



THE AUSTRALIAN NATIONAL UNIVERSITY

**Centre for
Aboriginal
Economic
Policy
Research**



**Homelands and resource agencies
since the Blanchard Report: a review
of the literature and an annotated
bibliography**

R. Davis and W.S. Arthur

No. 165/1998

Discussion Paper

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July, 1998

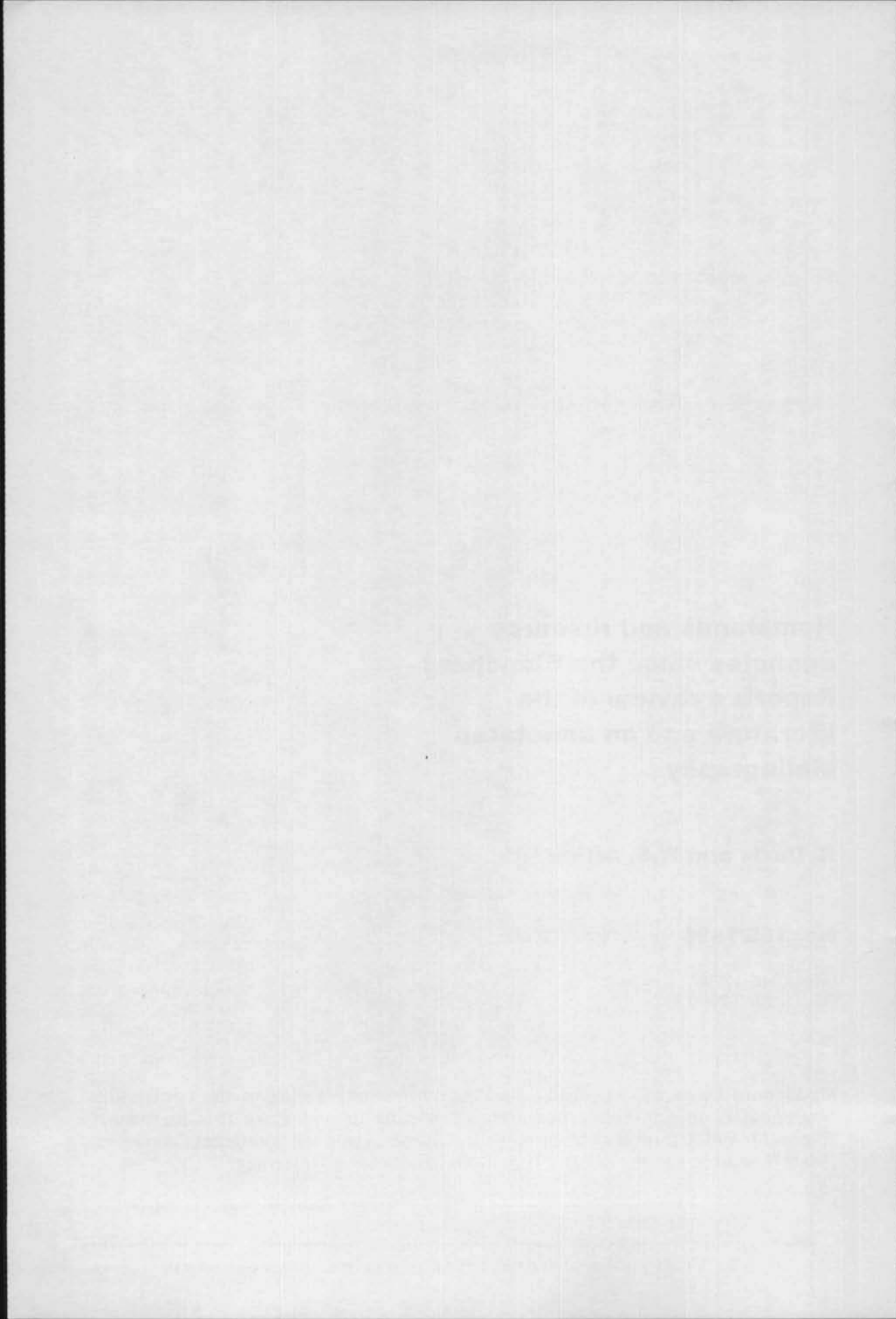
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Mr Richard Davis was engaged as a Visiting Research Fellow at the Centre for Aboriginal Economic Policy Research specifically to undertake this literature review. Mr Bill Arthur is a Research Fellow at the Centre for Aboriginal Economic Policy Research, Faculty of Arts, The Australian National University.



Foreword

In November 1997, the Centre for Aboriginal Economic Policy Research (CAEPR) at The Australian National University, in partnership with The Australian Institute of Aboriginal and Torres Strait Islander Studies and Tallegella Consultants Pty Ltd, was commissioned by the Central Office of the Aboriginal and Torres Strait Islander Commission (ATSIC) in Canberra to undertake a review of Outstation Resource Agencies Australia-wide. This consultancy is intended as a broad ranging national policy review. The first task outlined in the consultancy agreement required a literature-based assessment and definition of outstations or homelands and resource agencies with a particular focus on the ten-year period since the completion of the report *Return to Country: The Aboriginal Homelands Movement in Australia* (often cited as the Blanchard Report) by the House of Representatives Standing Committee on Aboriginal [now and Torres Strait Islander] Affairs in 1987.

This literature review was undertaken by Richard Davis, in close collaboration with Bill Arthur, during the period November 1997 to February 1998. A draft of the review was presented to the Outstation Resource Agencies Workshop held in Canberra in April 1998, and attended by representatives from ATSIC Central and State Offices and State government departments, all the review consultants and a number of CAEPR staff.

The consultancy agreement did not clearly specify who was to publish consultancy outcomes; it was agreed by the Project Steering Committee that it would be beneficial for CAEPR to publish this material in its discussion paper series to facilitate wider dissemination of information and discussions on these important issues.

The literature review is the first stage of the consultancy which is now in a fieldwork phase with five researchers undertaking research and consultation with at least 25 resource agencies in Western Australia, South Australia, the Northern Territory and Queensland. It is anticipated that three more discussion papers and a final report will result from the consultancy that is due for completion by the end of 1998.

This literature review already provides some interesting findings based on secondary data analysis. First, there is far more in the literature about outstation communities than about the service organisations that are fundamental to their existence. While perhaps sounding a bit self serving as far as this consultancy is concerned, this suggests that there is a shortage of research to inform government about appropriate policy for these agencies. Second, the literature indicates that there is significant diversity in the form of both outstations and resource agencies. Whether this is actually the case will be tested more fully by primary data collection using questionnaires and interviews with agency staff, members and governing bodies. If it is the case, which seems likely, then the consultancy will need to address complex issues like, how can equitable national

policy cater for significant diversity and how can the exemplary practices of particular agencies be transported to other regions and States?

Professor Jon Altman
Director, CAEPR
July 1998

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Summary

This paper reviews the literature produced since the Blanchard Report of 1987 with the aim of contributing to an understanding of the resource agencies which provide services to homelands. The majority of the literature is centred on the Northern Territory and the Kimberley region of Western Australia, reflecting the geographic distribution of homelands. Despite the fact that the Blanchard Report highlighted the importance of resource agencies for the homelands movement, there is little research which deals specifically with agencies and most of the references to them in the literature are merely tangential to works which focus specifically on homelands. The review covers issues relating to both agencies and homelands.

Resource agencies

The literature, though limited, suggests that resource agencies vary considerably in size and scope. Agencies may have only a few or a significant number of staff; they may provide a single service such as health or a range of services from accounting to house maintenance to managing a Community Development Employment Projects scheme. Similarly, agencies may exist purely to provide services or they may also act as a form of representative body with some having the appearance of small local governments. Resource agencies also have a variety of corporate structures; they may, for example, be stand-alone organisations or function as part of a community council and, in some cases, their functions may infringe on those of community councils, resulting in political tension.

Although the literature suggests that agencies may change over time as they take on more functions, little information is available on how or why these changes take place or indeed how agencies are established in the first place.

The literature makes reference to the various sources of funding that agencies access. These include Commonwealth, State and local governments, the Aboriginal and Torres Strait Islander Commission (ATSIC) and mining royalty agreements. However, there are no data which allow an assessment of the monies which agencies expend on servicing their respective homelands. There is also a lack of information about what factors influence the effectiveness of agencies although some reference is made to the advantages that might accrue from taking a regional approach to agencies.

Homelands

Whereas in the late 1980s homelands could generally be defined as small decentralised communities of close kin, which were established often for cultural reasons, since 1987 they have come to take a number of different forms. This has led to some discussion about how best to define a homeland. Issues related to

definitions include: population mobility; the permanency or otherwise of residents; seasonal influences; and the consideration of homelands as emerging communities.

Reference is also made to the relationship between homelands and the various State/Territory and Commonwealth legislation and land tenure regimes. Specifically mentioned are the Commonwealth's *Native Title Act 1993* and the *Aboriginal Land Rights (Northern Territory) Act 1976*, Queensland's *Aboriginal Land Act 1991* and its Deed of Grant in Trust land, and Western Australia's *Land Act 1993*.

Policy implications

Two principal findings emerge from this review of the literature which have implications for policy design. The first is that there is a shortage of information which can be usefully applied to the design of relevant policies for resource agencies. The second is that, from the limited information available, there appears to be some significant diversity amongst the types of resource agencies that exist across the country. This second point can also be said to apply to the homelands themselves. The issue of diversity is not always easily accommodated within national policies and this has particular implications for policy design.

Acknowledgments

None of this work would have been possible without the valuable assistance of several people and agencies. The staff of the libraries at ATSIC and the Australian Institute of Aboriginal and Torres Strait Islander Studies provided archival material and reports. The input of the Project Steering Committee was critical. Professor Altman, Dr Palmer and Mr Gillespie, the project consultants, all provided useful advice in developing the structure of the paper. Also of great value was the contribution by the government representatives who attended the Outstation Resource Agency Workshop held at the Australian National University in April 1998. Extremely valuable comments were received from Dr Tim Rowse, Dr Will Sanders and Dr David Martin on a draft of this paper. Linda Roach and Hilary Bek were involved in extensive editorial work and expert layout was by Jennifer Braid.

Introduction

By the late 1980s a good deal of literature on homelands was in the public domain and was a topic for academic discussion (see Connors 1986), but by the end of the 1990s it seems that many of the issues may have been 'talked out' as they were receiving less attention. However, there was a resurgence of interest from Aboriginal and government organisations who began commissioning homeland reports (which were often unpublished). This was partly fuelled by the establishment, in 1990, of the Aboriginal and Torres Strait Islander Commission (ATSIC). ATSIC was given national responsibility for Aboriginal people across a number of policy areas and prompted many regional Aboriginal organisations to assess the provision of services to homelands. These reports include such topics as planning (Northern Territory Open College 1991a, 1991f), agency functions (Palmer 1996), health (Smith and Smith 1995; Bartlett et al. 1997), housing (Marra Worra Worra (MMW) 1995) and employment (Altman and Taylor 1989; Prior and Wunungmurra 1989). Homelands also began to be included in State and Commonwealth Government policy statements and reports associated with providing services and infrastructure to Aboriginal communities (ATSIC 1990, 1991, 1993a, 1996a, 1996c, 1996d, 1997b; Crough and Pritchard 1990; Alexander and Associates 1991; Arthur 1992; Anangu Pitjantjatjara 1993; Barker 1994; Centre for Appropriate Technology Inc. and Tropical Public Health Unit 1995; Bawinanga Aboriginal Corporation 1996). Of the 89 entries in the annotated bibliography in Appendix A, 54 are in the public domain and 35 are unpublished. Government or other organisations produced 65 of the entries in the form of reports; 24 entries are the outcome of independent research.¹

This literature review covers the period from the release, in 1987, of the House of Representatives Standing Committee on Aboriginal Affairs Inquiry into homelands, chaired by Mr C. Blanchard, titled *Return to Country: The Aboriginal Homelands Movement in Australia* (Commonwealth of Australia 1987) (the Blanchard Report) to December 1997. Although the review aims to describe the organisations which coordinate and channel government programs and funds to outstation and homeland communities, typically referred to as resource agencies, it necessarily devotes some attention to homelands themselves.²

The Blanchard Report suggested that there would be a proliferation of homelands. However, it did not set out a policy framework for them, but rather sought to lock the various levels of government into supporting the homelands process, as this was envisaged as continuing well into the future. Further, the Report primarily focused on the Northern Territory, which reflected both the large number of homelands there, and the fact the submissions to the Inquiry by State governments did not provide much information .

