known if officers are based in each community on a permanent basis. Yuendumu and Lajamanu are the main, permanently staffed police stations in the Tanami and service a large area with a large number of remote dispersed communities.

The Yuendumu station has four officers, including a sergeant. One of the officers is a local Warlpiri man who attended boarding school before returning to Yuendumu. Officers work eight-hour shifts but are on call 24/7. After-hours and when otherwise unmanned, phone calls are patched through to the Joint Emergency Services Communication Centre in Darwin, which services police, fire, and ambulance. A duty superintendent in Darwin decides on the appropriate response based on the seriousness of the incident.

The Yuendumu police station is also the base for the Yuendumu Volunteer NT Emergency Services (NTES) unit, under the control of the NTES Southern Region. There are currently 10 volunteers trained in emergency response skills. It has a range of emergency equipment and is able to undertake land search and rescue, road crash rescue, and wild fire control and containment.

The Yuendumu station services a large area that includes the communities of Yuelumu, Nyirripi, and various outstations such as Mt Denison, Mt Doreen, and Don's Bore. Responsibility for such a large area, coupled with few officers, presents policing challenges. Even within Yuendumu, the small number of officers and numerous roads and tracks into the community means the police are unable to prevent alcohol from coming into what is supposed to be a dry community.

¹ Crime data at the community level is not publicly released. To obtain this data, the research team lodged a formal request for data with the PFES Crime and Statistics Unit. Regional datasets are available on the PFES website: <http://www.pfes.nt.gov.au/Police/Community-safety/Northern-Territory-crime-statistics.aspx> (last accessed 19 January 2019).

² Community profiles were produced for each of the four communities by the Remote Area Health Corps (RAHC) but are not dated. A discussion with a representative of the NT Department of Health in Darwin indicates the date of publication to be 2010. A list of all remote police stations in the NT is available at the NT PFES website: <http://www.pfes.nt.gov.au/Police/NT-Police-station-profiles/Regional-remote-police-stations.aspx> (accessed 27 December 2018).



Plate 1 Police station in Yuendumu (Photo: CSRM)



Plate 2 Police station in Lajamanu (Photo: CSRM)

Lajamanu police station has two police officers, including a sergeant. These two officers are responsible for policing a vast area of around 34,000 square kilometres.³ The station is also the base for the Lajamanu Volunteer NTES unit, under the control of the NTES Northern Region. There are currently 11 trained volunteers. There is an opportunity to investigate the potential for reciprocal training and support arrangements between the Priority Community NTES units and the NTO Emergency Response Team (ERT).

Offences are often heard before the Local Court, as a circuit court that visits Yuendumu and Lajamanu every two months. The court hears a range of criminal and civil matters, including matters of domestic violence and breaking and entering. More serious matters are adjourned to be heard by the courts in Alice Springs or Katherine. In Yuendumu, the court uses a building next door to the police station.

Defendants in all communities can access legal aid services, such as the North Australia Aboriginal Justice Agency (NAAJA). The NAAJA provides 'culturally relevant' services to Aboriginal people dealing with criminal and civil matters. Legal advice offered through NAAJA can be delivered over the phone or face-to-face. NAAJA also provides 24-hour legal advice for people who have been arrested or are in custody. NAAJA teams regularly visit the Priority Communities. The Southern Tanami Kurdiji Indigenous Corporation (see section 4.3) also provides advocacy and liaison support for those in the justice system.

3. Crime and safety profile of Priority Communities

This section describes crimes against property and crimes against the person within the NTO Priority Communities. Crime statistics are presented, followed by a discussion on drivers of criminal activity.

3.1 Statistics of criminal activity

Figure 1 provides an overview of both types of crime. The figure compares the number of offences recorded for 2017 (PFES, 2018), against the population recorded in the 2016 Census. It shows that Yuendumu has the highest rate of both property crime (nearly 17 offences per 100 population) and crimes against the person (14 offences per 100 population). The two smallest communities (Nyirripi and Willowra) have lower rates of crime compared to the two largest (Yuendumu and Lajamanu). By comparison, in the Northern Territory, there were 3,400 crimes against the person per 100,000 population, and 8,589 property offences per 100,000 population – equivalent to 3.4 personal crimes and 8.6 property crimes per 100 population.⁴

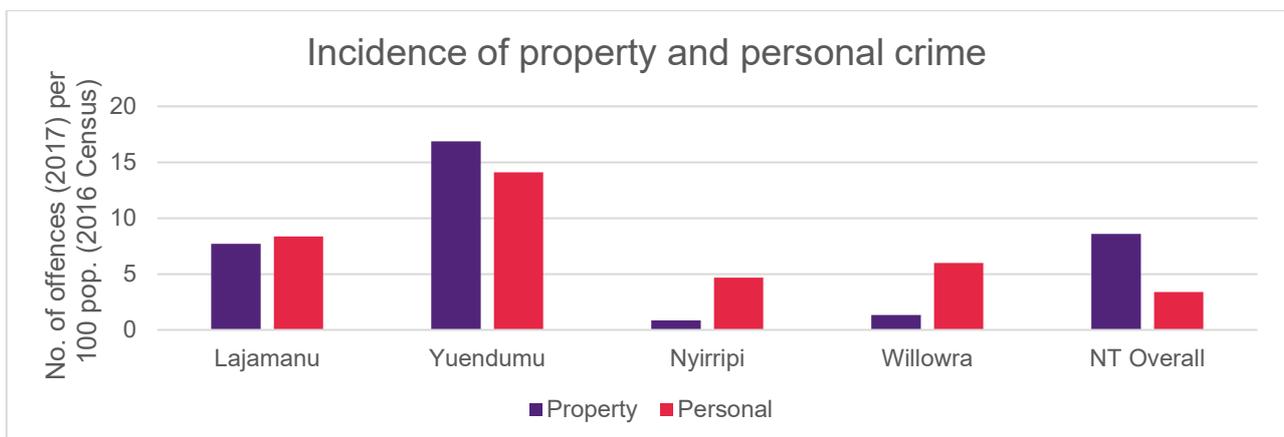


Figure 1 Rates of property & personal offences in NTO Priority Communities and NT (per 100 population)

³ NT Emergency Service. Undated. 'Lajamanu Volunteer Unit'. Online at: <http://www.pfes.nt.gov.au/Emergency-Service/Your-local-volunteers/Volunteer-location-profiles/Lajamanu-Volunteer-Unit.aspx> (accessed 4 December 2018). 2017 data reported.

⁴ PFES. 2018. 'Northern Territory crime statistics'. Northern Territory Police. Online at: <http://www.pfes.nt.gov.au/Police/Community-safety/Northern-Territory-crime-statistics.aspx> (accessed 4 December 2018).

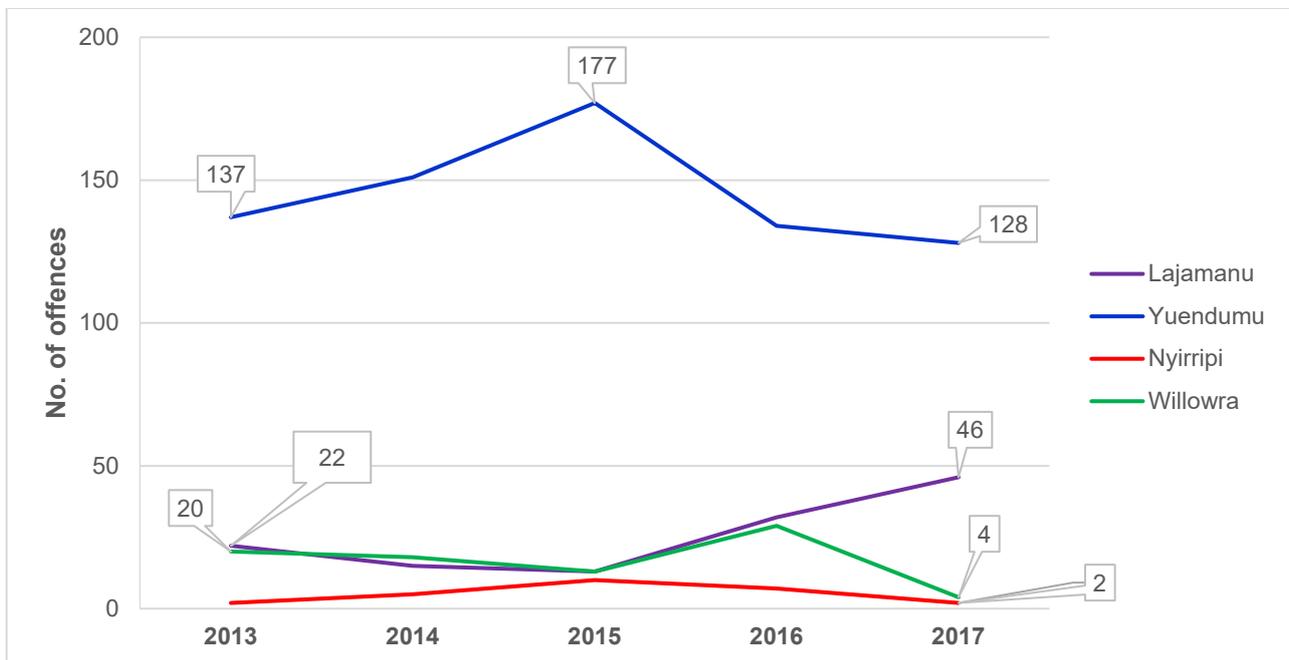
3.1.1 Property offences

The incidence of property crime in Yuendumu is high in comparison to the other communities. There were 128 property offences in 2017, compared to 46 in Lajamanu, 4 in Willowra, and 2 in Nyirripi (Figure 2). This is a slight improvement since 2013, when there were 137 reported offences in Yuendumu. The number of property offences also declined in Willowra during the same period.

The 2017 crime data reveals a large difference in the number of property offences in Yuendumu compared to the other communities (Figure 2). Lajamanu has the second highest number of property offences of the Priority Communities. Its population is approximately 80% of Yuendumu's, but the number of property offences was only 36% of Yuendumu's in 2017.

The main property offenses are unlawful entry (of commercial and residential premises), motor vehicle theft, and criminal damage of property. Across the Priority Communities, unlawful entry of houses increased from 11 incidents in 2013, to 24 in 2017 (PFES, 2018). In this same period, property damage offences increased from 54 to 78 (PFES, 2018). Both unlawful entry and criminal damage are committed largely by youth. Four people interviewed during fieldwork described instances of children breaking into stores in search of food.

According to interview respondents, the high rate of property crime is driven by factors such as boredom combined with a lack of respect for authority. One respondent stated that the NT Intervention made parents afraid to discipline their children for fear of having them taken away. Interviews conducted by CSRSM suggest that traditional ways of disciplining offenders are gradually disappearing. As the older generation passes away, traditional forms of respect they once commanded are also diminished. One local government representative stated in the 2018 financial year, the CDP activity centre in Yuendumu had two cars stolen and written off, with each car worth \$65,000. The building also suffered \$30,000 worth of damage.



Source: NT PFES. Note: data are for calendar year.

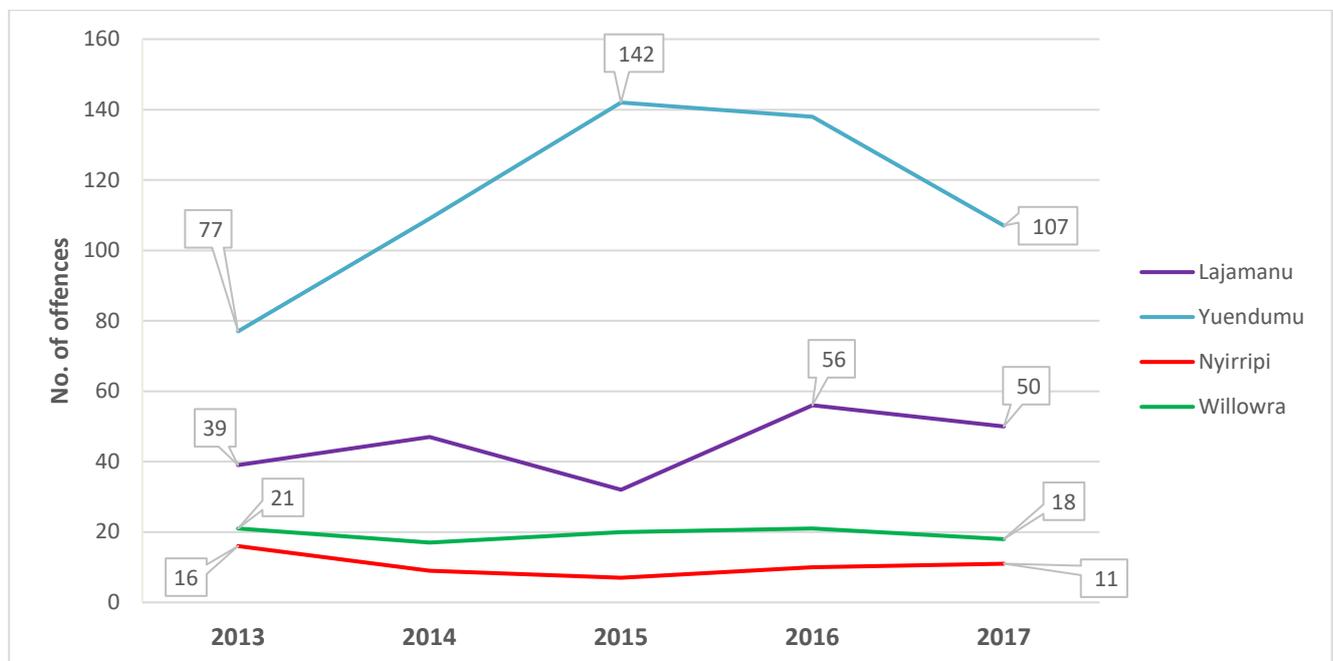
Figure 2 Property offences in NTO Priority Communities (2013-2017)

3.1.2 Crimes against the person

The main offence against the person within the Priority Communities is assault, comprising 82–92% of all offences against the person in each year between 2013 and 2018. All other offences against the person are recorded as ‘other’ (PFES, 2018).

Figure 3 shows the number of offences against the person, recorded in each of the Priority Communities. Nyirripi and Willowra saw an overall decrease in the number of offences against the person between 2013 and 2017 (based on number of offences recorded in 2013 compared to the number of offences recorded in 2017). In Yuendumu and Lajamanu, the number of offences against the person increased in the same period

There is still a high rate of inter-personal violence in Yuendumu and, to a lesser extent, Lajamanu. 2015 saw the highest number of ‘offences against the person’ in Yuendumu in the five-year period between 2013 and 2018. This spike may be associated with a large riot that occurred outside the CLC office during a royalty payment meeting. There was also an unrelated murder in 2015 linked to family violence. Since that time, the number of offences against the person in Yuendumu has declined, dropping 32.7 percent from the five-yearly high of 142 in 2015 to 107 in 2017.



