
L.M. Roach and K-A. Probst

Research Monograph No. 4
INDIGENOUS AUSTRALIANS
IN THE ECONOMY: ABSTRACTS OF
RESEARCH, 1991-92

L.M. Roach and K-A. Probst

Centre for Aboriginal Economic Policy Research
Australian National University, Canberra

Research Monograph No. 4
1993
CONTENTS

Acknowledgments iv
Indigenous Australians in the economy: an analysis of research output v

Abstracts of research 1
Purchasing outlets 133
Key word index 135
Geographic index 139
ACKNOWLEDGMENTS

Dr Altman provided the introduction for this monograph, which, as with our first bibliography *Aborigines in the Economy: A Select Annotated Bibliography of Policy-Relevant Research*, contains an analysis of the text, formulated from a computer database. This analysis highlights the areas covered by research to date, indicates the direction of research, and whether it covers the areas identified in the previous volume as requiring further study. We thank him for this and for his support, advice and thorough proofreading of the text.

Thanks are also due to others who assisted greatly in the completion of the volume. The Centre for Aboriginal Economic Policy Research academics, Anne Daly, K.H.W. Gaminiratne, Diane Smith and John Taylor, whose research forms a significant proportion of the content of the bibliography, checked our renditions of their work for accuracy. John Taylor also generously read and commented on the complete manuscript, and Nicky Lumb patiently proofread the document.

Linda Roach
Konstantin Probst
CAEPR

July 1993
INDIGENOUS AUSTRALIANS IN THE ECONOMY: AN ANALYSIS OF RESEARCH OUTPUT

J.C. Altman

This monograph, compiled by Linda Roach and Konstantin Probst, provides abstracts of a selection of research on Aboriginal economic issues published during 1991 and 1992. In choosing entries for inclusion, the authors were requested to focus on research publications that were both publicly available and of use for policy formation, with an emphasis on issues related to Aboriginal and Torres Strait Islander economic development and labour force status.

The principal impetus for this monograph was an earlier study undertaken by the Centre for Aboriginal Economic Policy Research (CAEPR), Australian National University, as a consultancy for the Aboriginal and Torres Strait Islander Commission (ATSIC) in 1990-91. The consultancy report was published in 1991 as Aborigines in the Economy: A Select Annotated Bibliography of Policy-Relevant Research 1985-90 (Allen, Altman and Owen 1991). Its main aims were:

i to provide a means to assess the extent of research published in the period 1985-90 relevant to the Aboriginal Employment Development Policy (AEDP);

ii to provide an up-to-date information base to assist ATSIC to make rational decisions in the allocation of research funds; and

iii to highlight specific areas that require additional research.

Indigenous Australians in the Economy: Abstracts of Research, 1991-92 provides an opportunity to update the earlier monograph, focusing again on each of the three principal aims of the ATSIC consultancy. First, a focus on the period since 1990 provides an appropriate opportunity to assess the availability of research relevant to the AEDP. Initially it was intended to update Aborigines in the Economy annually, but it was subsequently decided to undertake this update on a biennial basis, to allow for greater accumulation of research output and the production of a more substantial monograph. Given lead times in academic research, and the fact that the AEDP was only launched in November 1987, it is not surprising that there is more relevant material available (on an annual basis) in 1991 and 1992 than in the previous review period, 1985-90. Furthermore, this study clearly demonstrates that CAEPR, established in 1990 as a research centre with the key aim of undertaking policy research on the economic situation of Aboriginal and Torres Strait Islander
people, has played a major role in the growth of this literature. Second, ATSIC is increasingly commissioning research of importance to economic policy and program evaluation, and updating the earlier study will assist in identifying additional research requirements and in providing an information base for those engaged in research. Third, this update provides an opportunity to assess whether research is being undertaken in previously neglected areas and to highlight new research priorities.

Policy context

As a consultancy, the earlier select annotated bibliography focused on objectives specified by the client, ATSIC. The key policy focus of the earlier study was the AEDP, as defined in the Aboriginal Employment Development Policy Statement (Australian Government 1987). As a CAEPR-initiated study, Indigenous Australians in the Economy has been more widely constituted to include abstracts of research that extend beyond the strict boundaries of the AEDP. In particular, this study has been informed by a growing awareness of the underlying issues that impinge on the socioeconomic status of indigenous Australians as summarised, in some detail, by the Royal Commission into Aboriginal Deaths in Custody (Commonwealth of Australia 1991a, 1991b).