Since the Blanchard Report there have been significant developments in Aboriginal policy and homeland dynamics, which have had implications for the development of resource agencies. The two most significant are the establishment of ATSIC; and the diversification of homelands from a basic type noted by the

Blanchard Report (see below). While some attention has been given in the literature to the new types of homelands which have emerged since Blanchard, comparatively little has been given to the resource agencies. This is despite the fact that Blanchard noted that homelands depended on the ability of resource agencies to channel government resources to them, that the two were closely related (Commonwealth of Australia 1987: 4) and that they now appear to be as complex and varied as the communities they service.

Furthermore, the literature shows that resource agencies have rarely been the focus of Reports and that discussion about them is usually limited to their functions. Hence, only 42 items in Appendix A mention resource agencies and only 19 deal with them specifically.³ Consequently, we can say something about what resource agencies do, in terms of the services and infrastructure they provide, but less about how they are established, how they manage their business, how they are structured and how they respond to the demands of their clients.

The aim of this review of the literature is to contribute to an understanding of the variety of agencies providing services to homelands while acknowledging the influence of the various policies of the States/Territories and of ATSIC.⁴ The review discusses the development of the different types of homelands and the types of resource agencies, their relationship to State/Territory land tenure legislation, their structures and the services they deliver. In some cases, such as in northern Queensland, homelands are serviced by community councils (Cooke 1994a, 1994b) but here the term resource agency will be used to refer to any organisation which provides services and infrastructure to homelands and will distinguish between a resource agency (an incorporated body) and a council (a statutory body) only where such a distinction needs to be made.⁵

Defining homelands

Three points emerge with respect to definitional issues. The first is that the literature highlights that homelands have diversified in type from the 'small decentralised communities of close kin established by the movement of Aboriginal people to land of social, cultural and economic significance to them' noted by Blanchard (Commonwealth of Australia 1987: 7). ATSIC has used a number of definitions similar to Blanchard's (ATSIC 1996c, 1997b) but emphasising service and infrastructure issues (see below). Some commentators define homelands with respect to population mobility (Altman 1987; Altman and Taylor 1989; Cooke 1994a, 1994b), while others emphasise the relationships between homelands and larger communities reflecting the fact that population mobility and residency affect the provision of services in remote areas (Smith and Smith 1995).

Second, some of the literature indicates that the definition of homelands is linked to definitions of community with, in some cases, homelands being regarded as a particular kind of community (Stanley 1989: 157; Arthur 1990: 60-67; Crough and Pritchard 1990: 9-10, 15; ATSIC 1991; Cooke 1994a: 13-15). In other

cases, homelands are considered as representing a stage in the formation of fully developed communities (Commonwealth of Australia 1987: 64-65; Arthur 1990: 60-67; Gerritsen and Phillpot 1996: 60-67, 1996 Appendix 3: 8; Centre for Appropriate Technology Inc. and Tropical Public Health Unit 1995: 10, fn. 2).

Third, is the issue of whether the terms 'homeland' and 'outstation' are appropriate given their historical and other associations (Palmer 1996: 13-14). The term 'homeland' may carry negative connotations because it was used to describe areas set aside for indigenous Africans during the South African apartheid regime. Similarly, 'outstation' may be problematic because it derives from when Aboriginal people worked on pastoral stations. However, the literature does not note concerns by Aboriginal people about the use of these terms and indeed one Aboriginal organisation uses both to distinguish different community types (see Anon. 1989: 1-3).

More specifically, the literature includes the following approaches to definitions:

- Focusing on the relationship between homeland populations and the seasons in the Northern Territory, Altman and Taylor (1989) identify two types of homeland: the Top End type where residents move into towns during the wet and return in the dry; and the Central Australian type, in which population is less influenced by the seasons and is relatively stable throughout the year.
- Cooke (1994a: 5-6) identifies three types of homeland on Cape York: occasional, seasonal and permanent. In one, occupation is intermittent, while the other two are similar to Altman and Taylor's Centre/Top End types. Cooke also refers to homelands as 'emerging communities' which are small settlements developing into stand-alone communities.
- Smith and Smith (1995) define Kimberley homelands as small Aboriginal communities associated with resource centres. They distinguish these from what they term 'base communities' which are not associated with resource centres but with larger communities.
- Palmer (1996: 19) described homelands in the Papunya region as small decentralised communities of close kin, similar to the kind described by Blanchard. Palmer's major concern was to identify the pattern of residency as an aid to planning funding needs. For this he develops what he refers to as a 'person unit index' which gives 'an indication of the number of people who would live at a homeland full-time.
- Gerritsen and Phillpot (1996: 5-15) investigate the 'urban homelands' movement in the Ceduna region of South Australia, and then apply their findings to an understanding of homelands elsewhere in Australia. They define urban homelands as communities which are on lands to which the residents may not traditionally be connected and which are close to larger ('mother') communities where service providers are located. ATSI (1997b: 50) recognises these circumstances in terms of eligibility for funding from their Community Health and Infrastructure Program.

- Gerritsen and Phillpot (1996) identify several sub-categories of urban homelands: commuter outstations or dormitory camps, close to 'mother' communities, allowing people to commute daily (1996: 11); town outstations (or town camps), established within town boundaries (1996: 12, Appendix 2: 21); emerging communities, or communities in transition from being small to larger (1996: 16); major communities with high levels of services and infrastructure (1996: 17, Appendix 2: 21); and weekend outstations, set up by residents away from town, for visiting at weekends (1996: 25).

The issue of population mobility has received a good deal of attention (see Altman and Taylor 1989; Young and Doohan 1989; Young 1990; Taylor 1996, 1997, 1998; Taylor and Bell 1996, 1997), from ATSI (1991, 1993a: 39, 1996a) and from the Western Australian Government (McCarrey 1996: iii, 10-11, 14). Based on the notion that any attempt to provide adequate services must derive from an appreciation of the high mobility of the population, Bartlett et al. (1997: 32) proposed the following seven categories of homelands in central Australia: an outstation occupied permanently; an outstation generally occupied permanently, but currently unoccupied due to 'sorry business' or other cultural matters; an outstation occupied more than half the time; an outstation occupied less than half the time due to a lack of services (for example, no school); an outstation that is occupied only on weekends or holidays; an outstation that is not occupied at all; and an out-station that is underdeveloped, and unoccupied but is subject to developments that may lead to it being occupied in the future.

In attempting to address the issues of mobility and residency, ATSI identifies three categories of mobility in its Community Housing and Infrastructure Program (CHIP) which are: mobility associated with socioeconomic issues; short-term movement; and mobility connected with a life crisis (ATSI 1993a: 39). These definitional references reflect a current appreciation that the move to a homeland may not be irreversible, but rather that people are involved in dynamic and expanding networks of mobility. This contrasts with the Blanchard Report which regarded the move to a homeland as fairly permanent.

Only one local Aboriginal organisation deals with definitional issues (Anon. 1989: 1-3). Here, homelands are considered in terms of their association with the land and the larger communities where service deliverers are located. Homelands are based on the association between a family and a significant place within a tribe's region. Alternatively, they may be regarded as satellites of larger communities, in which case the significance of the place is not the primary reason for their establishment. A further distinction is made between homelands, set up for permanent residence but which are poorly serviced, and those which have no infrastructure and are used as a form of escape from the pressures of living in a larger settlement.

Homelands and community

The above engage with the issue of definitions in terms of the fluid populations of homelands, and the level of their services and infrastructure. Other items in the literature relate these features to the concept of community and community development.

Of the 20 works which define homelands, seven make explicit reference to the importance of the idea of community (Stanley 1989; Arthur 1990; Rowse 1992; Cooke 1994a; Centre for Appropriate Technology Inc. and Tropical Public Health Unit 1995; Gerritsen and Phillipot 1996; Cook 1997).⁶ The concept of community can be viewed in two ways: as 'the representation and administration of a place', or as 'the maintenance of less formalised connections among people of a region' (Rowse 1992: 28). The latter view is most often adopted by demographers attempting to understand homeland populations, and is the one taken in this paper. However, in the homelands literature, community is usually viewed in terms of the former. Homelands are thus seen as representing a stage in the evolution of groups from being mobile to more stable entities with established services and infrastructure. This is in contrast to the Blanchard Report which did not see it as inevitable that homelands would evolve into complex townships (Commonwealth of Australia 1987: 64-65).

The distinction between homelands and community highlights the issue of access to services and infrastructure. For instance, as noted above, ATSIC has made access to services and infrastructure by a decentralised group a feature of its CHIP program (ATSIC 1993a, 1997b: 48). Whereas Blanchard emphasised that homelands were a reaction to large, congested communities, subsequent reports note that homelands often have ongoing relationships with these larger communities. This relationship can be based on the provision of services to the homelands from the communities and the links of kin to residents there (Altman 1987; Altman and Taylor 1989; Young and Doohan 1989; Young 1990; Cooke 1994a, 1994b; Davies 1995: 107-109; Gerritsen and Phillipot 1996; Taylor 1996, 1997: 63-69, 1998; Taylor and Bell 1996, 1997). It is, therefore, difficult to define people as permanent residents of a particular location. Instead, demographers find it more useful to view homeland residents as part of a regional residential network; this, in turn, has implications for appropriate delivery of services (see Cook 1997 below). Gerritsen and Phillipot (1996: 26) however, suggest that mobility can lead to 'double-dipping' for services at more than one location. The issue of services and infrastructure is most relevant if homelands are emerging communities; that is, making the transition from homeland to community (Gerritsen and Phillipot 1996: Appendix 3, 8). Similarly, Stanley (1989: 157) describes outstations as 'staging towns'—outstations which have developed into towns with established institutional structures and which then, in turn, service new outstations.

As mentioned earlier, definitional distinctions are not always clear cut. In the 1993 CHIP program ATSIC emphasised residency and mobility while in 1997

the focus was on service and infrastructure (ATSIC 1993a: 29, 1997a). A recent paper considers mobility, residency and the demand for local services to define a 'service population'—which could include homelands (Cook 1997: 1-2, 13-14) suggesting that the demand on services could be more accurately assessed if a distinction is made between resident and non-resident populations.

Homelands and land tenure

Security of tenure allows people to establish homelands and agencies to approach governments for funds to maintain them. For instance, land tenure is an important criterion for accessing ATSIC's CHIP program (ATSIC 1997b: Chapter 6). The States and Territories each have different legislation allowing Aboriginal people to gain varying levels of security of tenure over land. In addition, the Commonwealth *Native Title Act 1993* allows Aboriginal people to make applications for land across Australia. Twelve of the bibliographic entries address the relationship between land tenure and homelands (Altman and Taylor 1989; ATSIC 1990, 1997b; Burke 1991; Head and Fullagar 1991; Northern Territory Open College 1991d, 1991e; Cooke 1994a; ATSIC 1996c: 10-11, 15, 16; McCarrey 1996; Sexton 1996), and two specifically address native title issues (Cooke 1994a; ATSIC 1996a: 11, 16).

Sexton (1996) notes that the different legislation in Western Australia and the Northern Territory result in the emergence of different sorts of homelands. Generally speaking, in Western Australia under the *Land Act 1993* and the *Aboriginal Affairs Planning Authority Act 1972* Aboriginal people can be granted 99-year leases to excisions or 'community living areas' which are excised, often from pastoral leases. This arrangement allows organisations to receive and administer funds on behalf of the Aboriginal people who inhabit the land, although it provides fewer opportunities for community administration than exist under the *Aboriginal Land Rights (Northern Territory) Act 1976*. Burke (1991) argues that Northern Territory legislation has resulted in only a small number of excisions (see also Joint Review Group 1990). Altman and Taylor (1989: 9) meanwhile, note that excisions are usually small and provide limited access rights when compared to land claimed under the South Australian land rights legislation. The complex relationship between land tenure and establishing and supporting homelands in northern Queensland is addressed by Cooke (1994a: 37-60). Cooke notes the array of land types and tenures which include land under native title; Deed of Grant in Trust (DOGIT); the Queensland *Aboriginal Land Act 1991*; the Aboriginal Land Acquisition Fund; pastoral leasehold; and national parks legislation. Each involves different regulations and restrictions for establishing homelands and may attract different levels of funding and support from service providers, adding to the complexity of establishing and maintaining viable homelands in north Queensland.

Resource agencies

The literature deals almost entirely with the functions of resource agencies rather than with their structure and staffing arrangements, limiting what can be said about them. Thirty-four entries describe what resource agencies do and the programs and funds they administer, only 13 mention how they are organised. Only two entries (MWW 1995; Palmer 1996) specifically deal with resource agency structure. Both mirror the findings of the 1990 Inquiry of the House of Representatives Standing Committee on Aboriginal Affairs into Aboriginal self-management and community control chaired by D. Kerr (Commonwealth of Australia 1990) (the Kerr Report). The Kerr Report noted two agency types. One in which agency functions are channelled through a coordinator, and the other where the agency's services are provided through a number of people and outlets (Commonwealth of Australia 1990).