Source: NT PFES. Note: data are for calendar year.

Figure 3 Offences against the person in NTO Priority Communities (2013-2017)

3.2 Drivers of criminal activity

High crime rates are typically the result of complex factors. A deep inquiry into drivers of crime within the Priority Communities is beyond the scope of this SIA. Some explanation may be drawn from research into other remote and rural communities. Hogg and Carrington (2006)⁵, for example, suggest that property crimes tend to occur at higher rates in larger communities and built-up areas, partly due to there being more property in general, and potentially because of a sense of anonymity – the offender is less likely to know the victim personally. Conversely, crimes to the person tend to be more prevalent in smaller communities, where people are more closely connected to each other. These observations are consistent with the statistics in

⁵ Russell Hogg and Kerry Carrington. 2006. *Policing the Rural Crisis*. Sydney: The Federation Press.

Figure 1, which show Yuendumu experiencing higher incidences of property crime compared to crimes against the person, the converse in Nyirripi and Willowra, and approximate parity in Lajamanu.

Interviews with local police and health authorities conducted by CSRM in 2018, indicate additional drivers of crime. Interviewees raised social problems as contributing factors to criminal activity, such as poverty, volatile family relationships and a breakdown in respect for elders and traditional authority. Reportedly, bored youth instigate or become involved in conflicts on social media with other community members, leading to physical confrontations and violence.

Substance abuse (principally alcohol and cannabis) was also nominated during community consultations as a driver of crime. The communities are officially dry, but alcohol is readily available with regular supplies brought from Alice Springs. Cannabis use is prevalent, and crime rates were reported to rise when cannabis supplies are scarce and alternative drugs are sought.

Numerous interviewees in Yuendumu and Lajamanu (including police, health workers, educators and Traditional Owners) reported sharp increases in personal and property crimes around the time royalty payments are distributed. The injection of cash facilitates the purchase of alcohol, binge drinking, domestic violence, and other criminal activity. These accounts are consistent with the 2013 SIA, which reported that the 'consumption of alcohol increased exponentially around the time royalty payments were distributed throughout the year'.

4. Local level crime and safety programs

4.1 Community safety patrol

The Community Safety Patrol program in the NT was previously known as the 'night patrol' program. Night patrols date back to the 1980s with heightened concern over 'under-policing' in Indigenous communities in the NT (AIC, 2011). Patrols operated in all four Priority Communities in 2013 with funding provided by the Australian Government's Attorney General's Department (AIHW & AIFS, 2013).

There are currently Community Safety Patrols in 11 communities in the Central Desert region, including in each of the four communities. The patrols roam the communities by foot and in vehicles with quasi-police markings between the hours of 6pm and 11pm to prevent anti-social and criminal behaviour. The program is implemented with the support of the CDRC using funding from PMC. Patrollers receive a salary.

The patrols undertake a range of community safety activities such as diffusing violent situations, ensuring children are in a safe location at night, helping at risk people relocate to safe environments (e.g. women's refuges) and providing advice, information and referrals to counselling services (AIC, 2011). In Yuendumu, the program invites CDP participants who are under-18 to volunteer with the patrollers, where they learn about incident reporting, attending to disputes and making sure youth get home at night (CDRC, 2017). As well as developing job skills, the youth patrollers have the opportunity to secure employment with the regular paid patrol teams when they turn 18.

The Community Safety Patrols fulfil an important role in communities although they face considerable challenges. The Lajamanu patrol has experienced difficulties in recruiting a supervisor. The patrol is also funded to operate between 6pm and midnight, leaving the remainder of the night unpatrolled. While officially sanctioned by local government, the patrols have limited enforcement powers. In fieldwork interviews, local authorities stated that young culprits often create trouble just for the excitement of getting chased. According to one interviewee:

[...] they created this programme that involves cars that look like police cars, people given quasi-uniforms, they have scheduled hours and we have all sorts of regulation around how we have to run them – but the reality is they require us to operate 5 hours a day, 5 times a week, at least 2 people at any given time. You

end up just hiring anyone who wants a job (especially considering the hours), as opposed to people who are respected. Kids see being chased around by the night patrol as part of the fun.

Operational challenges were highlighted in interviews with the Yuendumu safety patrol. One informant described the difficulty in managing youth:

Right now, especially in Yuendumu, kids are out of control. Yuendumu community is the epicentre of chaos just now. In terms of the amount of trouble going on in that region. People are really struggling to have an answer as to what to do, kids are not going to school. They are out at all hours of the night. The Night Patrol can't really do anything.

4.2 Lajamanu Kurdiji Group

The Lajamanu Kurdiji⁶ Group is a group of senior Warlpiri men and women who use traditional Warlpiri dispute resolution practices to mediate conflict in the community, particularly between families. The first Kurdiji Group was established in the community of Ali-Curung in 1998 and, in the following years, Kurdiji committees were established in Lajamanu, Yuendumu and Willowra. Since 2011, the Kurdiji Group has received support through the CLC's Community Governance Project and, in 2013, it occupied a building funded with GMAAC royalty money.

The 2013 SIA reported that the Kurdiji Group played an important role by bridging the gap between Aboriginal communities and the Australian justice system. This includes having representation on the NT parole board and being appointed by the Northern Territory Government to advise on customary law. Citing Australian Government sources, the 2013 SIA reported that 'the Committee has helped to strengthen community leadership, Customary Law and has improved justice for Warlpiri people in the communities' (p48). The Group continues to function well. It regularly hosts community safety meetings, actively engages the court system, and works closely with NAAJA's legal education team.⁷

4.3 Southern Tanami Kurdiji Indigenous Corporation

Another key Kurdiji Group, established in 2006, is the Southern Tanami Kurdiji Indigenous Corporation (STKIC), formerly known as the Yuendumu Mediation and Justice Committee (YM&JC). This group was also established to mediate conflict within the community. The Committee was reported to have been instrumental in restoring and maintaining the peace following widespread inter-family fighting in Yuendumu between 2010-2012 (Spiers Williams, 2016).

STKIC provides services in Yuendumu and Willowa. It primarily deals with family and inter-family disputes using a restorative justice model. All staff are local Indigenous people and are trained mediators. The STKIC team mainly deals with youth and domestic violence issues brought before the court (CDRC, 2017). Mediators bring victim and offender together to resolve conflict. Once parties have agreed to a resolution, courts are notified and the result is taken into account at sentencing. STKIC is currently coordinated by non-Indigenous staff under the oversight of the CDRC but a long process to transfer governance to the Traditional Owners is nearing completion. When this is finalised STKIC will be overseen by a committee of 10 Traditional Owners.

While the SKTIC cannot address the underlying drivers of crime in the community, a number of respondents spoke highly of it. Most importantly, it is considered to be effective in maintaining and restoring the peace.

⁶ The word Kurdii translates as 'shield' in Warlpiri, meaning to 'shield, block, protect or ward off'.

⁷ CLC. 2014. 'Lajamanu Kurdiji group'. Central Land Council. Online at: <https://www.clc.org.au/articles/cat/lajamanu-kurdiji-group> (accessed 28/12/18).

4.4 WYDAC's youth diversion activities

As discussed in chapter 6 (Infrastructure and services), one of WYDAC's main program areas is a Youth Diversion Program (*Manya Wana Ngurrju*), which was originally established at the Mt Theo Outstation to rehabilitate troubled youth involved in petrol sniffing. The core principle is that youth need to be involved in regular activities to keep them from engaging in less desirable activities. The activities supported by the program range from sports to arts and crafts and bush trips.

The 2013 SIA did not report on the effectiveness of this program but an independent review in September 2015 found that its primary impact was that it was enjoyed by young people and had improved their quality of life (Shaw, 2015). The current research for the 2018 SIA update did not find any data to demonstrate a firm link between the program and a reduction in youth crime rates. However, the 2015 review concluded that, based on the impacts of other youth diversion programs, it was 'highly likely' that the consistent and skilful delivery of WYDAC programs had resulted in lower youth crime rates in the communities.⁸

5. Chapter summary

Within the Priority Communities, the predominant crimes are assaults (172 in 2017) and property damage (78). Theft (other than motor vehicle theft) and commercial break-ins are the next most common crimes, with 41 of each offence recorded in 2017.

The incidence of crime varies across the Priority Communities. Yuendumu has the highest per capita rate of both personal and property crimes, followed by Lajamanu. The two smaller communities, Nyirripi and Willowra, have lower per capita rates of crime. Although crime rates fluctuate from year to year, there has been an overall increase in the number of offences recorded between 2013 and 2017.

There are permanent police stations in Yuendumu and Lajamanu. These stations have a small staff of four and two police officers respectively. Both stations police large areas.

Most offences are addressed before the Local Court, which visits Yuendumu and Lajamanu every two months. More serious cases are heard in Alice Springs or Darwin. Legal aid is available through the North Australia Aboriginal Justice Agency.

Community organisations complement government law and order institutions. The Community Safety Patrol operates in 11 communities in the Central Desert region (including the Priority Communities), though in communities like Lajamanu it is reportedly not functioning well. The Southern Tanami Kurdiji Indigenous Corporation, formerly known as the Yuendumu Mediation and Justice Committee assists family and inter-family disputes, using traditional Warlpiri dispute resolution processes. This organisation has played an important role in mediating disputes in the community and has, by some accounts, led to a decrease in inter-family violence in recent years. Traditional Warlpiri dispute resolution practices are also utilised by the Lajamanu Kurdiji Group, which comprises senior Warlpiri men and women.

The SIA did not discover a clear link between NTO and crime and safety within the Priority Communities. It is clear, however, that having a criminal record impacts negatively on a person's ability to secure employment, and in the Priority Communities this has been a barrier to gaining work with NTO.

⁸ Shaw, G. 2015. 'An Evaluation of the Warlpiri Youth Development Aboriginal Corporation Youth Development Program, Incorporating the WETT (Warlpiri Education Training Trust) Youth Development Program'. Report prepared for WETT. Online at <http://wydac.org.au/home/resources/>. Accessed 21 January 2019.

See also Caylus. 2016. 'Investing in the future: The impact of youth programs in remote central Australia: A Social Return on Investment (SROI) Analysis'. Nous Group. Accessed 7 March 2019 at <http://wydac.org.au/home/wp-content/uploads/2015/06/The-impact-of-youth-programs-in-remote-central-Australia-a-Social-Return-on-Investment-SROI-analysis.pdf>.

Chapter 12 Community engagement

1. Introduction

Reporting on community engagement is a core part of social impact assessments (SIAs), for three principal reasons. Firstly, engagement can influence how a project impacts a community. Forewarning about a potential impact, for example, allows communities and companies to prepare, lessening its adverse effects and increasing the ability to take advantage of opportunities. Secondly, how a community makes sense of a risk or impact can itself constitute an impact – the fact of being concerned can be an impact, distinct from the subject matter of the concern. Finally, processes of engagement provide avenues of feedback from communities to companies. The robustness of a company's engagement processes is one indicator of a company's ability to detect and address impacts as they develop.

Given the distances between NTO and the communities, building and maintaining the necessary relationships is particularly challenging. Relationships with communities can be profoundly impacted by shifting organisation and community conditions. Within NTO, relationships can be disrupted by changes in personnel, resource constraints and even the nature of the fly-in, fly-out workforce and rosters. On the community and external stakeholder side, shifting engagement conditions include an Indigenous population that is highly mobile within the region, engaging in what has been referred to as 'circular mobility' and turnover of key personnel within community-based organisations. Changes to corporate governance framework and government policy can also significantly influence NTO's community relations, particularly if community services and programs are defunded or dramatically altered with consequent effects on community sentiments and dynamics.

The chapter covers:

- NTO's approach to community engagement
- Issues of engagement at the Front Gate (highlighted as a key and contentious interface between NTO and communities)
- Perceptions of community engagement undertaken by NTO in the Priority Communities.

Information reported in this chapter has been sourced from SIA 2018 interview data, results of a perceptions survey undertaken by the CSRSM study team between 27 August and 14 September 2018, outreach and communications data obtained from NTO. NTO also provided a range of secondary sources, including:

- Newmont's Sustainability and Stakeholder Engagement Policy (April 2016)
- Newmont's Stakeholder Relationship Management Standard (January 2018)
- Newmont's Indigenous Peoples Standard (January 2018)
- NTO's Stakeholder Relationship Management Plan (January 2016)
- NTO's External Complaints Procedure (January 2017)
- Consolidated Mining Agreement (May 2003)
- The Tanami Desert Ten Year Plan (including the action plan)
- The Tanami Desert Ten Year Plan Progress Update (December 2017).

2. NTO approach to community engagement

NTO's approach to community engagement is guided by a governance framework that comprises multiple elements and governance mechanisms. These were not covered in the 2013 SIA, but are described here to set out NTO's approach to community engagement.

The framework includes internal policies, standards and engagement tools, such as Newmont's *Sustainability and Stakeholder Engagement Policy*, the *Indigenous People Standard*, the *Stakeholder Relationship Management Standard*, the site-level *Stakeholder Relationship Management Plan*, and the external complaints procedure (grievance mechanism).

Some of the formal engagement mechanisms stem from commitments under the Consolidated Mining Agreement (CMA). The main one of these is the Granites-Kurra Traditional Owner Liaison Committee. Established in fulfilment of Article 21 of the CMA, the Liaison Committee serves as a key formal platform for mediating issues and relationships between NTO and Traditional Owners.

Community engagement drivers include also voluntary plans and agreements, which have been developed in collaboration with the local communities. A key plan guiding engagement between NTO and the Traditional Owners is the Granites-Kurra Ten Year Plan, recently renamed the Tanami Desert Ten Year Plan (TYP). The TYP was developed in 2016 and 2017 as a guide to help NTO, the CLC and Warlpiri¹ work together to achieve stronger outcomes from mining for Warlpiri people in the decade leading up to the then estimated life of mine (2026).

2.1 Newmont policies and standards

Newmont's corporate policies and standards express commitments to community engagement. The *Sustainability and Stakeholder Engagement Policy* (20 April 2016) commits Newmont to engaging 'with local communities to build productive and healthy relationships and contribute to creating shared value'. Relationships with communities are to be 'built on mutual respect and trust', and requires Newmont to 'act with humility and a willingness to listen, and be committed to resolving differences and conflicts in a constructive and transparent manner'. This policy applies to all of Newmont's activities.

The *Stakeholder Relationship Management Standard* (January 2018) provides processes for managing stakeholder relationships at the site level. Sites must train personnel in 'cultural awareness, conflict, negotiation, human rights, and/or communication' (item 1.2.5).

Sites must also 'document a stakeholder engagement plan that incorporates information from stakeholder mapping and analysis' (item 1.2.1). Paraphrased, such a plan must:

- Summarise key stakeholder issues, concerns, and interests
- List stakeholders to be engaged and their level of influence and impact
- Provide for culturally appropriate engagement mechanisms, and
- Articulate engagement objectives and measures of success.

The standard also provides for engagement with Indigenous Peoples. Engagement with Indigenous Peoples are to 'involve culturally appropriate representative bodies', and allow 'sufficient time for traditional decision-making processes' (item 1.2.2). These provisions mirror Newmont's *Indigenous Peoples Standard* (January 2018), which sets out processes for engaging specifically with Indigenous Peoples. In addition to stakeholder identification and mapping, sites must assess and support the capacity of Indigenous participants to engage in constructive dialogue (item 1.3.2). The standard describes what information should be shared with

¹ 'Yapa' is the 'generic term used for Central Australian desert Aboriginal people. Loosely translated it means the people, or people who have belonging' (PAW Media. Undated. 'Glossary'. Pintubi Anmatjere Warlpiri Media and Communications. Available online at www.pawmedia.com.au/glossary. Accessed on 22 January 2019.)

Indigenous Peoples, and what assessments should be conducted at site-level to manage impacts to Indigenous Peoples (item 2 generally). Sites must also prepare ‘an engagement plan specific for Indigenous Peoples’ (item 1.3).

2.2 NTO stakeholder engagement planning

The NTO *Stakeholder Relationship Management Plan* was approved in January 2016 (prior to the current version of the Stakeholder Relationship Management Standard). The Plan is aligned with an older version of the Standard (NEWM-SER-STA-016). The Plan covers:

- Appropriate stakeholder mapping procedures
- Communication matrices
- Expectation and commitment management
- Designing a complaints and grievance system
- Tracking issues, commitments, expectations and engagements
- Reporting and providing feedback on those.

Table 1 summarises the elements of the Plan.

Table 1 NTO Stakeholder Relationship Management Plan – summary of key elements

Element	Tasks
1. Understand the external context	<ul style="list-style-type: none"> • Understand relevant national laws, regulations and external commitments • Define the area of influence • Understand the social context • Identify stakeholders • Set up a template, and fill in information • Prioritise stakeholders according to Influence and Impact • Map interrelations of stakeholders • Identify social risks • Identify issues and expectations for each stakeholder
2. Understand and build internal resources and systems	<ul style="list-style-type: none"> • Appoint spokespeople for community engagement • Design Complaints & Grievance system • Develop tracking system • Develop an authority hierarchy - commitments • Develop communications plans • Develop internal and external monitoring and reporting system
3. Prepare your engagement plan	<ul style="list-style-type: none"> • Determine engagement plan objectives • Determine the engagement process • Determine engagement level • Determine appropriate engagement forums • Determine engagement strategy framework • Seek approval for your plan

Element	Tasks
4. Engage and track	<ul style="list-style-type: none"> • Implement the plans • Assess external engagement capacity and develop training plan as needed • Respond to expectations and issues • Track engagements, issues, expectations, and commitments
5. Report and seek feedback	<ul style="list-style-type: none"> • Report internally and externally • Seek feedback on quality, both internally and externally
6. Update	<ul style="list-style-type: none"> • Make a timeline for updating your plans

The study team reviewed the NTO Plan, and found that it does not meet all the requirements set out in the January 2018 *Stakeholder Relationship Management Standard*. The Plan does not, for example:

- Summarise key stakeholder issues, concerns and interests
- Include a list of stakeholders to be engaged and their level of influence and impact (it includes only a reference to relevant documents on NTO's Prospector and Cintellate databases)
- Articulate engagement objectives or measures of success.

The Plan briefly acknowledges the need to determine culturally appropriate engagement forums. It is unclear whether the Plan is also intended to function as an engagement plan specific for Indigenous Peoples (as required by the *Indigenous Peoples Standard*). The Plan does not provide for stakeholder identification and mapping; nor does it set out procedures for assessing and supporting the engagement capacity of Indigenous participants.

Updating NTO's Stakeholder Relationship Management Plan would bring current documentation in line with Newmont's standards. Such an update would also provide opportunities to document NTO's existing community-facing initiatives as part of its stakeholder engagement planning.

2.3 Issues management

Issues management is a key part of social performance in the mining industry. Newmont's *Sustainability and Stakeholder Engagement Policy* (April 2016) commits all sites to 'resolving differences and conflicts in a constructive and transparent manner'. Similarly, Newmont's *Sustainability and External Relations Standard* (January 2018) requires that sites develop mechanisms for the identification, tracking and resolution of local community complaints and/or grievances. Under this standard, sites are to maintain a complaints and grievance register to support regular monitoring and reporting activities.

Newmont Australia's *Social Responsibility Statement of Commitment* (June 2017) further commits Australian sites, including NTO, to engage stakeholders on their concerns regarding impacts of the operations. This is operationalised at a site level through NTO's *External complaints procedure (Social Responsibility)* (January 2017) which sets out the mechanism for dealing with complaints, grievances and concerns in a 'sensitive, timely and consistent manner'.

NTO manages issues through processes of direct, face-to-face engagement and through an established stakeholder management system (Cintellate). The direct engagement approach can be highly responsive, but tends to result in issues not being recorded in registers and does not provide any of the company's stakeholders with optics over the status of issues. Consultation data suggests that this is the dominant model of dealing with community grievances and complaints. NTO's procedure for managing external complaints identifies the following steps:

- External stakeholders lodge a complaint either in writing or by contacting operations via NTO reception phone line
- The person receiving the call records caller details and information regarding the issue or incident, then forwards it to the relevant personnel. All grievances raised by Indigenous communities and Traditional Owners are directed to Sustainability and External Relations (S&ER) and require involvement of the CLC
- The relevant personnel follow up on the complaint within three working days to gather further details and outline the process to be undertaken, including indicative timeframes
- All details of grievances and responses, together with accompanying documentation, are recorded in the Stakeholder Engagement Module of Cintellate and used for a periodic analysis of complaints.

While the *External Complaints Procedure* and the Cintellate system are both in place at NTO, they are not being used effectively. For example, data for 2016 and 2017 shows no recorded grievances at NTO for these two years, suggesting that grievances and complaints have not been captured. Robust capture and regular review of the data allows for identification of trends and patterns in complaints, grievances and concerns, and provides information necessary for planning actions and mechanisms to prevent recurrence. NTO has an opportunity to capture and use the complaints data to gain valuable insights into its relationship with external stakeholders.

2.4 Engagement under the Consolidated Mining Agreement

As outlined in Chapter 4 (Indigenous context), issues and relationships between NTO and Traditional Owners are mediated through the Granites-Kurra Traditional Owner Liaison Committee. The Liaison Committee is made up of Traditional Owners, CLC officers, and NTO representatives. It meets at least once a year. As specified in Article 21 of the CMA, the meetings serve as ‘a forum for liaison between NTO, and Traditional Owners and the CLC and frank exchange of information and for Traditional Owners to receive descriptions of proposed Major Activities and review progress of the Project.’ The meetings are funded and hosted by NTO at the Granites, and facilitated by the CLC.

The CMA includes a list of obligations in relation to the Liaison Committee. These obligations set out terms of engagement and cooperation between NTO and the Traditional Owners on issues such as Indigenous employment, decision making regarding the Project, preservation of harmony between Traditional Owners and others on the lease, as well as preservation of Traditional Owners’ way of life. The CMA obliges the committee to ‘have regard to the interests, proposals, opinions, aspirations, and wishes of the Traditional Owners in relation to management, use, and control of the land’ and ‘the growth and development of social, cultural, and economic structures of the Traditional Owners.’

Consultation data suggests that the Liaison Committee is a valued engagement platform, with meetings offering a good forum for CLC, NTO and the Traditional Owners to get together, discuss and share ideas, and learn about NTO plans for the project. Traditional Owners were particularly complimentary of mine visits accompanying the meetings, which they said provided them with an opportunity to see the work being done on their country. They also commented on the value of bringing Traditional Owners together in conversation with NTO. The CLC recently worked with elders to identify young leaders from Priority Communities to attend Liaison Committee meetings. Attendance by the younger generation is a significant change to a long-established process, and one that is welcomed by CLC and NTO. The CLC also worked with Traditional Owners to formalise Liaison Committee membership, which has helped to limit the number of attendees, clarify roles, and enhance continuity between meetings. In CLC’s view, these changes have helped to improve the overall functionality of the committee.

The committee is specifically aimed at Traditional Owners and not intended to reach broader community stakeholders. Through the TYP, NTO has pursued an opportunity to go beyond commitments in the CMA

and create, alongside the established Liaison Committee, a formalised broader platform for communication and discussion of ideas between NTO, CLC and Indigenous communities in the Tanami area of influence.



Plate 1 Mine-site visit during a Liaison Committee meeting in August 2018 (Photo: CSRM)

2.5 Engagement under the Ten Year Plan

In 2017, Warlpiri people from the Priority Communities, the CLC and the NTO finalised TYP. The TYP was initiated based on an acknowledgement by the three parties that mining is a finite activity and that, as the only mine in the Tanami region, the NTO provides a unique opportunity for the Warlpiri to maximise the benefits from mining for Traditional Owners, affected communities, and the Tanami region more broadly.

The development of the TYP was led by CLC and NTO, with collaboration with Warlpiri people. As described in the TYP itself, 'the process built on previous research, engagement and discussions between Newmont, the CLC and Traditional Owners that helped to identify Warlpiri aspirations and expectations related to the mine; and potential commitments, outcomes and actions for Newmont and the CLC to pursue together or separately to support Warlpiri to achieve their aspirations and expectations.' The document was drafted based on the outcomes of independently facilitated workshops involving key Newmont and CLC personnel (April 2016). It was then revised through undertaking detailed discussions with Warlpiri in Yuendumu, Lajamanu, Nyirripi and Willowra (July 2016) as well as other stakeholders including GMAAAC Directors, WETT Advisory Committee, Kurra WETT, Liaison Committee members, WYDAC, YKNAC, Kurdiji (July–November 2016). The plan was finalised at an independently facilitated workshop attended by Warlpiri people, CLC and Newmont representatives (November 2016), and reviewed and endorsed by Traditional Owners and CLC regional delegates in June 2017.²

As shown in Figure 1, the Plan is structured around three inter-related core objectives:

- Strengthening **Yapa Voice** by supporting Yapa authority, governance and leadership
- Improving **Yapa education** by supporting skills, capacity building and work experience
- Increasing **Yapa employment**, by supporting Yapa employment and business opportunities.

² The full document can be found online at <https://www.clc.org.au/index.php?/publications/content/kurra-newmont-yapa-10-year-plan> (accessed on 22 January 2019)

The Plan recognises that these objectives also overlap with those of other organisations and accordingly, seeks to complement their activities where possible.³



Figure 1 Ten Year Plan – summary of key objectives

One Traditional Owner who took part in the development of the TYP described this process to the CSR team in the following way:

We had a big talk at the Granites, came up with education, voice, employment – the three main pillars. We wanted to see opportunities for our young people to get more jobs and to recognise the place itself, too. It was all of us idea. It took a while, a lot of meetings and a lot of talks in the community, too. Lajamanu and other places, I know. TOs and other community people were involved. We asked around, talked to them.

³ CLC Newmont Tanami Ten Year Plan Progress Update, December 2017.

Three pillars – there was some competition, but the three stood out as the main ones. It went to someone from the WETT committee, advisory board. They wrote it down. I had the booklet, but we were showing it to some people and they took it away from us. I was happy with how it turned out. People were showing it to each other, talked about it, asking me questions. Will it be successful? It is starting [to be].

The TYP entails implementation of annual action plans. Action plans are discussed and reviewed at the annual planning workshop (which includes Warlpiri), but actions are developed and agreed at the TYP Steering Committee that does not currently include Warlpiri representation.

The 2017 plan identified 12 actions across the three objectives; the 2018 plan was more detailed and included 23 actions. Actions are further divided into action items. Table 2 summarises the progress towards completion of 2017 and 2018 action items under the three core objectives, as captured by NTO in October 2018. The action tracker developed collaboratively by NTO and CLC does not currently include a full completion schedule meaning that progress cannot be assessed against deadlines.

Table 2 TYP action items status summary (as at October 2018)

Action item status	Yapa voice	Yapa Education	Yapa Employment
Planned	14	6	11
On track	8	12	3
Complete	5	0	0
Superseded	0	0	0
Total items to complete	27	18	14
% complete	19%	0%	0%

Aside from the action items, the TYP action plan also includes a list of commitments under each of the three key objectives, which are then further divided into a total 27 anticipated outcomes. By October 2018, the process of identifying success measures, indicators and supporting data collection method and frequency had only been undertaken for one of the 27 outcomes. Developing ways to comprehensively monitor all 27 outcomes would provide a monitoring and evaluation structure and allow for capture of the actual impacts of activities undertaken under the TYP.

CLC and NTO undertake annual reviews of the TYP. Results of these reviews are presented and discussed during annual meetings held in Alice Springs, attended by CLC, NTO and Traditional Owner representatives from the Priority Communities. In December 2017, a review of the first full year of implementation identified two main success stories, both relating to the objective, Yapa voice:

- **Running a Yapa-led cultural immersion program for NTO's leadership team.** The program gave Yapa elders and emerging leaders an opportunity to build up skills and confidence and to speak up in cross-cultural contexts, and provided an opportunity for the Newmont Leadership Team to gain an understanding of Yapa culture.
- **Conducting activities to integrate Yapa culture further into NTO's culture through symbolic activities.** These activities included painting Aboriginal murals, selling artwork, and installing signs in Warlpiri language.

The review mentioned what it defined as 'challenges which have been overcome' in 2017. In response to Traditional Owners' expression of frustration with the current arrangement, initial discussions were conducted about ways in which NTO and CLC can support Traditional Owners to become providers of a regular and mandatory cross-cultural training program for NTO employees. Another challenge identified as having been overcome was resourcing at NTO (and CLC). NTO has filled the position of S&ER

Superintendent, and added a Senior Social Responsibility Advisor position. A further Social Responsibility Superintendent position was added in Early November 2018.

The December 2017 review identified the lack of progress in developing a pre-vocational learning program and the need to remove the main barriers to Warlpiri employment. The review highlighted lack of tangible actions for addressing barriers to Warlpiri employment in the 2017 Action Plan. The 2018 Action Plan contains measures to address these barriers. While some objectives in the Plan are achievable in the short-term (e.g. using community media to advertise jobs), others are much more challenging. For instance, several avenues have been explored to deal with the problem of limited transportation to the mine for current and potential Warlpiri employees, such as the Bush Bus, but these have so far not worked out.