The only detailed historical account of a resource agency is provided by the Kimberley-based MWW Aboriginal Corporation which defines itself as 'a first point of contact and a conduit for the flow of information and resources between Aboriginal and non-Aboriginal domains' (MWW 1995: 7). When it first started in the late 1970s the agency provided 'accounting and financial services to member communities' often on a voluntary basis (MWW 1995: 5, 6; see also Palmer 1996: 10) but it has since developed into 'a representative regional body' and a 'multi-faceted organisation that endeavours to balance the needs and demands of its member communities against the increasingly complex and congested requirements of governments at all levels' (MWW 1995: 6). MWW diversified in 1991 when its executive became the elected ATSIC Regional Council, though this situation changed when the ATSIC regional boundaries were modified in 1993.

The MWW report provides an insight into how one resource agency has moved from being 'clearing house' for applications and funds to a become more representative body (see also Arthur 1990: 69-75, 89-94). In the Northern Territory, Crough and Pritchard (1990: 71-2) also observe that some resource agencies begin as service deliverers then develop into quasi-local government authorities. However, it seems that structural difficulties may develop when organisations change from administrative and delivery centres into representative bodies handling complex government programs (Crough and Pritchard 1990; Anon. 1989: 12). The organisation may become inefficient as the often poorly trained staff are unable to deal with the new responsibilities. The transition may also affect the agency's relationships with other bodies such as land councils and communities, who may regard it as infringing on their responsibilities.

In Papunya, Palmer (1996: 10) distinguishes between the terms 'agency' and 'outstation resource centre'. Agencies are organisations which do not necessarily provide a range of services or infrastructure but which do receive funding from ATSIC. Palmer includes Finke Council, which has assigned responsibility for homelands to the Town Clerk, as an outstation resource centre (see also Davies 1995: Appendix 1). Other agencies servicing outstations in the region include

Ngurratjurta which distributes mining royalties and provides accounting services and homeland resourcing (Palmer 1996: 10; see also Altman and Taylor 1989: 20-24; ATSIC 1995, 1996b, 1997a).

Unlike in MWW, where a number of people deal with homelands, Palmer (1996: 33-41) notes that the Papunya homelands are usually handled by a single agency coordinator (sometimes termed an adviser). Coordinators are appointed and directed by an agency's governing board or council made up of community members, and are required to manage all of the agency's operations. Generally, more is expected of coordinators than they can deliver, and this creates considerable tension. Also, agency coordinators can become 'jacks-of-all-trades' (Palmer 1996). In one case, a coordinator was the primary source of curriculum material to school teachers, leading to the criticism that they are not always trained in the areas that they have to deal with (Barry 1994). The above echoes a point made in relation to agency staff in the Kimberley and Cape York who often have to balance demands by their Aboriginal clients for a variety of services, against those of their funders for greater administrative efficiency and accountability (Sullivan 1998: 38; Cooke 1994a).

Relationships within and between agencies, other organisations and communities are raised as an issue in the literature. Arthur (1994) argues that agency staff who have control over resources for communities may attain positions of power, an issue which was also identified by an Aboriginal organisation (Anon. 1989: 6-7). Cooke (1994a: 25) provides a schematic model of the various incorporated organisations which provide services to homelands in Cape York. He notes how resource agencies in Cape York are often established by DOGIT community councils and that this top-down process may cause some tension with the community (Cooke 1994a: 26-35). Gerritsen and Phillpot (1996: 10) note that other tensions may arise from the conflict of interest generated when an ATSIC regional council and a resource agency have the same chairperson. Taylor (1996: 63-69) explains how the leader or 'boss' of a homeland may be determined with reference to kinship relations which are embedded in the local cultural and social mores.

Many items in the literature describe or list how resource agencies obtain funding from ATSIC, the Commonwealth, State, Territory and local governments and from royalties, to provide their services (see all ATSIC and Department of Industry (NT) et al. entries; Flick 1989; Arthur 1990, 1991, 1992; Crough and Pritchard 1990; Cooke 1994a: 25-36, 1994b: 39-68; Davies 1995; Deloitte Touche Tohmatsu 1995; Smith and Smith 1995; Gerritsen and Phillpot 1996; Palmer 1996; Senex Consulting 1997). However, there are no data which allow an assessment of the monies which agencies expend on servicing their respective homelands.

The services provided by agencies may include power, water, sanitation, housing, health, stores, shelter, roads, communications, education, airstrips, facilitating commercial activities, running the Community Development Employment Projects (CDEP) scheme, and land rehabilitation. However, not all

resource agencies deliver all of these services, and some tend to focus on one area such as health (Flick 1989; Department of Industries and Development (NT) et al. 1992a, 1992b; Smith and Smith 1995; Palmer 1996: 10; Bartlett et al. 1997), education (Department of Industries and Development (NT) et al. 1995: 13) royalty distribution (ATSIC 1995, 1996b, 1997a). Some commentators suggest that such single-service agencies should be organised into one regional association (Smith and Smith 1995) or umbrella organisation (Cooke 1994a: 36; McCarrey 1996: x, xiii).

Further, not all agencies which provide services are incorporated bodies; for example, the Irrwanyere of the Simpson Desert (Davies 1995: 450-451) and in some regions, services are provided by community councils (Cooke 1994a; Palmer 1996; Flick 1989; Deloitte Touche Tohmatsu 1995; Davies 1995; Department of Industries (NT) et al. 1992a, 1992b).⁷ Agencies can also have different organisational structures. For example, MWW has an executive which functions in conjunction with the ATSIC regional council; Papunya agencies have governing boards or councils overseeing operations (MWW Aboriginal Corporation 1995; Palmer 1996); and Bawinanga Aboriginal Corporation has elected homeland representatives who determine policies.

Summary

Significant attention is devoted in the post-Blanchard literature to homelands themselves, but little has been given to the organisations which provide resources to these homelands. Where agencies are discussed, the focus has been on the programs and the funds they administer, rather than on their organisational structures. Given the increase in the quantity and types of homelands, and the different legislative and policy environments in each State and Territory, it is reasonable to expect that there would be some diversity in resource agency structure and practice across the country and this is reflected in the literature.

However, the literature does allow some conclusions to be made about the characteristics of agencies. In particular, that they vary in size and sophistication, ranging from small organisations (see Northern Territory Open College 1991a-1991f) to those that have a large number of staff servicing a sizeable population (MWW 1995; Gerritsen and Phillpot 1996: 9). They may provide a single service such as health, or a wide variety of services. They are flexible entities and as they grow in size and sophistication, can come to resemble local governments (though without having the same statutory powers). In the main, agencies in the Northern Territory, Western Australia and South Australia provide many of the services to homelands; in northern Queensland and some other parts of the country, community councils often fulfil this role. Three broad types of resource agency can be suggested: the single service provider; the multi-service provider; and the community council.

Policy implications

The limitations of the literature leave many issues which have relevance for policy, unresolved. For instance, are resource agencies composed of a loose federation of sections, each devoted to a particular service, or are they hierarchically arranged? How are agencies established and at what point do they take on representative functions? Can they be representative bodies and also deliver resources effectively? Some homelands may demand more of their resource agencies than others (see Palmer 1996: 23); is this the stimulus for their development, or is it primarily driven by the staff? These issues are probably related to the composition of the homelands, the manner in which people use the resource agency and the relationship between it and other service providers. Some commentators recommend that to be more effective, resource agencies should be coordinated on a regional basis. However, another approach might suggest that agencies will continue to be highly independent bodies having a range of different relationships with local governments, community councils and ATSI regional councils.

Two principal findings emerge from this review of the literature which have implications for policy design. The first is that there is a shortage of information which can be usefully applied to the design of relevant policies for resource agencies. The second is that, from the limited information that is available, there appears to be some significant diversity amongst the types of resource agencies that exist across the country. This second point can also be said to apply to the homelands themselves. The issue of diversity is not always easily accommodated within national policies and this has particular implications for policy design.

Appendix A. Annotated bibliography of literature on homelands since the Blanchard Report

Entries are arranged by each State/Territory and for Australia. A small number cover more than one State and these have been entered in each of the States to which they apply. The entries that have a national perspective are under the 'Australia' heading. The relevant page numbers and chapters are given in parentheses. Information is provided about where entries may be located. This is given as an aid only and entries will also be available at other locations.

The number of entries varies across States/Territories: Northern Territory 43; Western Australia 29; South Australia 8; Queensland 4; Australia-wide 16. By far the majority are located in the Northern Territory, reflecting the large number of outstations there.

Northern Territory

Aboriginal and Torres Strait Islander Commission (ATSIC) 1990. *Northern Territory Joint Assessment of Essential Services and Infrastructure Needs in Aboriginal Communities*, Statistics Section, ATSIC, Canberra.

All Northern Territory Aboriginal communities are tabulated in terms of infrastructure and associated needs. The organising categories are 'land tenure', 'housing', 'water', 'sewerage and drainage', 'power', 'roads', 'maintenance and repair services' and 'airstrips'. Some entries, note organisations which provide services.

Located at: ATSIC library, Canberra.

Aboriginal and Torres Strait Islander Commission (ATSIC) 1993b. *Community and Regional Planning Overview*, ATSIC, Canberra.

Reviews the results of six Aboriginal community development planning pilot projects across Australia. Discusses the 1991 draft community development plans of the Northern Territory Open College, (Section B, 23). Details structures, functions and funding of resource centres in the Kimberley where relevant to community planning (10-20).

Located at: ATSIC library, Canberra.

Aboriginal and Torres Strait Islander Commission (ATSIC). 1995, 1996b, 1997a. *Aboriginals Benefit Trust Account. Annual Reports 1994-1995, 1995-1996, 1996-1997*, ATSIC, Canberra.

The Aboriginals Benefit Trust Account (ABTA), established under the *Aboriginal Land Rights (Northern Territory) Act 1976* receives the equivalent of mining royalty monies from mining operations on Aboriginal land in the Northern Territory and distributes to Northern Territory land councils, Aboriginal associations, communities and groups. After 1994-95 the reports show monies distributed to resource agencies and outstations.

Located at: CAEPR library, Canberra.

Altman, J.C. 1987. *Hunter-Gatherers Today: An Aboriginal Economy in North Australia*, Australian Institute of Aboriginal Studies, Canberra.

Detailed analysis of Momega outstation economy in Arnhem Land. No specific focus on resource agencies or other service providers, but references to their activities (see index under 'Outstation Resource Association' and 'Maningrida Progress Association'). Includes map of outstations.

Located at: ATSIAC, Australian National University (ANU) and National libraries, Canberra.

Altman, J.C and Taylor, L. 1989. *The Economic Viability of Aboriginal Outstations and Homelands*, Report to the Australian Council for Employment and Training, Australian Government Publishing Service, Canberra.

Focus on Northern Territory outstations. Note environmental, economic and land tenure differences in north and central Australia, relate to the different types of outstations and to policy implications (ix, 9, 12, 38, 67). Discusses homeland movement in terms of social and population features (1-7) definition offered (3). History of phases of the outstation movement (8-10). Outstations combine market goods and traditional lifestyle economy (8). Combination of subsistence activities (13-14, 32) money from mining royalties (20-24), social security benefits (29-33) and artefact production (31) produce a viable lifestyle. Combination of cash and subsistence economies can cause problems. Recommends that major income and labour schemes such as the Community Development Employment Projects scheme should supplement subsistence rather than replace it (46). Because outstations have a high productive base, which intersects with government subvention, the notion that outstation residents are 'welfare dependent' is questionable (66).

Located at: ANU, AIATSIS and National libraries, Canberra.

Anon. 1989. *Regional Homelands Development Policy Proposal*. (Attributed to Anangu Pitjantjatjara Council, Alice Springs.)

This document has a central Australian focus and may originate from the Anangu Pitjantjatjara Council, Alice Springs.

Distinguishes between homelands and outstations (1). A homeland is the association of an Aboriginal family to a place which has some significance for them within a 'tribally owned geographical region'. An outstation is considered a satellite of a larger community where the location is not necessarily based on a primary association with the land. Homelands can vary in type. They may be set up for permanent residence, or they may have little infrastructure and used only as a 'get-away' from a larger settlement (3). Homelands may be administered by a Homelands Council as townships do not want responsibility for this. Politics within this Homelands Council determines which homeland gets funding (6-7). Identifies problems associated with the administration of increasingly complex government programs. Notes problems in sharing resources between established and emerging homeland service providers and between agencies which service towns and those which service homelands (12).

Located at: ATSIAC library, Canberra.

Barry, N. 1994. 'Alienation in Aboriginal education', *The Aboriginal Child at School*, 22 (2).