Two immediate needs for the TYP were identified in the course of this SIA. Firstly, there is a need to develop a governance structure with clearly defined responsibilities for the three parties involved: NTO, the CLC and the Traditional Owners from the Priority Communities. Clearly defining responsibilities, and developing a schedule for completion of action tasks, would allow for better capture of outcomes and impacts arising from the TYP. It would also introduce a stronger element of accountability for completing action items to agreed deadlines, contributing to effectiveness of the action plans.

Secondly, there is a need to develop an effective communication and engagement strategy for the TYP. One of the most surprising findings of stakeholder perception survey conducted as part of this SIA consultation was that a majority of respondents (59.4%) had not heard about the TYP and, of the 27 people who had, very few were able to describe the plan in any detail. Some, including a number of Traditional Owners, stated that they knew of the Plan but were not familiar with its content. This suggests that engagement and information dissemination to key stakeholders about an initiative of such importance has not been as effective as possible, bearing in mind that it has only been in implementation for approximately one year. As with other aspects of the TYP, this engagement is the responsibility of both NTO and the CLC.

Some of these points were discussed in the annual planning workshop for 2018, held in November and facilitated by CSRM. A summary of discussions is covered in a separate CSRM document, 'Tanami Desert Ten Year Plan Annual Planning Workshop: 20 and 21 November 2018', released in January 2019.

2.6 Outreach and engagement activity monitoring

Newmont's *Australia Regional Stakeholder Details & Stakeholder Engagement Standard Operating Procedure* (July 2017) provides detailed guidance for managing external stakeholders by using the Cintellate Stakeholder module. Established in 2016, the module is intended to replace site-level registers for stakeholder mapping and engagement activities. Newmont guidance stipulates the use of the module to record stakeholder details, communications, complaints, commitments and community investments, replacing site level registers. The business expectation is that all key engagements are systematically captured in Cintellate. The Stakeholder module is complimented by the Assessment module, designed to capture and track findings and corrective actions from internal as well as external audits, including those related to legal and voluntary commitments.

NTO's outreach activities are structured predominantly around eight issues. These are summarised in Table 3 as illustrative examples of both the types of issues driving engagements, as well as existing data capture practices at the site level.

Review of outreach activity documentation provided by NTO shows that much of this activity is directed at three types of stakeholders: the CLC, Government Regulators, and the Traditional Owners. These findings are echoed in the list of key issues driving NTO outreach and engagement activities (Table 3).

Table 3 Main issues driving NTO engagement activities

#	Issue	Type of engagement and data capture method
1	Permitting & Approvals	In the permitting and approvals space, NTO engages primarily with the CLC and the NT Department of Primary Industry and Resources. Submission, variation and approvals are tracked via e-mail correspondence and captured in relevant shared drive folders. These include Permit Tracker located in Prospector and the Legal Register.
2	Strategic Partnership Development	Currently, the TYP is the main strategic partnership between NTO and two of its key external stakeholder groups, the CLC and Traditional Owners. It generates a high volume of engagement activity, including development and tracking of action plans and items, and annual progress updates and workshops. TYP development has been tracked via e-mail and recorded in relevant folders on the shared drive. In 2018, information capture regarding the TYP was extended with establishment of Investments, Commitments and Topic Register domains in the Cintellate Stakeholder module.
3	Royalty Payments	Each year, NTO prepares royalty forecasts which are shared with the Northern Territory Government and presented to the CLC and the key Traditional Owner groups. These presentations are included in respective meeting agendas and minutes and captured accordingly. Royalty payments, process and presentations are tracked via e-mail and captured in relevant shared drive folders. These include Northern Territory Government royalties, GMAAAC and Kurra-WETT.
4	Tanami Road	NTO's engagement and advocacy in relation to the Tanami Track is captured in e-mail correspondence and relevant shared drive folders. Submissions to the Northern Territory Government, and consultations with the CLC and the Traditional Owners, are also recorded in meeting agendas, minutes and action trackers related to the Traditional Owner Liaison Committee Meetings and the TYP. Some (not all) information is captured in the Cintellate Stakeholder module.
5	Mining Management Plan Compliance	The Mining Management Plan is reviewed annually. As part of the process, NTO makes submissions to the NT Department of Primary Industry and Resources and the CLC. The compliance is tracked via e-mail correspondence. Submission documentation and formal approval letters are recorded in relevant system folders, including Permit Tracker and the Legal Register.
6	Consolidated Mining Agreement Review	In 2014 NTO contracted a third party, Social Sustainability Services Pty Ltd, to review Article 16 of the CMA. The process was captured via e-mail correspondence and in folders on the shared drive. Consultation data shows that findings and corrective actions have not been effectively recorded in the Cintellate Stakeholder or Assessment Modules.
7	Bore Field Lease Agreements	Engagements and communication regarding Bore Field Lease Agreements was captured in e-mail correspondence and in relevant system folders. Relevant engagements and discussions were also captured in agendas and minutes of Traditional Owner Liaison Community meetings. Agreements documentation was recorded on the shared drive in the Legal Register.
8	Indigenous Employment / Yapa Crew	Engagement and outreach activities related to the issue of indigenous employment, including the Yapa Crew, are captured in email correspondence and relevant shared drive folders. Relevant information is also recorded in numerous meeting agendas, minutes, presentations and action trackers including the Traditional Owner Liaison Committee meetings and the TYP Steering Committee meetings. The Aboriginal and Torres Strait Islanders employment data is consolidated monthly, and reported to the CLC Employment Unit. A number of Indigenous employment specific actions are captured and tracked as Cintellate actions and in relevant tracking and reporting spreadsheets.

There is an opportunity to improve the overall system of managing the instances and types of contact. Although Newmont encourages the use of Cintellate for managing external stakeholders and recording engagement and outreach information, NTO has not made a transition to effective use of the system. As the above examples show, information related to specific areas of activity tends to be captured in e-mail correspondence and relevant shared drive folders. In some instances, information on one issue is stored in a number of different places, such as meeting notes, agendas and presentations, in addition to designated shared drive folders and relevant e-mail trails. This means that information on particular issues is fragmented, difficult to consolidate and its usability for tracking and analysis purposes is compromised. Due to unavailability of robust and systematised data the CSR team was unable to conduct a full methodical analysis of NTO's outreach and engagement activities. Consequently, section 4 uses perception data in lieu of company data to describe NTO's community engagement in the Priority Communities.

3. Engagement issues arising at the Front Gate

SIA consultations with the NTO's S&ER personnel, as well as members of Priority Communities, identified the 'Front Gate' as an important stakeholder engagement interface. The Front Gate refers to the entrance to the mine. It is a well-known point of contact between communities and the company. Community members can request fuel, water, emergency assistance and access to bathroom facilities at the Front Gate. Both the 2018 and 2013 SIAs found that NTO's handling of requests at the Front Gate influences how communities' members talk about the company's goodwill towards them.

This section describes the issues arising at the Front Gate. Front Gate issues appear as a standalone section in this chapter because it featured heavily in consultations conducted by the study team, and because it illustrates both NTO's engagement approach and communities' perception of NTO.

3.1 Front Gate issues identified in 2013 SIA

The 2013 SIA identified several contentious issues arising from interactions at the Front Gate. The Front Gate had been colloquially called the 'Welcome Centre', likely because of a welcome sign that, like some of the buildings, had been painted by local Aboriginal artists in desert colours.

About two years before the 2013 SIA was prepared, the welcome sign and buildings had been repainted in neutral colour, which sent the unintended message that the company was less committed to its relationship with the local community. This physical change in the gate's appearance coincided with a perceived shift in the manner the company was handling support to travellers.

In the past, NTO had provided basic amenities, food, fresh water and fuel at the gate. The heavy demands this placed on staff and resources led the company to reduce the extent of services offered. Later, in early 2014 NTO formally introduced operational changes at the Front Gate. These changes limited provision of fuel assistance to two hours a day (between 16:00 and 18:00) and capped the fuel allowance at 30 litres per vehicle. This contributed to the community's perception that NTO had scaled down its commitments to Traditional Owners.

3.2 Front Gate issues identified in 2018 SIA

NTO maintains a Community Interactions Register which captures interactions at the Front Gate. Information is collected on the date, time and type of interaction. In 2018, NTO began recording additional information in a Community Visitors Register which monitors fuel assistance provisions at the gate. In 2018, the Community Visitors Register recorded 90 instances of fuel assistance between 4 February and 23 December, and the Community Interactions Register recorded 110 interactions between 4 January and 21 December.

The study team reviewed both registers for 2014, 2016, 2017 and 2018. The review gave rise to the following key observations:

- Almost all community interactions at the front gate result from people traveling along the Tanami track to and from different locations within one of the three areas of influence (Priority Communities, Tanami area, Regional Centres)
- The NTO site is not a destination for community vehicles but a stopover during travel
- Most vehicles passing through the gate travel between Lajamanu, Yuendumu and Alice Springs. Other recorded travel destinations are Balgo, Mistake Creek, Nyirripi, Kalkarindji, Kintore, Papunya, Kiwirrkurra and Kununurra
- The majority of interactions at the Front Gate are recorded as fuel assistance.

Taken together, these factors suggest that local Warlpiri people do not travel to the Front Gate with the specific intention of raising complaints and grievances with the company.



Plate 2 The Front Gate

The 2018 interview data shows that interactions at the gate can result in a complaint or grievance. Interviewees expected NTO to assist communities at the Front Gate by providing petrol and diesel, water, food, and access to a public phone. Some interviewees also suggested that ice and showers should be available. During one interview, several women expressed a desire to access facilities within the mine site if needed, including the clinic. One person raised concerns about what would happen if their car broke down in an isolated desert location, and children were with them. These comments were framed as safety and emergency assistance issues, on the grounds that the interviewee thought these would resonate more strongly with NTO.

Even though the changes limiting fuel assistance to two hours a day came into force in early 2014, the issue remains current and featured in most interviews with community members. For some people, a negative view of NTO's interactions at the Front Gate has set the whole tone of the whole relationship they have with the company. One person said that NTO had changed the rules without consulting them: 'They used to support

us much more there. But now they make their own rules, with no consultation with us.’ They went on to explain that this had caused people to be upset and that this ‘upset happens often’.

Another person believed that NTO’s services and support at the Front Gate was worse now than in the past:

We don’t like the petrol hours at the Front Gate. They used to give us food, bread and tinned stuff, whatever we needed. But now they stopped that.

NTO has not, in fact, stopped providing support to members of Priority Communities at the Front Gate. It also continues to provide fuel as well as food and water if requested, even if requests for assistance sometimes place high burdens on staff time. Nevertheless, at least some people believe that the company has stopped assistance or that the level of support has progressively declined in recent years.

4. Community engagement in the Priority Communities

This section reports stakeholders’ perceptions about the quality of NTO’s community engagement. Stakeholders’ perceptions about the impact of mining is not the focus of this section; however, perceptions about the mine often influences perceptions about the quality community engagement.

As background, Table 4 summarises stakeholder perceptions identified in the 2013 SIA. The purpose of setting out 2013 perceptions is to show what changes in perception (if any) were detectable between 2013 and 2018. The 2013 SIA did not include a perception survey; material presented here was drawn from interviews with the key community stakeholder groups.

Table 4 Key perceptions about NTO’s community engagement raised in 2013 SIA

Stakeholder group	Key perceptions raised in 2013 SIA
Traditional Owners and Indigenous members of Priority Communities	<ul style="list-style-type: none"> Communities did not receive adequate information about NTO’s activities. Despite recognising that NTO held meetings with Traditional Owners at the mine site and that there had been a concerted effort to focus on senior Traditional Owners, Indigenous community members felt that there was a need for broader, more comprehensive and regular communication. Some Traditional Owners felt that Yapa employment at the mine could be improved by greater engagement with elders, who could encourage younger people to remain employed and stay out of trouble.
CLC and associated programs	<ul style="list-style-type: none"> NTO’s formal position on the WETT Advisory Group and interactions with GMAAAC were valued, particularly when NTO’s Senior Management was involved. The CLC expressed a desire to see NTO’s participation on WETT on a more consistent and high-level basis. Several people believed that greater participation from NTO in both GMAAAC and WETT could have enhanced the company’s brand. In addition, it was suggested that better CLC-NTO collaboration could potentially contribute to better outcomes for community development and Yapa employment.

Stakeholder group	Key perceptions raised in 2013 SIA
Service providers in the community	<ul style="list-style-type: none"> • There was a perception that NTO's community engagement and investment had dropped-off in the two years leading up to the 2013 SIA. Several interviewees acknowledged that the NTO-SR team has experienced resourcing constraints and that they were limited in their engagement practice by fly-in-fly-out work schedules. The 2013 SIA reported a general perception among the service providers that NTOs profile in the community as a neighbour, supporter and cohabitant in the Tanami region was waning. • The relative inflexibility of the NTO calendar meant that key SER staff could sometimes not honour commitments to attend key events in the communities, such as cultural events and 'sorry business', which were often rescheduled due to constantly changing circumstances. • Several community service providers and organisations reported that they no longer had an active relationship with Newmont, and some had not heard the name – possibly because the mine is commonly referred to as The Granites.

Perceptions from four stakeholder groups are presented:

- Traditional Owners and Indigenous members of Priority Communities
- CLC and associated programs
- Service providers and
- NTO Indigenous employees.

The first three categories mirror the stakeholder groupings in the 2013 SIA. The fourth category was not covered in the 2013 SIA, and its inclusion in this SIA represents an extension of the study scope in 2018.

Two general themes arose from the 2018 consultation:

- The majority of those consulted believed NTO should be doing more to engage with its key stakeholders, an observation also made in the 2013 SIA
- For some stakeholders, such as Traditional Owners, it is difficult to assess whether the contemporary perceptions about NTO's engagement are based specifically on the current period or reflect long-standing attitudes.

4.1 Traditional Owners and Indigenous members of Priority Communities

Consultation data surfaced some positive perceptions of NTO's engagement with Traditional Owners and Indigenous communities. For example, a number of women from Yuendumu spoke in terms of the respect NTO staff show to Traditional Owners, such as seeking permission before undertaking activities on their land. This sentiment was also shared by one of the respondents to the business survey who was impressed by the respect NTO shows to Traditional Owners and the way in which the company works hard to inculcate that respect within its broader workforce. The study identified two key aspects of community engagement, which are currently of particular prominence in Traditional Owners' and Indigenous members of Priority Communities' perceptions of their engagement with NTO: issues related to the Front Gate (see section 3) and Warlpiri employment.

A number of Traditional Owners who took part in the study felt there was a need for NTO to have a greater presence in their communities to engage with Warlpiri about jobs and support them to enter the workforce. Some said it was important that NTO recruitment staff visit the Priority Communities and, ideally, have an office there. This would enable NTO to talk about opportunities and help prepare potential employees

through pre-deployment training so that the stresses of starting a new job would not be as intense. For instance, one Traditional Owner stated:

On the job training is good but for people [from here], starting work it is stressful in many ways. If you do the training at the start of work, it becomes even more stressful. So workers should be well-prepared before they start.