Discusses the variety of educational environments for educating children in Northern Territory including outstation schools. In outstation schools problems may include poorly trained Aboriginal teachers, badly designed teaching materials and the relationships between European outstation advisers and Aboriginal teachers.

Located at: ATSIC library, Canberra.

Bartlett, B., Duncan, P., Alexander, D. and Hardwick, J. 1997. *Central Australian Health Planning: Final Report 1997*, Plan Health Pty Ltd.

Presents a health provision plan for the central Australia region. Includes regional profiles with: outstation categories (32), language groups (33) and details of communities in the Yapakurlangu, Papunya and Alice Springs ATSIC regions. Maps and place names of all outstations (66-84). Details current health service provisions (42-48 and 111-137).

Located at: CAEPR library, Canberra.

Bawinanga Aboriginal Corporation (BAC) 1996. *Maningrida Area Outstations*.

BAC was incorporated in 1979 as an outstation resource agency when residents moved to traditional lands from Maningrida. Profiles 25 outstations and lists programs, such as programs for homelands schools, mobile clinic and environmental health. Policies are determined by elected outstation representatives who utilise funds from a variety of sources.

Located at: the internet at World Wide Web address: <http://www.peg.apc.org/~bawinanga/>

Burke, P. 1991. 'Who needs a community living area? The 'need' requirement in Northern Territory excisions legislation', *Aboriginal Law Bulletin*, 52, (October): 7-9.

Details historical and procedural issues which have resulted in a limited number of excisions being granted in the Northern Territory.

Located at: ATSIC library, Canberra.

Centre for Appropriate Technology and Tropical Public Health Unit 1995. *Planning for a healthy community. Towards a Healthy Living Environment. Old Mapoon. Stage II. Main Report*, Alice Springs Centre for Appropriate Technology and Queensland Health Tropical Public Health Unit, Alice Springs.

Community development plan for Old Mapoon, Cape York Peninsula, Queensland. Notes Old Mapoon residents have to date not wanted to establish outstations, but that this may change with the projected population increase (10). Definition of outstations in terms of services and infrastructure (10, footnote 2).

Located at: ATSIC library, Canberra.

Cross, G.A.R. 1992. Profiles of Outstations Administered by Laynhapuy Homelands Association, Inc.

Not sighted.

Located at: Nhulunbuy ATSIC regional office library.

Cross, G.A.R and Ramingining Homelands Resource Centre 1992. Profiles of Outstations Administered by the Ramingining Homelands Resource Centre Aboriginal Corporation, Northern Territory Department of Lands, Housing and Local Government, Aboriginal Housing and Infrastructure Branch, Darwin.

Not sighted.

Located at: Nhulunbuy ATSIC regional office library.

Crough, G. and Pritchard, B. 1990. Infrastructure Provision in Remote Communities in the Northern Territory, Report prepared for the Central Land Council, Alice Springs, Department of Geography, University of Sydney, Sydney.

Discusses Commonwealth and Northern Territory programs and funding for remote Aboriginal communities in the Northern Territory. Notes the proliferation of outstations (42-56) and the tensions and overlap between Commonwealth and Territory policies (32-41). Notes resource agencies and their relations with Land Councils and Community Councils (71-73). Argues that resource agencies are established to administer programs and funds but often take on a quasi-local government representative status. This leads to conflict with local Community Councils which deliver essential services and with Aboriginal Land Councils which handle land management. Discusses concept of 'community' and its relationship to outstation policy (9-10, 15).

Located at: ATSIC library, Canberra.

Crough, G. and Pritchard, B. 1991. Infrastructure Provision in Remote Communities in the Northern Territory, Report prepared for the Central Land Council, Alice Springs, Department of Geography, University of Sydney, Sydney.

An updated version of the Crough and Pritchard 1990 report (see above) to respond to the outcomes of the 'Royal Commission into Aboriginal Deaths in Custody' including new funding arrangements from Commonwealth to States, Territories and local government and proposals for road funding.

Located at: ATSIC library, Canberra.

Davies, S.J. 1995. Appropriate Planning for Aboriginal Self-determination, unpublished PhD thesis, Department of Geography and Oceanography, University College, University of New South Wales, Sydney.

Discusses the Irrwanyere of the Simpson Desert and the people of Wallaga on the New South Wales south coast. Examines the community planning processes in the context of the local social and political structures. Notes that a number of resource agencies provide services to the Irrwanyere (105) and examines the relationship between homelands and centralised settlements (107-109). Describes the Community Management Training Unit in the South Australia Department of Employment and

Technical and Further Education as a resource agency. Details the Unit's involvement in the Irrwanyere planning process (450-451) and the resulting Irrwanyere homelands development plan (Appendix 2). Describes relationships between outstations and the Aputula council in the township of Finke (Appendix 1, 114-116).

Located at: ATSIC library, Canberra.

Department of Industries and Development (NT), Street Ryan and Associates, and East Arnhem Business Development Association 1995. *Arnhem Region Economic Development Strategy*, Department of Industries and Development, Darwin.

One of a series of five reports produced by the Territory Government to identify the economic needs issues and strategies in five regions in the Northern Territory. Regions covered are Katherine, Tiwi Islands, Central Australia and Barkly. All reports provide standardised information on the history, regional geography, social environment and economic development. Outstations and resource agencies are described where these are relevant to a region's economy. Each report is in two volumes. Volume one is a descriptive text with data; volume two is a series of maps.

Volume one notes the 14 major communities (7) in Arnhem Land and provides community profiles (Appendices 5-17, 82-121) except for Milyakburra. Each community profile contains information on location, population, employment, enterprises, and council funding and functions. Community profiles note associated outstations, their outstation population numbers, and show if outstations are serviced by either the community council or a resource agency. Discusses 'homeland learning centres' coordinated by Hub Schools (13). Resource agencies are differentiated from community councils by their functions (31).

Volume two is a series of regional maps (land use, communities, health centres etc.) compiled from Commonwealth and Northern Territory Government sources.

Located at: CAEPR library, Canberra.

Department of Industries and Development (NT), Street Ryan and Associates and Katherine Regional Economic Development Committee 1992. *Katherine Region Economic Development Strategy*, Department of Industries and Development, Darwin.

One of a series of five reports produced by the Territory Government to identify the economic needs issues and strategies in five regions in the Northern Territory. Regions covered are Katherine, Tiwi Islands, Central Australia and Barkly. All reports provide standardised information on the history, regional geography, social environment and economic development. Outstations and resource agencies are described where these are relevant to a region's economy. Each report is in two volumes. Volume one is a descriptive text with data; volume two is a series of maps.

Volume one lists the local governments and incorporated associations which provide services to the Katherine region (22, 57) and details the amount and sources of their funding 1990/91.

Volume two is a series of regional maps (land use, communities, health centres etc.) compiled from Commonwealth and Northern Territory Government sources.

Located at: CAEPR library, Canberra.

Department of Industries and Development (NT), Street Ryan and Associates and Barkly Regional Economic Development Committee 1992. *Barkly Region Economic Development Strategy*, Department of Industries and Development, Darwin.

One of a series of five reports produced by the Territory Government to identify the economic needs issues and strategies in five regions in the Northern Territory. Regions covered are Katherine, Tiwi Islands, Central Australia and Barkly. All reports provide standardised information on the history, regional geography, social environment and economic development. Outstations and resource agencies are described where these are relevant to a region's economy. Each report is in two volumes. Volume one is a descriptive text with data; volume two is a series of maps.

Volume one lists the local governments and incorporated associations which provide services to the Barkly region (21-22). Describes the providers of health care, including the Tennant Creek Aboriginal health service and the Anyinginyi Health Congress (18).

Volume two is a series of regional maps (land use, communities, health centres etc.) compiled from Commonwealth and Northern Territory Government sources.

Located at: CAEPR library, Canberra.

Department of Industries and Development (NT), Street Ryan and Associates and Central Australian Regional Economic Development Committee 1993. *Central Australian Region Economic Development Strategy*, Department of Industries and Development, Darwin.

One of a series of five reports produced by the Territory Government to identify the economic needs issues and strategies in five regions in the Northern Territory. Regions covered are Katherine, Tiwi Islands, Central Australia and Barkly. All reports provide standardised information on the history, regional geography, social environment and economic development. Outstations and resource agencies are described where these are relevant to a region's economy. Each report is in two volumes. Volume one is a descriptive text with data; volume two is a series of maps.

Volume one describes health care arrangements (17-18) and electricity and water infrastructure for the estimated 150 Aboriginal communities in the region (23). Lists Aboriginal communities with populations ranging from 77 to 668 (Appendix 4, 81-870) and their essential services (Appendix 5, 88-90).

Volume two is a series of regional maps (land use, communities, health centres etc.) compiled from Commonwealth and Northern Territory Government sources.

Located at: CAEPR library, Canberra.

Department of Industries and Development (NT), Street Ryan and Associates and Central Australian Regional Economic Development Committee 1996. *Tiwi Islands Region Economic Development Strategy*, Department of Industries and Development, Darwin.

One of a series of five reports produced by the Territory Government to identify the economic needs issues and strategies in five regions in the Northern Territory. Regions covered are Katherine, Tiwi Islands, Central Australia and Barkly. All reports provide standardised information on the history, regional geography, social environment and economic development. Outstations and resource agencies

are described where these are relevant to a region's economy. Each report is in two volumes. Volume one is a descriptive text with data; volume two is a series of maps.

Volume one lists the settlements and outstations in the Tiwi Islands (Bathurst and Melville Islands) (6). Describes a five-year housing plan to be delivered through several agencies and local governments (18-21). Notes the Wurankuwu area where the majority of Bathurst Island outstations are located (19). Describes the major organisations providing services and the sectors they are involved in (41-50). Provides community profiles of Nguiu, Pirlangimpi, Milikapiti and Wurankuaw (Appendices 2,3,4, and 5, 54-69).

Volume two is a series of regional maps (land use, communities, health centres etc.) compiled from Commonwealth and Northern Territory Government sources.

Located at: CAEPR library, Canberra.

Flick, J. 1989. *Tennant Creek Service Delivery: Mobile Agent Proposal*, North Australia Development Unit, Darwin.

Describes functions and interrelations of four major Tennant Creek service organisations. Jurnkurakurr Resource Centre services an estimated 2,000 people in some 29 communities and outstations (4) (its services and organisational structure are described); Julalikari Community Council's responsibilities are mainly to Tennant Creek town dweller; Anyinginyi Congress provides health and welfare services to residents of both town and outstations; and Wakkapikari is a supermarket which provides a mobile outstation food service. Jurnkurakurr Resource Centre and Julalikari Community Council have jurisdictional autonomy.

Located at: CAEPR library, Canberra.

Gerritsen, R. and Phillpot, S. 1996. *A Survey of Outstations and Their Policy Implications: Overview Report*, Australian Centre for Regional and Local Government Studies, University of Canberra, and ATSIC Housing, Infrastructure and Health Branch, Canberra.

This survey has two major themes. One is an analysis of the 'urban homeland' movement in the area of Ceduna, South Australia (Appendix 1). The second is an examination of outstations across several northern ATSIC regions. In Western Australia: Kununurra, Broome and Derby, (Appendix 2); in Northern Territory: Darwin and Jabiru, (Appendix 3); and in Queensland Cooktown (Appendix 4). Describes three phases of outstation development (8-11). Discusses definitional issues related to such categories as 'outstation', 'homelands', 'urban homelands', 'major centres', 'decentralised centres', 'emerging' communities', 'commuter outstations' 'dormitory camps', 'town outstation', 'town camps', 'weekend outstation' and their 'residential patterns' (11-20). Notes the problem in providing the same standard of service in different locations (19).

Appendix 1 includes regional demographic, economic and employment indices (4-6) and notes that Wangku Wilurrara Regional Council helps to establishment homelands (9). Profiles eight homeland areas in the Ceduna-Yalata region noting funding sources, programs and land acquisition (9-14). No direct discussion of resource agencies, although community ('mother') organisations are noted (Tables 8.1-8.4). Homelands are listed (12 and Tables 1-6 (22-25)). All information is organised into 11 tables (22-28).

Appendix 2 includes six tables on population, land holdings and occupations in the Kimberley, detailing the relevant service providers (9-11, 16-18, 21). Notes the region's outstations (6, 12-15, 18, 20) and the housing and economic status of communities in the Fitzroy Valley (Table A2.3.4 (24)).

Appendix 3 lists the organisations which provide services in the Darwin region (2) and the communities which receive these services (5-6). Briefly discusses the funding of emerging outstations in the Jabiru region (8-11).

Appendix 4 details various socioeconomic features of the Cape York Peninsula region (3-4), history and types of outstations (6-7), relationships between outstations and larger communities and funding arrangements (8-9). Three small case studies of community diversity in the region close the appendix.

Located at: ATSI library, Canberra.