The stress of starting a new job in such in a potentially intense work environment was a factor mentioned by several respondents as one of the main reasons for the limited numbers of Warlpiri people who have transitioned to the mainstream workforce at The Granites. Another respondent stated that there are young people in the community on 'the waiting list' for jobs at the mine but that they wait too long without follow up from NTO:

They [NTO] take too long. They take three, four at a time and the other mob just wait, they get sick and tired of waiting. But they are young people, willing to work and some are left out. They get bored of waiting so they go off and do something else.

Another spoke of the need to do more to engage with women about jobs at the mine:

Need communication – ladies can go up to Granites for a visit. Show girls and women that there are jobs in the mine. If don't get a job tell them why.

Some interviewees had specific ideas about what NTO should be doing to enhance their engagement with communities and better facilitate indigenous employment. These ranged from having an NTO staff member or local person in the community to act as an interface who could pass on information about jobs and prepare people, particularly youth, for the workplace. One interviewee highlighted the importance of providing encouragement to youth about working at NTO:

Talk to young people. They should have someone here, based here, they could really contact. It could be Newmont mob, or employ someone local from here, especially to work with employment for Newmont. XX is doing a really good job but she is not always here. If someone from the community here worked closely with her, was in close contact with her ...

The only training here is at the Learning Centre and activity centre ... we have smart kids here. Heaps of them, school leavers. But they haven't got someone to guide them all the time, to give them courage. They do it for a day or two, and then the person will disappear ... Actually having a little office here to encourage people, show them – if you work in the mine you have to wear these safety things, the job you want – you've got to do these things.

Another talked of the need for NTO to come and discuss opportunities at the mine with relevant service providers, particularly with people in the Community Development Program.

Overall, consultation data clearly shows that communities would like to see more frequent communications and direct engagement with key stakeholders about employment opportunities at NTO.

4.2 CLC and associated programs

NTO has regular formal engagement with the CLC and associated programs through a number of channels. These include the Granites-Kurra Liaison Committee, participation in the WETT Advisory Committee and, now, through TYP meetings and other correspondence. NTO also has interactions with GMAAAC but does not have any involvement in funding decisions, despite suggestions by other stakeholders that this is needed given the capacity constraints within the corporation.

Overall, the CLC appears satisfied with the level of engagement with NTO. One senior CLC representative mentioned they are in 'fairly regular contact' with the SER team. It was also recognised that NTO provides significant support to the Liaison Committee members to attend meetings, including provision of flights and accommodation when the meeting is held at the Granites. NTO was praised for funding a community development officer within the CLC's Community Development Unit (CDU) (see Chapter 13, Community investment).

The data demonstrates that NTO is effective in keeping the CLC and Traditional Owners informed of its activities at site. For instance, during a visit to the Granites for the August 2018 Liaison Committee meeting, the CLC and Traditional Owners were taken on a guided tour of the mill expansion area and rehabilitation areas on the mining leases, and provided with a simple, but comprehensive explanation of activities. At least based on a limited number of observations, the overall impression of the CSR research team is that there is a high level of respect shown to the CLC and Traditional Owners, which in turn is actively acknowledged.

As with other stakeholder groups, a number of people mentioned the need for NTO to have a greater presence in the communities and that 'they are not looking beyond their front gate enough'. Another person mentioned that there should be greater engagement with the Learning Centres (see Chapter 10, Education) so that people know what opportunities are available at the mine.

4.3 Service providers

Those involved in providing services in the community had a diverse range of views about NTO's community engagement. This was the case even for different staff within the same organisation. One senior representative of an organisation spoke highly of NTO, including its openness to engage and genuine desire to build long-lasting partnerships to create a positive legacy:

NTO is very open and willing to work with community to try and make things better. People I have dealt with are realistic - interested in trying to build tangible, long lasting partnerships, or legacy. In comparison to the CLC who you can never get hold of you can get hold of them and talk to them. There is a genuine willingness. My experience with NTO has been positive - I deal with a lot of organisations and NTO are up there with the best - they are run by people who are professional and get things done.

Other comments highlighted the positive impact that NTO's community investment program could have on their youth activities, but suggested a need for better communication (see Chapter 13 Community investment).

As with some Traditional Owners, a few community stakeholders from the service sector talked about NTO's lack of presence in the community, with one saying:

They should come and talk to the kids but I've only seen them once this year.

Communication was also mentioned in the context of activities undertaken by NTO's contractors. In particular, several interviewees were critical of what they saw as poor communication by the contractors working on the pipeline with regard to their work activities (such as where and when construction activity will be occurring). One interviewee stated that, in one case, a country visit for youth from a school had been disrupted because access across the pipeline was blocked by construction work.

4.4 NTO Indigenous employees

Feedback from Indigenous employees centred on jobs and what some perceived to be the poor communication regarding employment and career pathways. As one person explained:

People need to see there is a pathway, they need to know the criteria for them to get proper permanent jobs.

Some interviewees felt that Indigenous employees, not only Warlpiri, get lost in the system. One interviewee told the CSR team that:

No one owns the transition from traineeship to Newmont.

Another person suggested NTO could do more to engage with Indigenous employees on site. For example, the company could organise regular barbeques allowing Indigenous employees to socialise with each other. Several indigenous employees told the CSR team that such events could provide people with a social network and support structure that would help them better cope with a new and at times intimidating work environment.

5. Chapter summary

The framework guiding NTO's approach to community engagement is made up of several different elements. These were not covered in the 2013 SIA, but have been described here and include: internal governance and engagement tools, such as corporate policies and standards; the Granites-Kurra Traditional Owner Liaison Committee established under Article 21 of the CMA, and the TYP. Understanding this framework and its different elements provides valuable insights into NTO's approach to community engagement.

One of the key elements of site-level community engagement governance is the *Stakeholder Relationship Management Plan*. In order to meet its obligations to Newmont, NTO must maintain all site-level plans up to date, and ensure their full compliance with appropriate policies and standards. The *Stakeholder Relationship Management Plan* was developed in January 2016 and aligned with the 2016 *Stakeholder Relationship Management Standard*. The standard, but not the plan, has since been revised. This has caused compliance gaps that need to be addressed. To comply with the *Indigenous Peoples Standard* (January 2018) NTO must also develop a site-level engagement plan specific to Indigenous peoples.

In some instances, NTO has an opportunity to go beyond compliance to facilitate community engagement further. For example, the Liaison Committee, established in fulfilment of Article 21 of the CMA, serves as a valuable platform for engagement between NTO, CLC and the Traditional Owners from the Priority Communities. However, it does not provide for engagement with other community stakeholders. NTO has an opportunity to create, alongside Liaison Committee, a platform aimed at engaging with Indigenous communities more broadly, including communities in the Tanami area of influence.

Another important framework guiding NTO's approach to community engagement is the TYP. The TYP was developed in collaboration with the CLC and Traditional Owners and stems from an acknowledgement of NTO's unique position to facilitate opportunities and bring benefits to Traditional Owners, affected communities and the Tanami region more broadly. Review of TYP action plans has shown that NTO has an opportunity to develop a monitoring and evaluation structure, complete with success measures, allowing it to capture and measure the impacts of the TYP. In addition, the SIA process identified two immediate needs for the TYP – development of a clear governance structure, and development of an effective communication and engagement strategy.

Capturing, analysing and acting on information on stakeholder engagements produces valuable insights, which can be used to improve and enhance community engagement strategies, and in turn strengthen the

relationship between NTO and its external stakeholders. For example, NTO has a set procedure for dealing with external complaints, grievances and concerns. The procedure offers an opportunity to capture valuable data, which, if regularly reviewed, can allow NTO to identify trends and patterns in grievances, and develop measures to prevent recurrence.

This need to capture and use information effectively applies to community engagement and outreach activities more broadly. The more NTO knows about types, frequency, purpose and outcomes of its engagements with community stakeholders, the better placed it will be to make strategic decisions guiding community engagement. Capturing communities' feedback can offer insight into perceptions of engagements and help NTO understand and respond to issues influencing the relationship between NTO and Priority Communities.

The SIA consultation identified issues at the Front Gate as a particularly prominent in communities' perceptions of their relationship with the NTO. Study data shows that issues at the Front Gate continue to be challenging. For some people, the Front Gate sets the tone of the whole relationship they have with the company.

Employment was also a prominent issue that has implications for community engagement. Communities would like to see more frequent communication and direct engagement with NTO about employment opportunities at the mine. The need for better communication was a recurring theme among other key stakeholder groups – CLC and associated programs, service providers in the Priority Communities and NTO's indigenous employees. Of all the groups, CLC and associated programs had the most positive perception of engagement with NTO. CLC representatives acknowledged the role NTO plays in the TYP, the Liaison Committee and on WETT Advisory Committee, and praised it for funding for a community development officer within the CLC's Community Development Unit.

Overall, the perception data points to an opportunity for NTO to enhance its community engagement by increasing its presence in communities and engaging in a strategic way with its local stakeholders.

Chapter 13 Community investment

1. Introduction

This chapter summarises Newmont Tanami Operations' (NTO) local community investment (LCI), and the mechanisms used to determine development priorities. The chapter describes the evolution of Newmont's approach by outlining two elements that relate to NTO's approach to community investment:

- Newmont's Community Investment and Development Standard
- NTO's Local Community Investment program.

As discussed in Chapter 7 (Regional economic activity), NTO contributes to the Tanami area of influence and the Priority Communities, particularly through royalty payments. Through participation in committee's such as the WETT advisory committee, and participation in the Tanami Desert Ten Year Plan (TYP), NTO is engaged in understanding the local development agenda. Against this setting, NTO's LCI allows the company to augment development priorities through direct contribution to initiatives and community organisations.

This chapter offers insights into how NTO has prioritised and responded to local needs through LCI since the 2013 SIA. It describes the community investment framework and outlines expenditure, including a comparison of spend since 2013 with the pre-2013 investment program (as reported in the 2013 SIA). Indicative outcomes are provided through two case studies. The chapter concludes by framing opportunities for NTO's investment program going forward, particularly in light of NTO participation in the multi-stakeholder platforms such as the WETT Advisory Committee and as party to the TYP.

2. Community investment framework

2.1 Newmont's Community Investment and Development Standard

Newmont's *Community Investment and Development Standard* (January 2018) sets minimum requirements for development activities to ensure activities 'equitably improve quality of life'.

The Standard requires sites to 'review and identify community investment requirements that have been established via investment agreements, community foundations and/or other Site commitments and obligations with stakeholders' (clause 1.1).

The Standard emphasises aligning local community investment (LCI) with 'existing baseline studies, impact assessments and existing governmental community development plans and engagement registers.' Where these types of plans are absent, the Site is to collaborate with key stakeholders to help develop such plans. In doing so, the Standard favours partnerships over unilateral action.

Sites are to develop a Community Investment Strategy (CIS) with relevant stakeholders that addresses development priorities and provides human and financial resources to execute the strategy. Additionally, Sites must manage and track community investment and development expenditures (including in-kind donations).

Provision is made in Standard for review of community 'no less than every five years' in consultation with key internal and external stakeholders. The timing of this SIA provides an appropriate opportunity for input into such a review.

2.2 Local Community Investment Program

Whereas the 2018 Standard envisages a CIS, the 2013 SIA described NTO's Community Assistance Program (CAP) that prioritised projects in the Priority Communities intended to have long-term sustainable benefits. These included such things as infrastructure development and improvements, relationship building, and building capacity within the communities.¹ It was aligned with what were then Newmont Asia Pacific's three major principles of sustainable development, conservation and preservation of natural resources and environment; the equitable sharing of the benefits of economic activity; and the enhancement of the wellbeing of the community.

Since the 2013 SIA, the CAP was replaced by the LCI program, which was built around requests for funding by communities based on 'Preferred Activities'. The Preferred Activities are explicitly identified under several thematic areas as summarised in Table 1.

In line with this aim, the LCI program is executed in partnership with local and community-based organisations. The allocation of LCI funds is decided through a formal application process managed by NTO. All submitted applications are assessed using the NTO LCI Assessment Checklist and considered by an LCI Committee comprising the General Manager, Site Business Manager, Sustainability and External Relations (S&ER) Manager and SR Superintendent. While the current preferred activities mirror the thematic areas attracting NTO community development funds in 2013, the strategic framing is altered through the introduction of Newmont's 2018 Standard. As such, NTO is currently reviewing its LCI.

Table 1 Preferred activities for Local Community Investment

Preferred Activity	Description
Health and wellbeing	<ul style="list-style-type: none"> The overall health and wellbeing of the community Local sporting activities, recognizing their contribution to health and wellbeing
Employment & business development	<ul style="list-style-type: none"> Employment opportunities Local Aboriginal-owned businesses
Education	<ul style="list-style-type: none"> Education opportunities for any age group Youth programs Support for trips and excursions, recognising their educational value for young people
Culture, arts & heritage	<ul style="list-style-type: none"> Art and culture participation opportunities, such as maintenance of traditional culture and traditional art practices Taking Warlpiri culture to wider audiences Preservation of local heritage
Environment	<ul style="list-style-type: none"> Contributing to sustainable development and conservation of native flora and fauna
Research	<ul style="list-style-type: none"> Small-scale local research into local culture, environment and other areas where they involve local participation

2.3 Summary of LCI spending

As described in the 2013 SIA, during the period of 2010–13, NTO's community investment budget represented a financial contribution of around \$800,000 over the four years, although the actual spend over this period was approximately \$600,500.

¹ Project in Regional centres such as Alice Springs and other areas would be considered if they deliver benefits in the Warlpiri areas.

In an equivalent four year period preceding the current SIA, between 2014 and 2017, NTO spent \$1.23 million on community investment, with additional in-kind donations of \$51,000. This represents an increase of approximately \$430,000 from NTO's community investment budget in the period 2010-2013, an almost \$630,000 increase in spend, when compared to figures reported in the 2013 SIA. A summary of spending between 2014 and 2017 is shown in Table 2.

Support of the bi-annual Milpirri Festival represents a significant and highly valued investment in the community. Between 2015 and 2017, NTO invested \$360,000 (representing \$120,000 per year). Consultations for this SIA emphasised the importance of the NTO's support, with organisers indicating that that 'there wouldn't be Milpirri without the funding from Newmont'.

Table 2 NTO community investment spend, 2014-2017

Year	Amount	In-kind*	Project/ Program/ Event
2014	\$207,000	\$5,000	<ul style="list-style-type: none"> • Books in homes – Willowra (Education) • Digital story book (Education) • WYDAC (Education / training) • The Smith Family (Education) • South Australian Museum (Culture, arts & heritage)
2015	\$282,000	\$10,000	<ul style="list-style-type: none"> • Milpirri Festival (Culture, arts & heritage) • Lajamanu School Workshop (Education / training) • Lajamanu School Readers (Education) • CLC Community Development Officer (Cross-cutting)
2016	\$411,000	\$18,000	<ul style="list-style-type: none"> • CLC Community Development Officer (Cross-cutting) • WYDAC (Education / training) • Milpirri Festival (Culture, arts & heritage) • Lajamanu School Workshop (Education / training) • Lajamanu School Readers (Education) • Charles Darwin University (CDU) scholarship (Education)
2017	\$330,000	\$18,000	<ul style="list-style-type: none"> • Community Development Officer (Y3) (Cross-cutting) • WYDAC - Young Women's Program & Violent Behaviour & Aggressive Risk Assessment Program (Health and wellbeing) • Milpirri Festival (Culture, arts & heritage) • CDU scholarship (Education)
Total:	\$1,230,000	\$51,000	

*Community and visitor support
Source: Newmont Australia (2018)

2.4 Comparison with investment recorded in 2013 SIA

Because of changes in the framing and wording of preferred activities over time, and due to a limited breakdown of the 2014–17 data, it is difficult to directly compare the proportion of the spend against particular areas in the two reporting periods. The 2013 SIA recorded that, in the period 2011–2013, the category attracting the highest percentage of support was 'community wellbeing' which received 64% of all funding awarded under CAP in that time. Seven out of twelve projects funded in that period were included in that category and remaining five were classified as 'Equitable sharing and economic activity'.

The largest number of projects supported have been those related to ‘education’, followed by ‘culture, arts and heritage’. There was also only one project focused on ‘health and wellbeing’. No projects as supporting Indigenous business development were identified.

Aggregate LCI spend data for the period of 2014–17 allows us to identify patterns in the number of projects supported, but not the proportion of spend per preferred activity category. NTO maintains records known as Community/External Relations Economic Information datasets. Itemised community investment expenditure for 2014–17 is available for many – but not all – items in these datasets. Investment categories identified in the dataset are also inconsistent with the preferred activity categories for LCI, adding further difficulty in assessing the LCI spend.

The shortfall with respect to monitoring LCI is recognised by NTO, which has over the course of the last two and half years has introduced a ‘Cinellate Stakeholder Module’. Cinellate has become the ‘approved business tool’ for the recording of details of stakeholders, stakeholder communication, commitments, investments, complaints and topics. NTO needs to ensure effective utilisation of this tool in order to systematically track its stakeholder engagement and investment.



Plate 1 Entrance to the Lajamanu School Training Workshop (Photo: CSR)

2.5 Community perceptions of LCI

During fieldwork, the CSRSM study team elicited responses from interview participants over their perceptions of NTO's LCI and are summarised below.

2.5.1 Awareness of LCI

Responses indicated that the existence of NTO's LCI funding was not widely recognised. Community members acknowledged funding through GMAAAC and WETT more readily than LCI. Awareness of LCI was also patchy among service providers. One person, who had been working one of the Priority Communities for several years and only heard about the LCI only shortly prior to the consultations for this SIA said that:

[It would be] great to tap into NTO's social fund. But we struggle to find the time to do anything – and a lot of us didn't even know that money existed ... Funding opportunities from NTO are not communicated.

2.5.2 Application process

The application process was also raised. Several interviewees noted that in general Aboriginal people wishing to apply for funds rely on assistance from service providers and non-Aboriginal persons to complete application forms. This observation echoes the 2013 SIA, which reported that, despite NTO LCI's application form being relatively simple, English proficiency is necessary.

Under the current LCI procedure applications are to be forwarded to the Senior Social Responsibility Advisor who makes an initial assessment and forwards recommendations to an LCI Committee. The LCI Committee meets, to assess applications as soon as possible subject to the availability of the committee members. If this is envisaged to take longer than two weeks, then notification is provided to the applicant. Several interviewees reported having to wait a long time between submitting an LCI application and receiving funding. One community service organisation explained that they waited almost two years (though emphasised that they were highly appreciative of the funding).

2.5.3 Responses available to NTO

The issues outlined above highlight the need to review which mode for dispersing LCI funds given the cultural and socio-economic context of NTO (as described in this SIA). On the one hand an applicant-based process, referred to an internal committee may appear to be ideally transparent and democratic. On the other a more centrally defined program of spending based on company and community priorities established by multi-stakeholder platforms better reflects local governance arrangements. This latter option aligns with the approach that NTO, CLC, and TOs have embarked upon in established the TYP and progressing agreed Action Plans based on annual planning workshops and associated detailed action planning through the TYP Steering Committee.

Either way the process must comply with Newmont's membership of the World Economic Forum's Partnering Against Corruption Initiative (PACI), which aims to avoid corruption and conflict of interest in employee decision-making. Establishing priorities through the annual workshops and TYP Steering Committee process will equally ensure adherence to the principles adopted through the PACI. Such a process need not necessarily prohibit individual or external organisations seeking funds from NTO. It merely requires any future applicants will have their proposals vetted in collaboration with the TYP partners, rather than NTO alone.

2.6 Overview of two substantial investments

In lieu of systematic monitoring and evaluation data, two case studies are presented to illustrate the value LCI can achieve. The two cases were developed since the 2013 SIA. In both cases, funding was awarded for an initial period of three years, making these programmes more substantial in terms of length of funding than those previously funded under either the CAP or the LCI program.

1. Funding for an additional Community Development Officer at the Central Land Council (CLC)
2. The 'Newmont Tanami Scholarships'.

2.6.1 CLC Community Development Officer

The CLC plays an important role in facilitating community members' participation in decision making regarding community development programs.

In November 2014, CLC and NTO entered into a Community Development (CD) funding agreement (2016–2019). The agreement was centred on the potential for the CLC and NTO 'to strengthen their relationship through a strategic partnership that could further the common goal of improving the social impacts and benefits resulting from mining operations in the Tanami' (CLC, 2017). The CLC reports annually on the funding agreement, which provides background information on the CD Program and describes how the funds were applied against the objectives of the agreement. Under the agreement, NTO funds an additional CD Officer with the aim to 'increase Community Engagement and strengthen outcomes for the Tanami' (CLC, 2017). Funding was initially agreed for three years expired at the end of 2018. In that time, NTO funding amounted to more than \$300,000. In their 2016–17 annual report (the second year of the agreement), the CLC concluded:

Newmont funding for an additional CD Officer in the Tanami since 2016, has enhanced the CD team's capacity to implement the [Community Development] framework. The extra staff resources allowed for more extensive pre-meeting community consultations. With the help of the Newmont funded CD Officer, the CDU held frequent meetings in those communities that are associated with the Granites Mine Affected Areas [sic] Aboriginal Corporation (GMAAAC), the Warlpiri Education and Training Trust (WETT) and Community Lease Money income stream in the Tanami region.

In support for renewed funding, CLC described how

the current position has provided a strong platform for strengthening the relationship between our organisations with more regular meetings and reporting back to Newmont on progress against the agreed objectives for the project ... achieving the common goal of supporting positive social impacts and benefits for Warlpiri communities, from Newmont's Tanami Operations and the CLC's CD processes.²

While not a systematic set of monitoring data, these conclusions point to positive outcomes.

2.6.2 Newmont Tanami Scholarships

NTO funds s scholarships at Charles Darwin University (CDU), with the program offering three scholarships across two categories:

- Newmont Tanami Scholarship (two available per year, to female students)
- Newmont Tanami Indigenous Scholarship (one available per year, to an Indigenous student).

The scholarships offer financial support of \$8,000 per year for full-time students (\$4,000 for part-time students) and were found to be one of the most generous scholarships offered by CDU. They also offer a 12-

² Letter from CLC to NTO dated 10 May 2018.

week paid work placement at NTO. To be eligible, applicants must be enrolled in selected undergraduate courses and a resident of the Northern Territory. Candidates can reapply for additional support the following year (although no repeat funding has been awarded to date).

Initially in 2016, two out of the three scholarships were aimed at Indigenous students, and one at a female student. CDU received relatively few applications from Indigenous students and the scholarships were not being awarded. The scholarships were re-configured in 2017 with the aim to improve the potential for uptake.

Data collected during fieldwork for this SIA suggest that NTO's scholarships were not well known by key CDU staff until recently. According to one respondent, 'the scholarship scheme seems like it has been set up and left behind'.

Another issue concerned the question of why the scholarships are awarded for one year only. The scholarship program's impact is limited by the low number of people who benefit opportunity at any given time. There was a view that coordinating other opportunities could improve the scholarships' impact. For instance, a link could be made between the scholarships and Newmont's Graduate Program. It was further suggested that ABSTUDY can support students with the costs of accommodation, potentially using CDU's existing support structures for Indigenous students (including designated accommodation). Consultation data surfaced potential scope for introducing a scholarship available specifically to a student from the four Priority Communities, increasing NTO's impact on education and employment in those communities. One respondent explained:

If the students study full-time, they learn discipline, timekeeping, working within an institution, living on campus – all potentially valuable skills in their future employment with the industry.

NTO collects scholarship recipient information including recipients' names, type of scholarship, date of award, and details of payments. The dataset also records whether the recipients have completed their studies, or how far from completion they are. So far, one recipient completed a Bachelor of Environmental Science degree (awarded in 2017) and one transferred to James Cook University. The remaining seven students who have been awarded a Newmont Tanami Scholarship are at various stages of completing their degrees. None of the eight students come from the Priority Communities.

3. Chapter summary

A comparison of NTO community investment between two periods (2010–13 and 2014–17) highlights key changes in NTO's community investment approaches. The amount of investment in the later period is more than double the amount of the earlier period, from \$600,500 to \$1.23 million.

The strategic framing of investment priorities has also changed. Earlier investment activities (2010–13) were framed as part of Newmont's Asia-Pacific principles of sustainable development. In the later period (2014–17), investment is aligned with context-specific initiatives, such as work packages through WETT, GMAAAC and TYP. In 2013, NTO's primary vehicle for resourcing community-based projects was through its CAP. This program has since been replaced by the LCI, in which partnering with local community-based organisations is a key feature.

Since 2013, NTO developed two significant projects through the LCI: (i) the resourcing of a CLC Community Development Officer and (ii) the establishment of Newmont scholarships at CDU. These initiatives reflect a shift towards supporting longer-term development programmes in and near the Priority Communities. Similar changes can be seen in GMAAAC which has recently introduced three-year funding encouraging more ambitious projects than has been supported in the past.

In light of NTO's review of its LCI, there is an opportunity to align its investment approach with priorities and action planning established through its party to the TYP. The TYP outcomes under 'Yapa Voice', 'Yapa

Education', and 'Yapa Employment' provide a strategic framework that aligns well with Newmont's Community Investment and Development Standard.

There are important advantages to aligning NTO's LCI explicitly with the TYP:

- **Monitoring and evaluation:** the TYP is explicitly building a long-term monitoring and evaluation program to track the performance, impacts and outcomes.
- **Public awareness:** the TYP aims to communicate its priorities and actions with the Priority Communities
- **Stakeholder collaboration:** the TYP is essentially a collaborative exercise with key stakeholders, being the CLC and TOs that aims to achieve significant outcomes in thematic areas that are consistent with Newmont community investment objectives
- **Partnerships:** investment based on TYP priorities and action planning is fundamentally based on partnerships with community-based agencies.

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Chapter 14 Recommendations

1. Introduction

This chapter provides recommendations based on an assessment of NTO's impacts and opportunities as outlined in this SIA. The recommendations are anchored in the global, corporate, and contractual commitments that drive NTO social performance. Specifically, these are:

- Obligations to Traditional Owners contained in Consolidated Mining Agreement (CMA)
- Newmont's Social Responsibility commitments and its Sustainability and Stakeholder Engagement Policy and related corporate standards
- International Sustainable Development Goals (SDGs), in particular Newmont's priority SDGs.

The recommendations are presented as a package of potential measures for NTO to consider. Implemented in a coordinated manner, their combined social impact would be greater than the sum of each individual recommendation implemented alone. The package contains measures that NTO has already initiated or have in progress. Inclusion here assists with strategic planning and a positive acknowledgement of those measures. Recognising that the simultaneous roll-out of all recommendations is unfeasible, the next step is to review what recommendations can and should be achieved, in what order, and with what resources available to NTO and partners. The prioritisation of recommendations and the process for determining feasibility is a question for NTO and its key implementing partners.

1.1 Recommendation categories

The recommendations are listed in eight categories, each defined by a strategic objective (Table 1, next page). The strategic objectives are designed to interact with each other in a strategic way. For example, improving cultural awareness across NTO workforce (Category 2) is intended to aid the Indigenous employment objective (Category 3), by engendering workers to be supportive of Indigenous employees, which in turn contributes to increased Indigenous retention and career progression. Gender (Category 7) and monitoring social performance (Category 8) are cross-cutting recommendations applied across the package.

While the recommendations are drawn from the analysis in each of the chapters in the SIA, the chapter structure has not been used to frame the recommendations. This recognises that initiatives can and do span multiple social domains – for example, reductions in youth crime (Chapter 11, Safety and crime) could affect rates of education (Chapter 10, Education) and vice versa; education in turn can affect local employment (Chapter 8, Local economic activity).

1.2 Partnerships

Collaboration and partnerships are emphasised across the suite of Newmont's social performance governance, including its international voluntary commitments, (e.g. SDG 17, Partnership for the Goals, ICMM's principle 10 of its '10 Principles'), its own corporate sustainability standards, and local level arrangement including the CMA and the Tanami Desert Ten Year Plan (TYP). The recommendations similarly promote partnerships and intend to aid NTO in directing resources and effort toward key strategic partnerships. Establishing and managing effective partnerships requires relationships with partners and clear, consistent, and respectful interactions.

The series of actions needed to develop the partnerships will ultimately drive NTO's schedule of interactions and community visitations. Consequently, no recommendations about how to build partnerships are offered in this chapter. Multiple actors do need to provide input for partnerships to work. The effort directed at relationship-building and developing partnerships should be recognised as important inputs to the recommendations.