Head, L. and Fullagar, R. 1991. "We all la one land': pastoral excisions and Aboriginal resource use', *Australian Aboriginal Studies*, 1: 39-52.

Focuses on land use and resource management in the Marralam outstation north, Northern Territory, located near the border with Western Australia. Details Northern Territory excision procedures for Aboriginal groups seeking access to pastoral lands (41). Argues that Marralam residents subsistence practices are compatible with grazing practices and need greater legislative protection than currently exists.

Located at: ATSI library, Canberra.

Joint Review Group (Northern Territory) 1990. *Living Areas in Northern Territory Pastoral Districts*, Second Report of the Joint Review Group, Darwin.

Details of Northern Territory pastoral excisions for the period July-October 1990. Includes 'Memorandum Of Agreement Between the Commonwealth and the Northern Territory of the Granting of Community Living Areas in Northern Territory Pastoral Districts' (Attachment A). This stipulates Northern Territory powers of acquisition, especially over stock routes and stock reserves. Includes 'Proposed Northern Territory Statute Law Revision Bill—Community Living Areas'.

Located at: ATSI library, Canberra.

Karp, D. 1996. *Bore Completions Report: Elcho Island Outstations*, Northern Territory Power and Water Authority, Water Resources Division, Darwin.

Not sighted.

Located at: Nhulunbuy ATSI regional office library.

Marthakal Homelands Resource Centre 1989. *Five Year Development Plan 1989-1994 for Self-determination*.

Not sighted.

Located at: Nhulunbuy ATSI regional office library.

Northern Territory Open College 1991a. Ampilatwatja Community Development Plan: Draft Guidelines and Strategies for Development 1991-1996, Northern Territory Open College, Alice Springs.

Describes delivery of services and infrastructure for Ampilatwatja, located on a pastoral excision northeast of Alice Springs. Details plans for appropriate services and support for the community development.

Located at: ATSI library, Canberra.

Northern Territory Open College 1991b. Atitjere Homelands Community Development Plan: Draft Guidelines and Strategies for Development 1991-1996, Northern Territory Open College, Alice Springs.

Describes the Atitjere Homelands Community in the Northern Territory and its relationship to neighbouring outstations. Details plans for establishing appropriate services and support to regional outstations and the funding grants for 1990-92 (58).

Located at: ATSI library, Canberra.

Northern Territory Open College 1991c. Kaltukatjara Community Development Plan: Draft Guidelines and Strategies for Development 1991-1996, Northern Territory Open College, Alice Springs.

Describes service delivery and infrastructure for Kaltukatjara (Docker River). Lists 1990-91 grants (15), the 16 outstations and the administration of their services and infrastructure by Njura Tjaku Inc. Details a plan for establishing appropriate services and support for community development.

Located at: ATSI library, Canberra.

Northern Territory Open College 1991d. Santa Teresa Community Development Plan: Draft Guidelines and Strategies for Development 1991-1996, Northern Territory Open College, Alice Springs.

Describes service delivery and infrastructure for Santa Teresa community, southeast of Alice Springs. Describes land tenure history (10) and stresses importance of cattle station and Community Development Employment Projects scheme work. Details a plan for establishing appropriate services and support for community development.

Located at: ATSI library, Canberra.

Northern Territory Open College 1991e. Titjikala Community Development Plan: Draft Guidelines and Strategies for Development 1991-1996, Northern Territory Open College, Alice Springs.

Describes service delivery and infrastructure for the Titjikala Community, south of Alice Springs. Describes land tenure history and details a plan for establishing appropriate services and support for community development.

Located at: ATSI library, Canberra.

Northern Territory Open College 1991f. Walungurru Community Development Plan: Draft Guidelines and Strategies for Development 1991-1996, Northern Territory Open College, Alice Springs.

Describes service delivery and infrastructure for the Walungurru (Kintore) Community, south of Alice Springs.

Located at: ATSIIC library, Canberra.

Palmer, K. 1996. Outstation Resource Centre Review, Report prepared for the Papunya Regional Council, Alice Springs.

Adopts the term 'agency' rather than 'Outstation Resource Centre'. Reviews ten ATSIIC funded agencies in the Papunya region, noting service delivery, staff salaries and terms of employment, and the differing governing arrangements operating for each agency, particularly as these relate to other governing bodies (10). Discusses issues involved with the terms 'homeland' and 'outstation' (13-14). Notes problems of identifying recipients of funds (15). Discusses the variability and mobility of outstation populations and how this affects the demand for services (23) and develops a 'person unit index' as a standard measurement of residency to allow uniform assessment (19). Notes division of services (32) and that there is little duplication of funding between ATSIIC and other funders (33). Discusses employment, salary and conditions of agency staff (23-32) and notes the structure of agencies and the relationship between the coordinator, the clients and the governing council or board (32-33, 42). The role of the coordinator is considered pivotal and discussed in relation to the control of resources (34-41). Discusses the elements which impinge on the funding process: local, regional, relationship of agency to other councils, fee for service arrangement between agencies and community or regional councils (41-46). Profiles each of the ten agencies in the region, noting performance, compliance with grants, goals, reporting, evaluation, planning, service delivery (Part 2, 47-66). Includes ATSIIC staff comments on the agencies. Includes survey questionnaires (Appendix A) terms of reference (Appendix B) the list of people consulted (Appendix C) and the data used for the agency profiles (Appendix D).

Located at: AIATSIS library, Canberra.

Prior, J. and Wunungmurra, W. 1989. Aboriginal Employment in Homelands and Outstations, Report to the Australian Council for Employment and Training, Australian Government Publishing Service, Canberra.

Describes work practices in several Northern Territory outstations. Notes mixed outstation economy, comprising subsistence and cash income. Briefly describes four communities: Kybrook Farm near Pine Creek, Canteen Creek, Gurrumurru and Utopia. The first three communities are serviced by the Pine Creek Aboriginal Advancement Association, Jurnkurakurr Resource Centre and Laynhapuy Association respectively (no mention is made of a resource agency for Utopia). The services provided by each agency are described.

Located at: CAEPR and ATSIIC libraries, Canberra.

Sexton, S. 1996. 'Homeland movement: high and low roads', *Aboriginal Law Bulletin*, 3 (83): 4-7.

Examines the legal basis of Aboriginal land holdings in the Northern Territory and Western Australia and security of tenure for outstations. Examines the *Aboriginal Land Rights (Northern Territory) Act 1976*, the *Land Act 1993* (Western Australia) and the *Aboriginal Affairs Planning Authority Act 1972* (Western Australia). Notes that in Western Australia land is granted to Aboriginal people at the discretion of the State government. The size of a 'community living area' granted in Western Australia is comparable to a pastoral excisions in Northern Territory. Discusses access rights under the different legislation and notes that unlike land granted under the *Aboriginal Land Rights (Northern Territory) Act 1976*, control over access to the land granted under the Western Australian legislation rests ultimately with the relevant State minister. Argues that in terms of outstations and land management, the size of 'community living area' grants in Western Australia suggests that they are established to provide appropriate conditions for funding arrangements, as there is little scope for traditional Aboriginal practices of land management.

Located at: ATSIC library, Canberra

Stanley, O. 1989. 'The changing roles for Aboriginal bush towns', in P. Loveday and A. Web (eds) *Small Towns in Northern Australia*, North Australia Research Unit, Darwin.

Discusses the emergence of Aboriginal towns from former mission or government settlements (156-157). Refers to 'staging town' as outstations which have developed into places with established institutional structures, and which in turn service new and developing outstations (157).

Located at: AIATSIS library, Canberra.

Taylor, J. 1992. 'Geographic location and Aboriginal economic status: a census-based analysis of outstations in the Northern Territory', *Australian Geographical Studies*, 30 (2): 163-84.

Uses 1986 Census data to examine demographic and economic characteristics of Aboriginal people in remote Northern Territory locations. Argues that the concept 'locational disadvantage', used to characterise Aboriginal communities which are not well connected to mainstream market economies, is euro centric and has limitations. Instead, argues that in Aboriginal terms the move to outstations makes for 'locational advantage', as culturally and socially relevant lifestyles can be pursued in conjunction with access to minimal Commonwealth resources (5). Notes difficulties in interpreting census material, as the geographic area and configuration of collection district boundaries fail to capture the size and spatial dynamics of outstations (9-12). Examines a number of socioeconomic characteristics (14-26) and concludes that notions such as 'locational disadvantage and advantage' must be used with care (27) as, at an aggregate level, outstations do not display different population characteristics from the wider Aboriginal population (28). More discrete geographic areas should be adopted in the national Census to help determine outstation population mobility (29).

Located at: CAEPR library, Canberra.

Taylor, J. 1993. 'Aboriginal socioeconomic change in the Northern Territory, 1986-91,' *CAEPR Discussion Paper No. 40*, Centre for Aboriginal Economic Policy Research, The Australian National University, Canberra.

This work updates Taylor (1992) incorporating data from the 1991 Census.

Taylor, L. 1996. *Seeing the Inside: Bark Painting in Western Arnhem Land*, Clarendon Press, Oxford.

Focuses on Kunwinjku of western Arnhem Land and the social dynamics of outstations in this area (63-69). Defines outstation camps in terms of their infrastructure and service arrangements. Discusses the cultural and social rationale for establishing outstations and the ceremonial and religious reasons for mobility between them. Describes how an outstation 'boss' is understood in kinship terms.

Located at: ATSI library, Canberra.

Thorn, B. 1996. *Daly River Regional Council Regional Plan 1993/4, 1994/5, 1995/6*, Daly River Regional Council, ATSI.

Presents socioeconomic and infrastructure data for 34 outstations and communities in the Daly River region, with accompanying photos for each (33-101). Includes maps.

Located at: ATSI library, Canberra.

Young, E. 1990. 'Aboriginal population mobility and service provisions: a framework analysis', in B. Meehan and N. White (eds) *Hunter-Gatherer Demography: Past and Present*, Oceania Monograph 39, University of Sydney, Sydney.

Focuses on the central Australia region where Walpiri and Anmatyerre are located (189). Argues that the high mobility of Aboriginal people in remote areas presents difficulties for the provision of services infrastructure. Suggests that there are two types of Aboriginal mobility: circular migration where people return to a place of origin after periods of time elsewhere; and chain migration where people move between various friends and kin (188). These types of mobility result in multi-local residence at outstations and non-Aboriginal communities (188) and the notion of a 'mobility region'. Notes that the history of the region and the distribution of members of extended families has affected settlement features (189). Suggests that local regions, defined in terms of relations to country, provide a more appropriate base for measuring population and for servicing outstations, than do conventional census enumeration techniques (190-191). Describes in detail a series of movements in the region in relation to a 1982 land claim (192-193). Notes the effect of social security payments on mobility (193). Includes maps of settlements.

Located at: CAEPR and ANU libraries, Canberra.

Young, E. and Doohan, K. 1989. *Mobility for Survival: A Process Analysis of Aboriginal Population Movement in Central Australia*, North Australia Research Unit, The Australian National University, Darwin.

Focuses on mobility among the Walpiri, Anmatyerre, Arrernte and Pitjantjatjara in central Australia in terms of history, ceremonial activities, social networks, subsistence, availability of cash and service delivery. Notes a range of mobility patterns and their spatial limits. Describes socio-demographic characteristics and the spread of outstations (chapter 3); issues surrounding service delivery to mobile populations (chapters 7-10); and service and infrastructure requirements for outstations (211-216). Includes maps.

Located at: CAEPR library, Canberra.

Young, E., Crough, G. and Christopherson, C. 1993. *An Evaluation of Store Enterprises in Aboriginal Communities*, North Australia Research Unit, The Australian National University, Darwin.

Two papers from research for Arnhem Land Progress Association (ALPA) which operates community stores across Arnhem Land. The first paper details ALPA's organisational structure and service delivery functions, and then makes comparisons with the Anangu Winkiku Stores operating in Pitjantjatjara communities in South Australia and southern Northern Territory, and with the Yanangu Stores organisation operating in six communities around Alice Springs. Shows how these Aboriginal organisations have different organisational and financial structures. The Crough and Christopherson paper situates ALPA in its socio-political context which include community dynamics and other Aboriginal organisations. Includes maps.

Located at: ATSIIC library, Canberra.

Western Australia

Aboriginal Affairs Department (Western Australia) 1995. *Wunan Region, Information Package*, Aboriginal Affairs Department, Perth.

Aboriginal Affairs Department (Western Australia) 1995. *Derby Region, Information Package*, Aboriginal Affairs Department, Perth.

Aboriginal Affairs Department (Western Australia) 1995. *Broome Region, Information Package*, Aboriginal Affairs Department, Perth.

Aboriginal Affairs Department (Western Australia) 1995. *Warburton Region, Information Package*, Aboriginal Affairs Department, Perth.