Table 1 Recommendation categories and corresponding objectives

#	Category	Strategic objective
1	Stakeholder engagement	NTO's vision, strategies, and planning align across the whole of business and are fully endorsed and pursued by senior management
2	Indigenous cultural awareness and support	NTO and contractor workforce equipped with sufficient knowledge and understanding of Warlpiri cultural beliefs and practices to constructively interact and work effectively with Indigenous employees
3	Indigenous employment and training	Optimised Indigenous employment with an emphasis on recruiting from the Tanami area of interest, particularly the Priority Communities
4	Indigenous suppliers and business development	A cohort of Indigenous suppliers providing goods and services to the mine
5	Indigenous education support	Improved educational outcomes that enhance Indigenous children's potential for employment or engaging wider economy
6	Community and social investment	Targeted social investment in the Priority Communities that empowers Indigenous people and communities to gain control over their lives to improve health and well-being
7	Gender	Women participate and benefit from NTO's social and community initiatives
8	Monitoring social performance	Ongoing and systematic collection of pertinent and pragmatic data that enables understanding of progress of initiatives and continuous improvement

1.3 Structure of recommendations

The recommendations are framed around four components:

- Each **category** states a **strategic objective**. The objective outlines what the recommendations in that category are intended to achieve
- **Recommendations** are listed under each category, each with a numbered heading. The recommendation is contained in the left-hand column. The numbering is for reference only – the numbers do not imply priority
- Each recommendation is complemented with **suggested actions** contained in the middle column. These are intended to demonstrate the operability of the recommendations (as opposed to mere aspirational recommendations). They are not prescriptive. The actions are aimed at NTO-driven actions rather than partners' actions
- The right-most column provides an intended **outcome** for each recommendation. The intended outcomes assist NTO and partners configure indicators of success as part of a monitoring framework.

The recommendations are not an ordered list of priorities; nor do they constitute an action plan. They are offered as a bridge between findings of this SIA and further strategic action planning that NTO will conduct with the CLC, Traditional Owners, and other partners. It is envisaged that, within NTO, the Sustainability and External Relations (S&ER) unit will lead most of the recommendations.

2. Recommendations

2.1 Stakeholder engagement strategy

Strategic objective: NTO's vision, strategies, and planning align across the whole of business and are fully endorsed and pursued by senior management.

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
1	Stakeholder management plan	Renew NTO's Stakeholder Management Plan, outlining actions for implementation aligned to an Indigenous participation strategy, which is recommended as a separate strategic instrument	<ul style="list-style-type: none"> Reconfigure NTO stakeholder mapping based on the SIA's findings, specifically the three areas of influence identified (Priority Communities, Tanami area of influence, and Northern Territory regional centres). Design a schedule of actions that effectively implements the management plan and identify responsible business units and allocates resources. Report progress at regular intervals (at least every 6 months) to NTO's internal Indigenous Employment Pathways (IEP) steering committee. Link implementation to action planning under the multi-stakeholder Tanami Desert Ten Year Plan. Align NTO's Local Community Investment with the Stakeholder Management Plan and SIA recommendations. 	Whole of site aligned and coordinated to meet obligations under the CMA and Newmont's Stakeholder Relationship Management Standard and Local Procurement and Employment Standard
2	Indigenous participation strategy	NTO adopt a business-wide Indigenous participation strategy that articulates the site's vision for leaving a positive legacy across the Tanami area of influence	<ul style="list-style-type: none"> Incorporate recommendations of this SIA in the strategy. Articulate key areas of effort and strategic linkages through (the internal) Indigenous Employment Action that align with (the external) TYP. S&ER leads development of strategy, overseen by NTO Indigenous Employment Pathways steering committee, and jointly endorsed by the site General Manager & Newmont Australia's head of S&ER. Communicate objectives and strategies internally across business units. Share NTO's Indigenous participation strategy with external stakeholders. 	NTO fully complies with the intent and obligations contained in the CMA, Newmont's sustainability targets, and Newmont's Indigenous Peoples Standard

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
3	Grievance mechanism	Formalise processes to support the effective application of the Cintellate Stakeholder Module Complaints & Grievance and formalise procedures that are readily accessible by stakeholders	<ul style="list-style-type: none"> • Maintain the Cintellate complaint and grievance module to track and manage grievances and complaints. • Regularly review regularly grievance data to identify trends and patterns in complaints, grievances and concerns that inform planning and adjustment of procedures. 	NTO systematically tracks how each grievance is addressed, and maintains database to identify recurring grievances
4	Front gate	Maintain current emergency fuel provision & collaborate with key stakeholders to design & instigate a project to evaluate options for the establishment of an independent service centre for the Tanami Highway	<ul style="list-style-type: none"> • Maintain provision of current services at the Front Gate ensuring protocols for community engagement are consistently applied by NTO personnel. Ensure capture and maintenance of data on visitations. • Develop a scope of work in collaboration with the CLC and the Northern Territory Government for a project that comprehensively examines options for establishing a service centre along the Tanami Highway. The service centre would meet needs of the Tanami communities and other travellers (incl. fuel, food and camping facilities), accounting for future demand, and social and cultural returns on investment. • Seek Traditional Owner, CLC, and Northern Territory Government cooperation and support to pursue implementation of the service centre project through a tender for a regionally-based supplier with commercial experience and access to social cultural expertise. • Jointly consider recommendations and options, particularly options for a staged development, commencing with a self-service fuel bowser at a recommended location. 	Emergency fuel is available to Warlpiri over the immediate and medium term through NTO supply

2.2 Indigenous cultural awareness and support

Strategic objective: NTO and contractor workforce equipped with sufficient knowledge and understanding of Warlpiri cultural beliefs and practices to constructively interact and work effectively with Indigenous employees.

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
5	Cross-cultural awareness	Conclude contracting of new Cross-cultural Awareness Training program and implementation of training that involves Traditional Owners and Warlpiri people in delivery	<ul style="list-style-type: none"> Maintain regular Cross-Cultural Awareness Training for all employees and contractors. Training is to promote positive attitudes towards cultural differences. It would convey NTO business priorities for Indigenous participation, and an understanding of the importance of the CMA to NTO. Further develop an advanced course for managers and supervisors to enhance cultural competencies, including skills for effective communication and interaction with Indigenous people. Continue annual cultural immersion of the senior leadership at The Granites outstation. 	NTO is a culturally safe and supportive workplace that demonstrably values its Indigenous workers and the Indigenous setting in which it is located
6	Indigenous-focused events	Formalise a program of on-site cultural events and visits promoting appreciation and exposure to multiple facets of Indigenous culture	<ul style="list-style-type: none"> Continue the beautification and cultural enrichment of the mine site through the painting of murals in the accommodation village and front gate by Warlpiri artists. Host an end-of shift forum on 'Milpirri reflections', including showing of latest Milpirri festival film. In collaboration with PAW media, develop a schedule of performances by visiting Indigenous musicians, bands, and other performers for the benefit of site personnel. Recognise the significance of NAIDOC week to Indigenous employees through early planning of events to be organised collaboratively between Indigenous and non-Indigenous NTO personnel. 	Local and regional Indigenous culture is explicitly celebrated for the benefit of NTO workers and supporting Indigenous peoples' TYP Yapa Voice objectives and Newmont Australia's Reconciliation Action Plan alike

2.3 Indigenous employment and training

Strategic objective: Increased Indigenous employment, training and retention, with an emphasis on recruiting from the Tanami area of interest and Priority Communities.

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
7	Indigenous employment target	Set a target number of Indigenous employees from the Tanami area of influence communities, including the Priority Communities based on labour force analysis	<ul style="list-style-type: none"> Adjust the register of employee so that it provides for employees to identify as Australian Indigenous, and further identify as originating from the Tanami area of interest communities. 	NTO's commitment to Indigenous employment is firmly and quantifiably focused on outcomes
8	Indigenous employment data	Enhance NTO's employee database to enable tracking of NTO and major contractor's Indigenous employees from (i) Tanami area of influence, (ii) regional centres, and (iii) other places	<ul style="list-style-type: none"> Establish a process allows employees to identify as Indigenous, with additional criteria to identify employees from the Tanami area of interest communities. Ask Indigenous employees to nominate their home community at time of hire (e.g. use a recruitment survey listing Priority Communities and communities in the Tanami area of interest) – this information is different from language group and place of residence after hiring. 	NTO can efficiently and accurately track progress against targets for Indigenous employment

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
9	Pre-employment training	Re-establish a structured program of pre-employment 'work ready' training in Priority Communities	<ul style="list-style-type: none"> In consultation with key service providers and employment and training agencies (such as WYDAC, CDP providers, Learning Centres), establish a community-based mine training and employment advisory group at Yuendumu and Lajamanu. Utilise annual or bi-annual meetings of the advisory group to share plans, coordinate collaborations, and obtain community-level advice and support for NTO employment and training initiatives. NTO to publish minimum competencies and necessary/ preferred certificates and licences required for positions across all departments at the mine, including positions under major contractors, such as Facilities Management. Seek a certified trainer based in central Australia to develop a training program applicable to Warlpiri. Content would include: healthy lifestyles, financial literacy, goal setting, lateral violence, and conflict resolution. Coordinate with Learning Centres in the Priority Communities for delivery of pre-vocational training. 	Local Indigenous people are equipped with the skills and confidence to work successfully work at the mine
10	Indigenous recruitment processes	Map all pathways to Indigenous recruitment, and ensure recruitment processes are aligned to encourage interest and maximise uptake of job opportunities by Indigenous people	<ul style="list-style-type: none"> Map various Indigenous employee recruitment pathways, including entry level (Yapa Crew), semi-skilled (ITFP), skilled direct, trade skilled (apprentice program), professional (graduate program, internships) identifying associated procedures and business unit responsibilities. When inviting job applications and expressions of interest from Indigenous people (especially those from the Tanami area of influence and NT regional centres), express position descriptions using 'enabling and qualifying' language; avoid 'disabling and disqualifying' criteria. Implement internally reviewed Indigenous Recruitment and Training procedure. Clearly define and assign responsibilities to specific NTO units (e.g. S&ER, human resources) to develop Indigenous recruitment procedures. NTO's internal IEP steering committee to ratify and endorse procedures for Indigenous recruitment. Procedures would include: nominating formal processes and contact points for engagement with the CLC Mining Employment Unit; and provision of job descriptions, pay and conditions. HR to prepare 6-monthly report to the IEP steering committee on personnel on-boarding. Adopt a procedure that gives Indigenous candidates an opportunity to address any issue of fitness in response to medical testing. 	Measurable increased in up-take of opportunities by Indigenous people from Tanami area of influence and Priority Communities

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
			<ul style="list-style-type: none"> Augment procedures for determining suitability of candidates adversely affected by police checks with a process that seek candidate-nominated, third-party character references to support candidates, including Kurdiji Justice Committees where appropriate. Provide feedback to every unsuccessful Indigenous job applicant so they can understand the reasons for not being selected and what areas to address to be more competitive in future applications. 	
11	Indigenous mentoring and career development	Formalise an Indigenous specific 'A-Z' career pathways program (recruitment, mentoring, continuing employee support)	<ul style="list-style-type: none"> Establish a formal process of 'on-boarding' and induction for Indigenous employees built on a 'buddy' system that welcomes new employees on their first days on site and gives them confidence in a new environment. Introduce a HR managed initiative to develop career development pathways for local Indigenous employees, including the Yapa Crew. Develop an individual training plan including a schedule for obtaining safety and machinery tickets, certificates and licences that are required for personnel to undertake more advance tasks and use machinery and equipment Provide Language, Literacy, and Numeracy (LLAN) teaching on-site for Indigenous employees who use English as a second language. Ensure site-based sponsors receive mentor training and have access to specialised support in performing their roles. Maintain a rigorous HR system to conduct formal exit interviews with Indigenous employees. For Indigenous employees it is strongly recommended that exit interviews be conducted by an Indigenous person including options for involving the CLC Mining Employment Unit. Review exit interview data and report to IEP Steering Committee. Maintain de-identified data on duration of person's employment, departments worked, roles undertaken, and unprompted reasons for leaving obtained from exit interviews. 	Local Indigenous employment retention is maximised

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
12	Yapa Crew	Bolster the Yapa Crew as a pathway for Tanami communities to access employment and pursue a career in mining	<ul style="list-style-type: none"> Establish Yuendumu and Lajamanu as NTO 'points of hire'. NTO service each community with regular transportation using suitable company-owned vehicle with NTO drivers. Review the '2 week on – 1 week off' Yapa Crew rotation with a view to align with NTO's employee roster. Review supervision and tasking of Yapa Crew to optimise meaningful work opportunities. Prioritise the involvement of Warlpiri women. Adopt recommendations of NTO's internal Yapa Crew Option Analysis for a hybrid operating model that includes an Aboriginal-owned labour hire contractor, assisted by Priority Community-based service providers, and NTO involvement in the program delivery. Review 'Hybrid' Yapa Crew model after one year of operation. Ensure recommendations regarding Indigenous employee data collection, mentoring, and career development are applied to the Yapa Crew. 	Greater numbers of Indigenous people from Tanami area of influence are represented in NTO's direct hire and contractor workforce
13	Contractor obligations	Stipulate, in supplier contracts, that contractors set targets for Indigenous employment from Tanami area of interest, and requirements to maintain equivalent metrics as NTO on overall Indigenous employment	<ul style="list-style-type: none"> Require contractors to supply Indigenous employment data at regular intervals e.g. half yearly intervals to be reviewed by the IEP steering committee. Give preferential weighting to tenders based on contractor's Indigenous participation plans. Request major long-term contract holders to participate in the Indigenous Employment Pathways steering committee 	Contractors are proactive in supporting NTO to achieve its Indigenous employment outcomes

2.4 Indigenous suppliers and business development

Strategic objective: A cohort of Indigenous suppliers providing goods and services to the mine.