Aboriginal Affairs Department (Western Australia) 1995. *South Hedland Region, Information Package*, Aboriginal Affairs Department, Perth.

Aboriginal Affairs Department (Western Australia) 1995. *Geraldton Region, Information Package*, Aboriginal Affairs Department, Perth.

A package of six separate documents providing statistical and other information about this ATSI region. The packages contain:

Land Information (details of land areas and types of land tenure);

Regional Planning Profile (Profiles of the region from the 1991 Census);

Australian Bureau of Statistics (ABS) Community Profiles (Comparative statistics on each major community from the 1991 Census);

Housing and Infrastructure Survey Data (Profile of each place where Aboriginal people are living with assessment of all services; estimates of populations are included for some places, based on 1992 ABS Housing and Infrastructure Survey);

Community Profile—Abridged Report (Profile of all places where Aboriginal people are living with assessment of level of services and populations);

Legislative Responsibilities of Key Government Agencies (Profile of responsibilities of: Department of Community Development; Health Department; Homeswest and Aboriginal Housing Board; Education Department; Western Power; Water Authority).

The packages contain very good information on each location in the region. Data on resource agencies are not included.

Located at: Aboriginal Affairs Department, Perth.

Aboriginal Affairs Planning Authority (Western Australia) 1991. Annual Report 1990-1991, Aboriginal Affairs Planning Authority, Perth.

Lists approved 99-year leases, reserves and freehold land to communities and organisations under the Aboriginal Lands Trust (7. Appendices 4-6). Notes recipients of funding to town reserves and organisations (7), to leases under the Aboriginal Living Area Program (8) and the initiatives for town campers (10). Map of major Aboriginal communities is included.

Located at: Aboriginal Affairs Department, Perth.

Aboriginal Affairs Planning Authority (Western Australia) 1994. Regional Planning Profiles: West Australia Aboriginal People, Aboriginal Affairs Planning Authority, Perth.

Statistical and demographic information for the nine ATSI regions in Western Australia. Included are maps of community locations and lists of community organisations for each region.

Located at: ATSI library, Canberra.

Aboriginal and Torres Strait Islander Commission (ATSI) 1991. Community Infrastructure Program Evaluation: Phases II and III, Office of Evaluation and Audit, ATSI, Canberra.

Report on phases II and III of Community Infrastructure Program (CIP) evaluation. Phase II comprises case studies of infrastructure provision mainly in Queensland and Western Australia. Phase III comprises of general strategies for effective CIP delivery. Appendix 10 provides information on 1987 'Joint Aboriginal Development Commission/Department of Aboriginal Affairs Aboriginal Housing and Accommodation Needs Survey' which identifies 902 'non-urban Aboriginal communities'. These

include outstations, remote communities, town camps and Aboriginal reserve and communities. Material is also organised by 'Aboriginal communities by provision of infrastructure' including the categories: 'community types', 'Aboriginal land/reserve', 'town camp' and 'outstation/remote'.

Includes brief case studies of Marra Worra Worra Resource Agency, Fitzroy Crossing (66) and Balangarri Resource Agency, East Kimberley (72).

Located at: ATSI library, Canberra.

Aboriginal and Torres Strait Islander Commission (ATSIC) 1993b. Community and Regional Planning Overview, ATSI, Canberra.

Reviews the results of six Aboriginal community development planning pilot projects across Australia. Discusses the 1991 draft community development plans of the Northern Territory Open College. (Section B, 23). Details structures, functions and funding of resource centres in the Kimberley where relevant to community planning (10-20).

Located at: ATSI library, Canberra.

Alexander, Peter and Associates 1991. Inquiry into Service Provision and Resource Provision to Remote Aboriginal Communities, Perth.

Not sighted.

Arthur, W.S. 1990. Between Two Worlds: Aboriginal Cultural Autonomy and Economic Assimilation in Remote Western Australia in the 1980s, Master's thesis, Department of Anthropology, University of Western Australia.

Focuses on service delivery and industry in Fitzroy Crossing and Fitzroy valley in west Kimberley based on 1985-86 research. Provides brief community outlines (38-43) and notes access to industry and government resources (43-57). Details service sector with emphasis on Marra Worra Worra resource agency (59-75, 89-94). Discusses issues involved in use of term 'community' (60-67).

Located at: ATSI library, Canberra.

Arthur, W.S. 1991. 'Funding allocations to Aboriginal people: the Western Australia case', CAEPR Discussion Paper No. 15, Centre for Aboriginal Economic Policy Research, The Australian National University, Canberra.

Details allocations by Commonwealth, State and local governments to remote communities in remote Western Australia. Notes issues effecting service delivery (5) and allocations to remote regions (13-17).

Located at: AIATSIS and ATSI libraries, Canberra.

Arthur, W.S. 1992. Survey of Youth Services in the Shire of Broome and Derby/West Kimberley, Western Australia, Department of Employment Education and Training, Canberra.

Survey of government and non-government services to youth aged 15-19 in the Kimberley region. Lists all youth service providers (Appendix B 21-90).

Located at: ATSI library, Canberra.

Arthur, W.S. 1994. 'Cultural autonomy, economic equity and self-determination within nation-states: Australian Aborigines in remote regions', *Australian Aboriginal Studies*, 2: 28-37.

Argues that Aboriginal resource agencies can create community dependency by locating resources and access to them in agency staff with whom residents must continuously negotiate with.

Located at: ATSI library, Canberra.

Barker, M. 1994. *Responsibilities of Local Authorities and Legal Entitlements of Aboriginal Communities to Environmental Health Services*, Report to the Working Party on Local Authority Services to Aboriginal Communities Commissioned by the Executive Director of Public Health, Health Department, Western Australia.

Not sighted.

Cane, S. 1989. *Return to the Desert*, Report to the Department of Aboriginal Affairs and Wirramanu Aboriginal Council, Balgo, National Heritage Studies Pty Ltd, Canberra.

Not sighted.

Cane, S. and Stanley, O. 1990. *Returning to the Desert: Stage 2*, Report to ATSI and Yagga Yagga Aboriginal Community, National Heritage Studies Pty Ltd, Canberra.

Not sighted.

Daube, M. 1994. *Report of the Task Force on Aboriginal Social Justice*, two volumes, Government of Western Australia, Perth.

Broad ranging information on the social conditions of Aboriginal people in Western Australia. Addresses outstations specifically (Chapter 16 of volume 2). Discusses outstation definitional issues (469-470) and the extent to which the State Government is prepared to fund outstations (471-473). Includes a briefing paper on community stores (appendix N).

Located at: CAEPR library, Canberra.

Deloitte Touche Tohmatsu 1995. *Comparative Study of Essential Services Delivered to Selected Aboriginal Communities and Remote Townships*, Aboriginal Affairs Department, Western Australia, and ATSI.

Focuses on levels, costs and accessibility of services to six Aboriginal communities in Western Australia. The majority of the report consists of tables (14-144) which include service providers (139), the services and the service costs. Two kinds of service provider are noted, those providing infrastructure and those providing all other services (13); only local government and State departments are included.

Located at: CAEPR library, Canberra.

Gerritsen, R. and Phillpot, S. 1996. *A Survey of Outstations and Their Policy Implications: Overview Report*, Australian Centre for Regional and Local Government Studies, University of Canberra, and ATSIC Housing, Infrastructure and Health Branch, Canberra.

This survey has two major themes. One is an analysis of the 'urban homeland' movement in the area of Ceduna, South Australia (Appendix 1). The second is an examination of outstations across several northern ATSIC regions. In Western Australia: Kununurra, Broome and Derby, (Appendix 2); in Northern Territory: Darwin and Jabiru, (Appendix 3); and in Queensland, Cooktown (Appendix 4). Describes three phases of outstation development (8-11). Discusses definitional issues related to such categories as 'outstation', 'homelands', 'urban homelands', 'major centres', 'decentralised centres', 'emerging' communities, 'commuter outstations' 'dormitory camps', 'town outstation', 'town camps', 'weekend outstation' and their 'residential patterns' (11-20). Notes the problem in providing the same standard of service in different locations (19).

Appendix 1 includes regional demographic, economic and employment indices (4-6) and notes that Wangku Wilurrara Regional Council helps to establishment homelands (9). Profiles eight homeland areas in the Ceduna-Yalata region noting funding sources, programs and land acquisition (9-14). No direct discussion of resource agencies, although community ('mother') organisations are noted (Tables 8.1-8.4). Homelands are listed (12 and Tables 1-6 (22-25)). All information is organised into 11 tables (22-28).

Appendix 2 includes six tables on population, land holdings and occupations in the Kimberley, detailing the relevant service providers (9-11, 16-18, 21). Notes the region's outstations (6, 12-15, 18, 20) and the housing and economic status of communities in the Fitzroy Valley (Table A2.3.4 (24)).

Appendix 3 lists the organisations which provide services in the Darwin region (2) and the communities which receive these services (5-6). Briefly discusses the funding of emerging outstations in the Jabiru region (8-11).

Appendix 4 details various socioeconomic features of the Cape York Peninsula region (3-4), history and types of outstations (6-7), relationships between outstations and larger communities and funding arrangements (8-9). Three small case studies of community diversity in the region close the appendix.

Located at: ATSIC libraries, Canberra.

Hames, K. 1995. *Report of the Chief Executive Officer Working Party on Essential Services*, Government of Western Australia, Perth.

Not sighted.

Marra Worra Worra (MWW) Aboriginal Corporation 1995. *A Regional Approach to Delivery of Housing and Essential Services to Aboriginal communities in the Kimberley*, Submission to the Government of Western Australia, the Commonwealth Government, and to the Aboriginal and Torres Strait Islander Commission concerning policies and practices, and 'Regional Services Agreements' as a pilot project in the Kimberley, MWW Aboriginal Corporation, Fitzroy Crossing.

Details the history, functions, funding sources, structure and policies of the Marra Worra Worra (MWW) resource agency in the Kimberley. The resource agency services 33 communities within the Fitzroy Valley, ranging from 20 to 400 people (7). Detailed discussion on the history and functions of

various government providers of services and infrastructure. Notes that funds from different government agencies for water and power results in differential community costs (9). Argues the complexity of State and Commonwealth programs for service provision (9-12) that capital development and upgrade costs have been met by ATSIC Infrastructure 'State Grants' Program, and that public utilities are deriving a profit from their involvement with Aboriginal programs (14). Local government and centralised agencies delivering housing services are considered unsuited to meeting remote Aboriginal community interests (27). Argues that decentralising to local administrative structures would produce benefits and be more sensitive to local conditions (32, 59). Considers that existing health building guidelines are often irrelevant for Aboriginal communities and that MWW has, in conjunction with the NBC Aboriginal Corporation (33), developed appropriate health and building standards (36). Discusses models for service delivery to remote communities (46-49) and argues that institutions such as resource agencies (which have a coordinated approach) are more appropriate than government departments (which take a sectoral approach). Discusses funding streams (50-59) and a regional organisation model for service delivery (60-67). Includes tables and a map of the Fitzroy Valley communities and their services.

Located at: CAEPR library, Canberra.

McCarrey, L.E. 1996. *Provision of Services to Aboriginal People in Western Australia: The Issues, an Action Plan and Proposed Legislation. A Paper for Discussion*, Department of Aboriginal Affairs, Legislative Review Reference Group, Perth.

Details recommendations for providing services to non-urban communities, particularly outstations (ii, viii). Suggests priority should be given to larger, permanent communities rather than more mobile communities such as outstations as a more efficient use of limited funds (iii, 10, 11, 13, 14). Suggests a regional approach to service provision (x) which would coordinate all levels of government (iv, 5, 14). Argues agencies frequently do not have long term objectives, resulting in an unclear relationship with governments (9-10) and proposes an 'Aborigines Communities Infrastructure Council' (xiii). Suggests a relationship between land tenure and lack of local government services (v, 17). Notes Commonwealth and State funding responsibilities (15), the conditions for a user-pays service strategy (16-17) and the need to develop protocols for the coordination of agencies (35).

Located at: CAEPR library, Canberra.

Senex Consulting 1997. *A Feasibility Study for a Kimberley Aboriginal Housing and Essential Service Corporation*, Report produced for ATSIC, Canberra.

Examines the possibility of establishing a housing delivery corporation for the Kimberley controlled by Aboriginal representatives; proposes an organisation structure. Lists the various agencies which currently receive funds for remote housing and essential services (8, 24-33). Indicates the route monies take from the Federal and State Governments to resource agencies (34), and the various State and Federal Acts under which service deliverers operate (36).

Located at: ATSIC library, Canberra.

Sexton, S. 1996. 'Homeland movement: high and low roads', *Aboriginal Law Bulletin*, 3 (83): 4-7.

Examines the legal basis of Aboriginal land holdings in the Northern Territory and Western Australia and security of tenure for outstations. Examines the *Aboriginal Land Rights (Northern Territory) Act 1976*, the *Land Act 1993* (Western Australia) and the *Aboriginal Affairs Planning Authority Act 1972* (Western Australia). Notes that in Western Australia land is granted to Aboriginal people at the discretion of the State government. The size of a 'community living area' granted in Western Australia is comparable to a pastoral excisions in Northern Territory. Discusses access rights under the different legislation and notes that unlike land granted under the *Aboriginal Land Rights (Northern Territory) Act 1976*, control over access to the land granted under the Western Australian legislation rests ultimately with the relevant State minister. Argues that in terms of outstations and land management, the size of 'community living area' grants in Western Australia suggests that they are established to provide appropriate conditions for funding arrangements, as there is little scope for traditional Aboriginal practices of land management.

Located at: ATSIC library, Canberra.

Smith, D. and Smith, P. 1995. *Getting Strength from Country. Report of the Outstation Impact Project: Concerning the Delivery of Health Services to Outstations in the Kimberley Region, Western Australia.*

Focuses mainly on agencies delivering health services to outstations in the Kimberley region and details the various resource centres, Aboriginal organisations, programs and government departments involved (17-24). Develops an 'environmental needs index', in which standard measurements of outstation water and sewerage facilities allow comparison of environmental health across 57 listed and observed outstations (Table 2B) (35-38). Discusses levels of communications and access (39-40), current and future health services (41-42), community support for Aboriginal health workers (43), motivation for establishing outstations (44), alcohol status of outstations (45) and health implications of outstation movement (46-49). Details the various health plans (50-71), health service providers, programs and expenditure in the region, notes public health issues (72). Assesses Commonwealth legislation affecting Aboriginal people and reports into social justice (73-79). Proposes outstation Health Councils (82-88), focusing on the Noonkanbah community which swells in size in the wet season as outstation residents relocate there (89). Notes Winun Ngari Resource Centre in Derby. Regards resource centres as the most efficient service deliverers (94-95).

Terms of reference for the report (Appendix 1). Database on which the report rests (Appendix 2). Analysis of the Australian Bureau of Statistics' National Aboriginal and Torres Strait Islander Survey 1994 for the Kimberley region (Appendix 3). Case studies of Dolly Hole, Warmun community and Yagga Yagga (Appendix 4 and 5). Regional groups and affiliations to outstations describing the relation of outstations to other communities and the complexity of service provision (Appendix 5). Includes maps of language groups and the location of outstations.

Located at: CAEPR library, Canberra.

Sullivan, P. 1988. *Aboriginal Community Representative Organisations: Intermediate Cultural Processes in the Kimberley Region, Western Australia*, East Kimberley Working Paper 22, Centre for Resource and Environmental Studies, The Australian National University, Canberra.

Discusses community councils, Aboriginal medical services, resource agencies, Kimberley Land Council and other agencies in the Kimberley and the often conflicting Aboriginal and non-Aboriginal interests in these.

Located at: CAEPR, ANU, AIATSIS and National libraries, Canberra.

Western Desert Regional Council 1996. *Western Desert Regional Plan, Warburton Ward*, Western Desert Regional Council, Aboriginal and Torres Strait Islander Commission.

A regional plan focusing on outstation development. Details administrative service delivery, infrastructure issues and the division of responsibilities for programs for communities in the Warburton area (27-77).

Located at: ATSIC library, Canberra.

South Australia

Anangu Pitjantjatjara 1993. *Anangu Pitjantjatjara Homelands Policy*, Anangu Pitjantjatjara Council.

Outlines a regional approach to homelands infrastructure provision in the Pitjantjatjara region. Notion of 'resource area' as the ideal maximum area for access to essential resources (80 kilometre radius) recognising that in practice this is not always possible (6).

Located at: AIATSIS library, Canberra.

Gerritsen, R. and Phillipot, S. 1996. *A Survey of Outstations and Their Policy Implications: Overview Report*, Australian Centre for Regional and Local Government Studies, University of Canberra, and ATSIC Housing, Infrastructure and Health Branch, Canberra.

This survey has two major themes. One is an analysis of the 'urban homeland' movement in the area of Ceduna, South Australia (Appendix 1). The second is an examination of outstations across several northern ATSIC regions. In Western Australia: Kununurra, Broome and Derby, (Appendix 2); in Northern Territory: Darwin and Jabiru, (Appendix 3); and in Queensland Cooktown (Appendix 4). Describes three phases of outstation development (8-11). Discusses definitional issues related to such categories as 'outstation', 'homelands', 'urban homelands', 'major centres', 'decentralised centres', 'emerging' communities', 'commuter outstations', 'dormitory camps', 'town outstation', 'town camps', 'weekend outstation' and their 'residential patterns' (11-20). Notes the problem in providing the same standard of service in different locations (19).

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Located at: ATSI library, Canberra.

Maru Tjuta 1995. *Wangka Wilurrara Regional Council Planning Evaluation Report*, Wangka Wilurrara Regional Council, Aboriginal and Torres Strait Islander Commission.

Evaluates plans prepared by 20 communities and organisations on the west coast Aboriginal of South Australia for delivering services and infrastructure.

Located at: ATSI library, Canberra.

Palmer, K. 1990. 'Government policy and Aboriginal aspirations: self-management at Yalata', in R. Tonkinson and M. Howard (eds) *Going It Alone: Prospects for Aboriginal Autonomy: Essays in Honour of Ronald and Catherine Berndt*, Aboriginal Studies Press, Canberra.

Details the establishment of the Oak Valley outstation from the Yalata Community in South Australia and the problems of Aboriginal control of government resources and procedures.

Located at: AIATSIS and ATSI libraries, Canberra.

Palmer, K. and Brady, M. 1991. *Diet and Dust in the Desert: An Aboriginal Community, Maralinga Lands, South Australia*, Aboriginal Studies Press, Canberra.

A brief description of service delivery and infrastructure for the Oak Valley settlement in south Great Victoria Desert, South Australia (7-9).

Located at: ATSI library, Canberra.

Young, E. and Doohan, K. 1989. *Mobility for Survival: A Process Analysis of Aboriginal Population Movement in Central Australia*, North Australia Research Unit, The Australian National University, Darwin.

Focuses on mobility among the Walpiri, Anmatyerre, Arrernte and Pitjantjatjara in central Australia in terms of history, ceremonial activities, social networks, subsistence, availability of cash and service delivery. Notes a range of mobility patterns and their spatial limits. Describes socio-demographic characteristics and the spread of outstations (chapter 3); issues surrounding service delivery to mobile

populations (chapters 7-10); and service and infrastructure requirements for outstations (211-216). Includes maps.

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Young, E., Crough, G. and Christopherson, C. 1993. *An Evaluation of Store Enterprises in Aboriginal Communities*, North Australia Research Unit, The Australian National University, Darwin.

Two papers from research for Arnhem Land Progress Association (ALPA) which operates community stores across Arnhem Land. The first paper details ALPA's organisational structure and service delivery functions, and then makes comparisons with the Anangu Winkiku Stores operating in Pitjantjatjara communities in South Australia and southern Northern Territory, and with the Yanangu Stores organisation operating in six communities around Alice Springs. Shows how these Aboriginal organisations have different organisational and financial structures. The Crough and Christopherson paper situates ALPA in its socio-political context which include community dynamics and other Aboriginal organisations. Includes maps.

Located at: ATSIC library, Canberra.

Queensland

Aboriginal and Torres Strait Islander Commission (ATSIC) 1991. *Community Infrastructure Program Evaluation: Phases II and III*, Office of Evaluation and Audit, ATSIC, Canberra.

Report on phases II and III of Community Infrastructure Program (CIP) evaluation. Phase II comprises case studies of infrastructure provision mainly in Queensland and Western Australia. Phase III comprises of general strategies for effective CIP delivery. Appendix 10 provides information on 1987 'Joint ADC/DAA Aboriginal Housing and Accommodation Needs Survey' which identifies 902 'non-urban Aboriginal communities'. These include outstations, remote communities, town camps and Aboriginal reserve and communities. Material is also organised by 'Aboriginal communities by provision of infrastructure' including the categories: 'community types', 'Aboriginal land/reserve', 'town camp' and 'outstation/remote'.

Includes brief case studies of Marra Worra Worra Resource Agency, Fitzroy Crossing (66) and Balangarri Resource Agency, East Kimberley (72).

Located at: ATSIC library, Canberra.

Centre for Appropriate Technology Inc. 1994. *Planning Study, Doomadgee: Planning for Outstation Housing*, Report to the Doomadgee Aboriginal Community Council.

Not sighted.

Cooke, P. 1994a. *Planning a Future at Cape York Peninsula Outstations. Report Two from the Cape York Outstations Project*, Cape York Land Council, Cairns.

First part of a two part review which forms the basis of outstation strategy presented in Cook (1994b listed below). Discusses definitional and population issues (3-8) and defines three types of outstation based on residency patterns (12-15). These are 'occasional' (up to three months residence), 'seasonal' (4-9 months residence) and 'permanent' (10-12 months residence). Discusses history of and motivations for establishing outstations in the region (9-19), and the term 'community' (13-15). Notes relationship between outstations and towns and the effect of the Deed of Grant in Trust land legislation in this relationship (15-18). Discusses the effect of the administration of State and Commonwealth policy (19-24). The particulars of outstations and service providers are discussed (25-36). Proposes a regional resource agency to co-ordinate programs and funds (36). Details infrastructure provision (transport, water and waste, housing, electronic communications and stores) (37-60). Considers the complexity of the land tenures: native title, national parks, tidal lands, lands available under the *Aboriginal Land Act 1991* and the Aboriginal Land Acquisition Fund, pastoral leases. Notes the economy, the Community Development Employment Projects scheme, education and health (69-84).

Located at: CAEPR and ATSIC libraries, Canberra.

Cooke, P. 1994b. *Cape York Peninsula Outstation Strategy. Summary, Recommendations and Proposed Action. Report Two from the Cape York Outstations Project*, Cape York Land Council, Cairns.

Second part of two part review which sets out an 'outstation action plan' for the Cape York Peninsula region (based on Cooke 1994a noted above). Identifies economic status, infrastructure and service arrangements, population levels and land tenure regimes in three outstations (12-15). Proposes a model for the infrastructure of each of the three outstation types identified in the first report (Cooke 1994a). Discusses different agency delivery arrangements, town and outstation relationships and suggests establishing outstation resource centres and a co-ordinating regional resource agency (18-28). Details infrastructure and economic development needs (28-38) and strategic options for outstation development (39-68). Notes basic infrastructure upgrades, airstrips and land tenure issues (Appendices 1-3). Includes data sets on which the two reports are based, and outstation maps for Aurukun, Hopevale, Old Mapoon, Weipa, Popmpuraaw and Wujal Wujal.

Located at: CAEPR library, Canberra.

Australia

Aboriginal and Torres Strait Islander Commission (ATSIC) 1993a. *Community Housing and Infrastructure Policy of the ATSIC for the Period 1993-1996*, ATSIC, Canberra.

Community Housing and Infrastructure Policy (CHIP) recommendations, policy objectives, strategies and program structure. Lists items considered eligible for housing (22) and infrastructure (23) funding in Aboriginal and Torres Strait Islander land, outstations, town camps and excisions where local government councils do not provide the services. Lists ATSIC programs which target areas CHIP will not fund (24-25). Defines policy discretion for local and State governments and ATSIC with respect to housing and infrastructure (29). Defines three types of transients (39) for funding purposes as: (a)

those who are mobile for socioeconomic reasons, (b) short-term residents, and (c) those in crisis. Appendix 3 (11-12) includes a glossary of common terms used in CHIP.

Located at: ATSI library, Canberra.

Aboriginal and Torres Strait Islander Commission (ATSIC) 1993c. *Summaries of Formal Regional Planning Documents to June 30, 1993*, Regional Support, Planning, Development Branch, ATSI, Canberra.

Draft plans for all of the ATSI regional councils. Homelands are specifically noted (17, 43 and 60).

Located at: ATSI library, Canberra.

Aboriginal and Torres Strait Islander Commission (ATSIC) 1996a. *Community Housing and Infrastructure Program, Interim Policy Guidelines 1996-1999*, ATSI, Canberra.

Draft guidelines with definition of the term 'outstation'. (See ATSI 1997b in this bibliography for final guidelines and definitions.)

Located at: ATSI library, Canberra.

Aboriginal and Torres Strait Islander Commission (ATSIC) 1996c. *Community Infrastructure on Homelands: Towards a National Framework*, ATSI, Canberra.