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
14	Mt Theo workshop	Prioritise WYDAC arrangements over commercial supply of goods and services to the mine	<ul style="list-style-type: none"> Develop a memorandum of understanding or joint statement of intent with WYDAC concerning the potential to supply commercial services through the Mt Theo mechanical workshop. Identify critical aspects for successful commercial engagement and agreed steps toward reaching a business supply contract. Support commercial capacity of the Mt Theo workshop through targeted community investment such as assistance with accommodation in Yuendumu for an additional qualified mechanic. Provide on an agreed needs basis business development assistance using Regional (Alice Springs) based business support services, such as business support agencies such as Matrix On-board. Support mechanical training programs and/or mechanical apprenticeships through the Mt Theo workshop. 	Direct commercial engagement with an Indigenous owned entity in the Priority Communities
15	Indigenous language services	Expand utilisation of Indigenous language, communication service, and media productions services available in the Priority Communities as part of the LCI program	<ul style="list-style-type: none"> Partner with PAW Media services for the provision of film and video production services. In cooperation with BRDU and PAW Media, work with an animation production company such as Alice Springs-based <i>italk</i> to develop site induction modules and audio-visual media explaining mine safety policy and procedures suitable for instructing Warlpiri employees, trainees, and visitors. 	Warlpiri language is strengthened through active use meeting TYP Yapa Voice objectives
16	Community Art Centres	Continue to support the community art centres in Yuendumu and Lajamanu under the LCI program	<ul style="list-style-type: none"> Ensure NTO continues to promote local Indigenous art and acts as a conduit for the sale of art from the Tanami art centres at the mine. Maintain regular purchases of art from Warlukurlangu Artists at Yuendumu and Warnayaka Arts Centre in Lajamanu for NTO's accommodation and office facilities. 	The local art industry is thriving with a growing appreciation of Warlpiri culture at the mine

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
17	Indigenous civil contractors	Facilitate the development of targeted commercial businesses in the Priority Communities under the LCI program	<ul style="list-style-type: none"> • Undertake a formal assessment of the capacity of community-based organisations, such as the outstation resource centres, to deliver civil construction and maintenance services required by the mine. • Undertake an audit of available plant and machinery for hire from outstations resource centres in Yuendumu and Lajamanu. • Enter an arrangement with YKNAC to recover scrap metal and re-re-useable items. Assess organisational capacity to provide civil construction and maintenance or other services including scrap metal recovery. • Extend the 'local business development' criteria in the Local Community Investment (LCI) program to support the on-going capacity building of potential suppliers including in the areas of commercial contracting, accounting and invoicing. • Identify areas of skills development such welding, material fabrication, vehicle servicing that would enhance the commercial business opportunity to supply civil and construction services to the mine. • Assist outstation resource centres undertake work on infrastructure and other improvements at outstations in the vicinity of the mine. 	Local Indigenous suppliers benefit from procurement by NTO
18	Indigenous business development	Encourage the development of commercial businesses in the Priority Communities	<ul style="list-style-type: none"> • Engage a qualified expert in business development to hold a community forum to explore interest and ideas for Indigenous businesses in the Priority Communities. • Work with the NT Government program involving non-profit organisation, Matrix on Board to develop culturally appropriate training on business development. 	Updated baseline of eligible and interested businesses in the Priority Communities

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
19	Tanami Rangers	Utilise the CLC's Tanami Ranger groups for the supply of environmental and rehabilitation services	<ul style="list-style-type: none"> • Engage with the CLC Land Management Unit over the supply of environmental services to the mine utilising the Tanami Rangers. • Conduct an analysis of opportunities available to engage Indigenous Rangers including such services as: <ul style="list-style-type: none"> - Weed control - Fire management (infrastructure protection burning) - Biodiversity monitoring - Water bore sampling and monitoring - Progressive mine site rehabilitation - Mining licence relinquishment. • Identify and pursue opportunities for Rangers to work with NTO Environment staff to build Ranger capacity, provide exposure to an industrial setting, and improve commercial capabilities. • Organise the Ranger Groups to be part of fauna and flora surveys, fire, weed, and feral animal management at the mine and across the NTO footprint, including bore field monitoring to facilitate potential co-management projects and expand Ranger technical capacities. • Explore the potential for an MOU between regional partners as a platform for delivery of future Tanami Biodiversity Survey. 	Increased local participation in NTO that aligns with Indigenous priorities to look after country and foster traditional connections while enhancing community-based employment in line with TYP Yapa Employment objectives

2.5 Indigenous education support

Strategic objective: Improved educational outcomes that enhance Indigenous children’s potential for employment or engaging wider economy.

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
20	Coordination with WETT and GMAAAC	Maintain engagement with WETT and GMAAAC	<ul style="list-style-type: none"> Ensure continued active involvement with and contribution to WETT by senior S&ER personnel through NTO’s position on the advisory committee. Collaborate with the CLC Community Development Unit and the Tanami Community Development Officer in particular to share information on respective priorities and initiatives, and coordinate engagement and support. 	Effective working relationships and alignment of NTO’s education and community-based initiatives
21	Supporting schools	Support schools (including pre-schools) to be accessible ‘outward looking’ community spaces	<ul style="list-style-type: none"> Support school infrastructure that serves to encourage attendance (e.g. trades workshop in Lajamanu and Yuendumu school). In cooperation with the schools, investigate ways trades workshops and equipment can be used as part of pre-employment training modules. Support school country visits and other cultural learning through NTO’s local community investment, including school visits to the mine. Institute a regular planned visitation by NTO professionals and qualified trades personnel to present to schools. Develop transport options to facilitate travel to school and pre-school. 	Improved educational outcomes
22	Career Expo	Sponsor a Career Expo in Priority Communities in conjunction with community organisations	<ul style="list-style-type: none"> Continue further discussions with community organisations and service providers over organising a Career Expo in Yuendumu and Lajamanu. Hold a Career Expo and register expressions of interest from those interested in work experience on the mine. 	Raised community awareness of available work and career pathways
23	Work experience at the mine	Give Indigenous youth experience of life on the mine and exposure to the type of work and skills required	<ul style="list-style-type: none"> Host periods of work experience at the mine for young people who are nearing completion of school or recently left school. Encourage young people to pursue further education and training through visits by NTO mechanics, and other skilled staff, to schools to give talks and demonstrations. 	Indigenous youth with wider perspectives on life and work options available to them

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
24	Tertiary scholarships	In conjunction with Charles Darwin University review NTO scholarships to improve uptake of the scheme	<ul style="list-style-type: none"> Consider a multi-year award that links with Newmont's graduate program and, for Indigenous participants, aligns with ABSTUDY benefits and existing CDU support for Indigenous students. NTO consider more support for scholarships for Indigenous teacher assistants to access fully accredited teacher training. Improve knowledge of NTO's scholarship scheme. 	Tertiary education for local and regional candidates

2.6 Community and social investment

Strategic objective: Targeted social investment in the Priority Communities that empowers Indigenous people and communities to gain control over their lives to improve health and well-being.

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
25	Supporting customary governance mechanisms	In consultation with the CLC, identify ways to engage with the Kurdiji – Warlpiri Law and Governance groups	<ul style="list-style-type: none"> Explore ways to build NTO's relationships with the Kurdiji groups in Yuendumu and Lajamanu to understand their function and capacity in supporting community-based work. Assist Kurdiji build-on efforts to promote Indigenous governance through such things as further research into effective community governance structures and interaction with government. As appropriate, NTO draw lessons on community engagement protocols and resources, including involvement of groups as appropriate in the on-going design and implementation of NTO's Cross-cultural Awareness Training and development of resources. 	NTO supports self-determining culturally enriched communities
26	Community events	Invest in local community social, cultural, music, & sporting events that sustain community health & well-being consistent with LCI 'preferred activities'	<ul style="list-style-type: none"> NTO support and attend annual sports carnivals and other major sporting events such as grand finals in Priority Communities. Maintain NTO's highly valued financial contribution to the biennial cultural festival in Lajamanu, Milpirri. Continue with the attendance at Milpirri by the senior leadership and include other relevant NTO employees. 	Cohesive communities strongly connected with land, language, and culture

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
27	Health and well-being	Strategic targeted supportive engagement with key health and well-being initiatives that underpin NTO social objectives	<ul style="list-style-type: none"> Investigate the potential to support or augment a limited number of key health and well-being initiatives that are effective in addressing issues critical to Indigenous people's health and well-being across diverse stages of life, such as: <ul style="list-style-type: none"> Prevention of Foetal Alcohol Spectrum Disorder (FASD), e.g. <i>Making FASD History</i> initiative, with Central Australian Aboriginal Congress in Alice Springs as partner Reducing incidence of otitis media (middle ear infection) e.g. <i>Hearing for Life</i> initiative being implemented by the Menzies School of Health Research in Darwin Youth intervention, counselling, and rehabilitation support, e.g. the client services provided by WYDAC in the Priority Communities Reducing family violence and lateral violence, e.g. <i>Cross Borders Indigenous Family Violence Program</i> in southern NT communities. Collaborate with community-based service providers to identify value-adding opportunities for NTO. Where appropriate, link pre-employment training to learning outputs available under the supported health and well-being initiatives. 	Individuals engaging in opportunities for diverse experiences and personal development
28	Royalty distributions	Take steps to collaboratively understand and address social impacts of distribution of mining payments on Priority Communities	<ul style="list-style-type: none"> Collaborate with the CLC to consider ways to address disruption to communities resulting from the distribution of mining payments, based on recognition of the personal and private nature of payments and their importance to traditional owners. Consider how education, such as financial training and lessons on budgeting, could play a role to assist traditional owners manage payments. Offer to facilitate collaborative research with the CLC to better understand the nature and extent of the social impact of distributions on communities with a view to enhance individual payment methods and processes to reduce impact on communities. 	Maximum social and economic benefit results from mining payments to traditional owners and affected communities

2.7 Gender

Strategic objective: Women participate and benefit from NTO's social and community initiatives.

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
29	Gender	Tailor engagement and investment initiatives to be accessible to women and promote women's social and economic empowerment.	<ul style="list-style-type: none"> • Ensure women's representation on advisory groups or committees to ensure women are consulted and women's specific concerns and viewpoints are articulated. • Adopt approaches that are culturally informed and responsive to Indigenous gender-based practices, such as avoidance relationships. • Design pre-employment training in Priority Communities to be relevant to women and men. • Develop and implement tailored employment pathways for women that provide opportunity and support to work in the typically male dominated areas of mining. • Ensure female mentors are available on-site for female employees. 	Inclusive stakeholder engagement and diversity of NTO workforce

2.8 Monitoring social performance

Strategic objective: Investment and use of systematically collected data that enables understanding of progress of initiatives and continuous improvement.

#	Title	Recommendation	Suggested actions (to demonstrate operability)	Outcomes
30	Social performance indicators	Identify and systematically capture pertinent and pragmatic indicators to monitor initiatives across the Stakeholder Management Plan and LCI program in particular	<ul style="list-style-type: none"> Identify a suite of accessible and consistent indicators for each initiative using the 'SMART' approach i.e. simple, measurable, accessible, relevant, and timely. Activity owner to systematically record consistently: <ul style="list-style-type: none"> Key input measures for activities, such as money spent, staff time allocated, frequency of meetings, consultants used Key output indicators, such as number of events, number of participants, places attended, report on activity Measures of outcomes, such as participant feedback, observations, opinions Develop procedures that ensure accurate collection and recording of data at the activity level for each initiative. Use the business-approved tool, Cintellate Stakeholder Module, to capture and retrieve data on inputs, outputs, and outcomes in order to facilitate evaluation of initiatives and investments 	Accurate indicative monitoring data on social performance is captured effectively and readily accessible
31	Monitoring, evaluation and review	Regularly monitor progress of activities and conduct periodic evaluation of effectiveness	<ul style="list-style-type: none"> Engage with respective partners to monitor and report on activities and assess performance, identifying successes and shortfalls. Undertake evaluations, using third parties where appropriate, as critical junctures and adjust activities accordingly. Plan for a third-party review in 5 years (or earlier if warranted). 	Continual improvement of initiatives for greater outcomes

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Appendix A

NTO contribution to priority Sustainable Development Goals

As discussed in Chapter 1 (Introduction), Newmont supports the United Nations Sustainable Development Goals (SDGs), and in 2016 identified five 'priority SDGs' that align with Newmont's business and to which Newmont is most able to contribute.¹ The five priority SDGs are set out in Table 1.

Table 1 Priority SDGs identified by Newmont

Newmont Priority SDGs

	<p>SDG 3 Ensure healthy lives and promote wellbeing for all at all ages</p>
	<p>SDG 5 Achieve gender equality and empower all women and girls</p>
	<p>SDG 6 Ensure access to water and sanitation for all</p>
	<p>SDG 8 Promote inclusive and sustainable economic growth, employment and decent work for all</p>
	<p>SDG 17 Partnership for the Goals</p>

Source: Newmont (2017) 'Making an Impact on the Sustainable Development Goals'. A web-based page of Newmont's 2017 Social and Environmental Performance Report. Available online <https://sustainabilityreport.newmont.com/2017/case-studies/making-an-impact-on-the-sustainable-development-goals> (accessed 15 January 2019).

Table 2 sets out NTO's contribution to each of the priority SDGs. The table lists programs as falling into the first two of three types delineated in Chapter 6 (Infrastructure and services):²

- **Direct programs**, which are funded and managed by NTO.
- **Indirect programs**, which are funded by NTO but managed by another organisation.

The table identifies which priority SDG each program contributes to, states the extent to which performance data was available to the CSR study team, and references the SIA chapter that discusses the program.

¹ See Newmont (2017) 'Making an Impact on the Sustainable Development Goals'. A web-based page of Newmont's 2017 Social and Environmental Performance Report. Available online <https://sustainabilityreport.newmont.com/2017/case-studies/making-an-impact-on-the-sustainable-development-goals> (accessed 15 January 2019).

² The third type of program are is 'supporting programs', which are neither funded nor managed by NTO. Although relevant to the operational and community development context of the SIA, these programs are not relevant to this appendix..

Table 2 NTO contribution to Newmont priority SDGs – extent discoverable in 2018 SIA

Program	 3 GOOD HEALTH AND WELL-BEING	 5 GENDER EQUALITY	 6 CLEAN WATER AND SANITATION	 8 DECENT WORK AND ECONOMIC GROWTH	 17 PARTNERSHIPS FOR THE GOALS	Availability of performance data	Relevant chapter
Direct programs (funded and managed by NTO)							
Community Investment Program – Funding for WYDAC’s Young Women’s Program and Violent & Aggressive Behaviour Risk Assessment Program	●	●			●	Absent	13 Community Investment
Community Investment Program – Funding for CLC Community Development Officer	●			●	●	Complete	13 Community Investment
Local-local Indigenous employment strategy (e.g. IEP Action Plan, ITFP)				●		Complete	8 Local economic activity
Local-local procurement strategy (IEP Action Plan)				●		Complete	8 Local economic activity
Indirect programs (funded by NTO and managed by another organisation)							
Yapa Crew				●	●	Complete	8 Local economic activity
Charles Darwin University scholarship		●		●	●	Complete	10 Education
WYDAC – Mt Theo Program (Counselling service)	●					Incomplete	9 Health
WYDAC - Youth Development Program	●			●		Complete	10 Education
Tanami Dialysis Program	●					Complete	9 Health
WETT- Early Childhood Program	●			●		Complete	9 Health 10 Education

Program	3 GOOD HEALTH AND WELL-BEING	5 GENDER EQUALITY	6 CLEAN WATER AND SANITATION	8 DECENT WORK AND ECONOMIC GROWTH	17 PARTNERSHIPS FOR THE GOALS	Availability of performance data	Relevant chapter
GMAAAC – Lajamanu school nutrition program	●					Incomplete	9 Health 10 Education
Warra-Warra Kanyi (WKK) Counselling Service	●					Incomplete	9 Health
GMAAAC – Yuendumu Swimming Pool (funding for operational costs)	●					Incomplete	9 Health 10 Education
WYDAC – Mt Theo Mechanics Workshop				●		Complete	8 Local economic activity
Yuendumu Women’s Centre (GMAAAC main source of funding)	●	●				Incomplete	9 Health
Yuendumu Old People’s Program	●					Incomplete	9 Health

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