This paper was a response to determinations made by the 1994 Ministerial Council on Aboriginal and Torres Strait Islander Affairs regarding the development of a national policy towards the delivery and maintenance of infrastructure on homelands (1, attachment B). Covers key issues (2-4), costs and consultative procedures (4-10), assessment of new homeland support and importance of land tenure (10-11, 15, 16), water and regional planning procedures (11-15), issues of residency (14-16), policy recommendations (167-20). Attachment A: recommendations deriving from the 1987 report of the House of Representatives Standing Committee on Aboriginal Affairs titled *Return to country: The Aboriginal Homelands Movement in Australia*. Attachment C: discussion of homeland characteristics, alternative terms to 'homelands' (outstations, pastoral excisions and community living areas) suggested, discussion of excisions and 'red areas', brief history and estimate of homeland population, living conditions, and key needs. Attachment D: the different state and territory policies on homelands infrastructure. (This paper was released in conjunction with ATSI 1997c noted below.)

Located at: ATSI library, Canberra.

Aboriginal and Torres Strait Islander Commission (ATSIC) 1996d. *Homelands Infrastructure*, ATSI, Canberra.

Discussion paper prepared for ATSI Regional Councils on developments in homelands policy. Definition of homelands and community infrastructure (1), ATSI Board's considerations of the 1994 Ministerial Council on Aboriginal and Torres Strait Islander Affairs discussion paper on homelands (3-6) and ATSI's views on revisions to the Community Housing and Infrastructure Policy in terms of its approach to a national homelands policy. (This paper was released in conjunction with ATSI 1996c noted above).

Located at: ATSI library, Canberra.

Aboriginal and Torres Strait Islander Commission (ATSIC) 1997b. *Community Housing and Infrastructure Policy 1997-2000*, ATSIC, Canberra.

Lists items and activities to be funded from sources other than ATSIC (16-18). Outlines approach to homelands and provides definitions of homelands and community infrastructure (45-51). Discusses eligibility, occupancy, land tenure and policy issues for homelands on country with which residents are not traditionally associated.

Located at: ATSIC library, Canberra.

Commonwealth of Australia (Chair: D.J.C. Kerr) 1990. *Our Future Our Selves. Aboriginal and Torres Strait Islander Community Control Management and Resources*, House of Representatives Standing Committee on Aboriginal Affairs, Canberra.

Report's focus is noted (clause 1.15 (4)). Discusses resource agencies and community advisers (Chapter 9, 113-129; Chapter 10, 131-142). Details the existing resource agency models and notes that community advisers and resource agencies are differentiated only by staff numbers (Chapter 10). Indicates that individual community advisers are expected to coordinate the full range of functions which a resource agency provides through a number of staff and outlets.

Located at: ATSIC library, Canberra.

Connors, L. 1986. *An Annotated Bibliography of the Aboriginal Homelands Movement in Australia*, Aboriginal and Torres Strait Section, Department of Social Security, Canberra.

Includes entries for works up until 1986.

Located at: ATSIC library, Canberra.

Cook, T. 1997. *When ERP's Aren't Enough: A Discussion of Issues Associated with Service Population Estimation*, Demography Working Paper 96/4, Australian Bureau of Statistics, Canberra.

Deals with a number of questions relating to estimating service populations. Service populations are comprised of permanent or temporary residents of an area who demand goods or services from providers in that area (1) including outstations and their service providers (2). Significant issues are associated with the gap between service providers and their products (1) and the diverse range of service needs (2). The focus is on accurately identifying temporary (non-resident) populations for service providers (2). Includes data sources for different categories of non-resident populations (Appendix A).

Located at: Australian Bureau of Statistics, Canberra.

Coombs, H.C. 1994. *Aboriginal Autonomy: Issues and Strategies*, Cambridge University Press, Cambridge.

Discusses broad economic, social and political features of outstations (24-31) and their relationship to autonomy (159-161).

Located at: AIATSIS and ATSIC libraries, Canberra.

Gerritsen, R. and Phillpot, S. 1996. *A Survey of Outstations and Their Policy Implications: Overview Report*, Australian Centre for Regional and Local Government Studies, University of Canberra, and ATSIIC Housing, Infrastructure and Health Branch, Canberra.

This survey has two major themes. One is an analysis of the 'urban homeland' movement in the area of Ceduna, South Australia (Appendix 1). The second is an examination of outstations across several northern ATSIIC regions. In Western Australia: Kununurra, Broome and Derby, (Appendix 2); in Northern Territory: Darwin and Jabiru, (Appendix 3); and in Queensland Cooktown (Appendix 4). Describes three phases of outstation development (8-11). Discusses definitional issues related to such categories as 'outstation', 'homelands', 'urban homelands', 'major centres', 'decentralised centres', 'emerging' communities, 'commuter outstations' 'dormitory camps', 'town outstation', 'town camps', 'weekend outstation' and their 'residential patterns' (11-20). Notes the problem in providing the same standard of service in different locations (19).

Appendix 1 includes regional demographic, economic and employment indices (4-6) and notes that Wangku Wilurrara Regional Council helps to establishment homelands (9). Profiles eight homeland areas in the Ceduna-Yalata region noting funding sources, programs and land acquisition (9-14). No direct discussion of resource agencies, although community ('mother') organisations are noted (Tables 8.1-8.4). Homelands are listed (12 and Tables 1-6 (22-25)). All information is organised into 11 tables (22-28).

Appendix 2 includes six tables on population, land holdings and occupations in the Kimberley, detailing the relevant service providers (9-11, 16-18, 21). Notes the region's outstations (6, 12-15, 18, 20) and the housing and economic status of communities in the Fitzroy Valley (Table A2.3.4 (24)).

Appendix 3 lists the organisations which provide services in the Darwin region (2) and the communities which receive these services (5-6). Briefly discusses the funding of emerging outstations in the Jabiru region (8-11).

Appendix 4 details various socioeconomic features of the Cape York Peninsula region (3-4), history and types of outstations (6-7), relationships between outstations and larger communities and funding arrangements (8-9). Three small case studies of community diversity in the region close the appendix.

Located at: ATSIIC library, Canberra.

Rowse, T. 1992. *Remote Possibilities: The Aboriginal Domain and the Administrative Imagination*, North Australia Research Unit, The Australian National University, Darwin.

Discusses a number of issues relating to Aboriginal self-determination, local government and service delivery including issues which impinge on the role of resource agencies. Discusses resource agencies throughout (see book index).

Located at: CAEPR, AIATSIS, ANU and National libraries, Canberra.

Steele, T. 1995. 'Recovery of the dream? The outstation movement twenty years on', *Social Alternatives*, 14 (4): 41-44.

Observations of outstation life, commenting on hygiene, relationships to towns, traditional practices and schooling.

Located at: ATSIIC library, Canberra.

Taylor, J. 1997. 'Review article: the contemporary demography of indigenous Australians', *Journal of the Australian Population Association*, 14 (1): 77-114.

This entry should be considered in conjunction with Taylor and Bell 1996 and 1997; Taylor 1998; and Young 1990.

Reviews the research to date regarding demographic features of indigenous Australians. Deals with propensity to move, spatial redistribution, migration careers and migration flows and networks in remote areas (99). Argues that the majority of indigenous Australians do not reside in major urban centres, and that there is increased diversity in the type of northern and central Australia communities often referred to as outstations or homelands (101). Notes the networks of circular movement between rural and urban locations (103). Raises issues for census enumeration because the census presumes economic and social groupings are discrete when, in fact, indigenous demographic structures, residential associations and family groupings are very fluid (86-87).

Located at: ANU library, Canberra.

Taylor, J. 1998. 'Measuring short-term population mobility among Indigenous Australians: options and implications', *Australian Geographer*, 25 (1): 125-37.

Notes the lack of quality statistical information about short-term indigenous population movement and that this is due to a focus on fixed period migration. Offers three methods for deriving household populations: the 'base population' (derived from householders recording at the point of survey contact); the 'potential population' (the maximum number of residents over the course of a year); and the 'effective population' (a total which lies between the other two). Regards an understanding of short-term mobility as critical to effective policy and argues that to encompass the spatial range of mobility for effective policy and planning, a regional approach should be adopted.

Located at: ANU library, Canberra.

Taylor, J. and Bell, M. 1996. 'Population mobility and indigenous peoples: the view from Australia', *International Journal of Population Geography*, 2 (2): 153-169.

Outlines the major features of indigenous population mobility in remote Australia, noting that there are networks of movement between places which creates regional population systems (159).

Located at: ANU library, Canberra.

Taylor, J. and Bell, M. 1997. 'Mobility among Indigenous Australians', in P.W. Newton and M. Bell (eds) *Population Shift: Mobility and Change in Australia*, Australian Government Publishing Service, Canberra.

Offers a national overview of indigenous mobility based on the 1991 Census. Notes that little is known about the patterns and spatial extent of regional networks of population movement, which are a product of kinship, traditional associations to land, seasonal or short-term employment opportunities and the location of public services (403-404).

Located at: ANU library, Canberra.

Appendix B. Items which include maps

Aboriginal Affairs Planning Authority (Western Australia) 1991. *Annual Report 1990-1991*, Aboriginal Affairs Planning Authority, Perth. (WA)

Aboriginal Affairs Department (Western Australia) 1995. *Wunan Region, Information Package*, Aboriginal Affairs Department, Perth. (Packages also available for Derby, Broome, South Hedland, Warburton, Geraldton and Kalgoorlie regions.) (WA)

Altman, J.C. 1987. *Hunter-Gatherers Today: An Aboriginal Economy in North Australia*, Australian Institute of Aboriginal Studies, Canberra. (NT)

Bartlett, B., Duncan, P., Alexander, D. and Hardwick, J. 1997. *Central Australian Health Planning: Final Report 1997*, Plan Health Pty Ltd. (NT)

Cooke, P. 1994b. *Cape York Peninsula Outstation Strategy, Summary, Recommendations and Proposed Action, Report Two from the Cape York Outstations Project*, Cape York Land Council, Cairns. (QLD)

Department of Industries and Development (Northern Territory), Street Ryan and Associates, and East Arnhem Business Development Association 1995. *Arnhem Region Economic Development Strategy*, Department of Industries and Development, Darwin. (NT)

Department of Industries and Development (Northern Territory), Street Ryan and Associates and Katherine Regional Economic Development Committee 1992a. *Katherine Region Economic Development Strategy*, Department of Industries and Development, Darwin. (NT)

Department of Industries and Development (Northern Territory), Street Ryan and Associates and Barkly Regional Economic Development Committee 1992b. *Barkly Region Economic Development Strategy*, Department of Industries and Development, Darwin. (NT)

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Department of Industries and Development (Northern Territory), Street Ryan and Associates and Central Australian Regional Economic Development Committee 1996. *Tiwi Islands Region Economic Development Strategy*, Department of Industries and Development, Darwin. (NT)

Marra Worra Worra (MWW) Aboriginal Corporation 1995. *A Regional Approach to Delivery of Housing and Essential Services to Aboriginal communities in the Kimberley*, Submission to the Government of Western Australia, the Commonwealth Government, and to the Aboriginal and Torres Strait Islander Commission concerning policies and practices, and 'Regional Services Agreements' as a pilot project in the Kimberley, MWW Aboriginal Corporation, Fitzroy Crossing. (WA)

Smith, D. and Smith, P. 1995. *Getting Strength from Country. Report of the Outstation Impact Project: Concerning the Delivery of Health Services to Outstations in the Kimberley Region, Western Australia*. (WA)

Thorn, B. 1996. *Daly River Regional Council Regional Plan 1993/4, 1994/5, 1995/6*, Daly River Regional Council, ATSIC. (NT)

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Young, E., Crough, G. and Christopherson, C. 1993. *An Evaluation of Store Enterprises in Aboriginal Communities*, North Australia Research Unit, The Australian National University, Darwin. (NT)

Notes

1. Policy documents are taken to be in the public domain.
2. Following ATSI (1996c) the term 'homeland' rather than 'outstation' is used throughout.
3. This is excluding 13 unsighted works listed in the bibliography (Appendix A).
4. See ATSI (1996c: Attachment A) for a summary of State and Northern Territory policies on homelands. The literature refers to the policies in Queensland, Northern Territory, South Australia and Western Australia although it is noticeable that Western Australia and the Northern Territory have given most attention to the development of homelands policy.
5. Gerritsen and Phillpot (1996 Appendix 1: 23) and Bawinanga Aboriginal Corporation (1996) note that resource agencies are usually incorporated bodies or councils.
6. Excluding the 13 unsighted works in the bibliography (Appendix A).
7. Davies (1995) describes a Community Management Training Unit located in the South Australian Department of Employment and Technical and Further Education as a resource agency as it has assisted the Irrwanyere with its planning and to secure funding.

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