In 1993, there has been unprecedented media coverage of Aboriginal and Torres Strait Islander issues. This has been fuelled primarily by the High Court's decision of June 1992, in Mabo and Others versus the State of Queensland. This decision recognised for the first time traditional native property rights in land, or native title. 1993 is also the United Nations International Year of the World's Indigenous People and this too has heightened interest in indigenous Australian issues. During the next year, the AEDP and the Aboriginal and Torres Strait Islander Education Policy (AEP) will be reviewed, and the information provided in this bibliography may be of assistance.

Aims and audiences

As noted in the introduction to Aborigines in the Economy, definitions of the 'economy' and 'economic development' are complex, and there is no clear boundary between the economy and other aspects of social, cultural and political life (Allen et al. 1991: ix). It is recognised that there is an element of subjectivity in the items chosen for inclusion. Nevertheless, an effort has been made to be inclusive, rather than selective, in the choice of published material of economic policy relevance for annotation. The earlier bibliography only annotated half (133) of the 260 published items identified over a five-year period; this bibliography includes 122 items
published in 1991 and 1992. The previous study included separate comment on the identified study aims, research methods, research findings and their policy relevance (see Allen et al. 1991). This study merely seeks to provide abstracts of research. Both studies provide similar information on availability, key words, geographic area of research and key cross-references, as well as subject and geographic indexes.

The target audience of the current volume is wide and includes Aboriginal and Torres Strait Islander communities and organisations, bureaucrats and policy makers, academics and consultant researchers, students, and others, such as media interests, seeking information on the contemporary economic situation of indigenous Australians. Surprisingly, the proliferation of published research in recent years has not made research results more accessible, and it is hoped that this study, which briefly summarises research findings and provides subject and geographic indexes, will be of assistance in information dissemination. While the abstracts can be used without reference to original sources, the study's primary intention is to direct readers to available research.

Sources of information

This bibliography focuses on published and readily available research. Most entries were located in libraries or were found as references in published material. The items summarised fall into three categories: books and monographs (or relevant parts thereof), published government or research reports (or relevant parts thereof), and articles published in academic journals. Unpublished and confidential research has not been included, as such material would be out of place in what is primarily a research directory. There are other sources of information on indigenous Australians in the economy that are publicly available, which are not included in this monograph. These include annual reports of government departments and statutory agencies; publicly-available submissions to government inquiries (like the House of Representatives Standing Committee on Aboriginal and Torres Strait Islander Affairs Inquiry about urban Aborigines or the Resource Assessment Commission’s Kakadu Conservation Zone and Coastal Zone Inquiries); and program evaluation reports produced in-house by government agencies like ATSIC’s Office of Evaluation and Audit.

Statistical analysis of contents

As in the earlier study, a synoptic database of the 122 items included in this monograph was set up using Microsoft Excel. The database included information on research authorship, year of publication, broad and
narrow geographic focus of research, primary and secondary research subject areas and sponsors of research. Some comparison is made throughout with the statistical analysis of the 133 entries contained in the earlier volume.

Authorship and output
As in the last bibliography, there were problems associated with attribution of authorship, especially with those government publications that did not specify authorship. In establishing the database, no distinction was made between authors of books and articles, and sole authorship was not distinguished from co-authorship. No abstracts of edited volumes as a whole appear in this study, the focus being on specific chapters.

Overall, the 122 entries had 57 identified authors or co-authors, with authorship of 15 items being institutional. There were only 22 individuals who had more than one entry in the bibliography, indicating that there is a small pool of specialists researching in this area.

As in 1985-90, researchers were mainly male and non-Aboriginal: only 29 entries were written by women (compared to 45 in 1985-90), and four were by Aboriginal authors (compared to six in 1985-90). In 1985-90, a high proportion of the best and most detailed published research was based on postgraduate and, especially, doctoral research. The same cannot be said for 1991-92, with only a handful of published studies produced by postgraduate students.

Entries in the bibliography indicate that research output was higher in 1991 (70 items) than in 1992 (52 items). However, given that the study period is only two years no trends can be discerned. Annual output in 1991 and 1992 was higher than for each of the five previous years, although, as noted earlier, this bibliography is more inclusive than the earlier study. An important feature highlighted by the bibliography is that much of the research output has appeared in more than one published form, thus ensuring that the material is available to a wider audience.

Subject coverage
An analysis of subject coverage by primary and secondary focus indicates that some topics have been well researched, while others are relatively neglected. The largest proportion of studies focused on government policy and programs (21), statistics and statistical requirements (16) and land rights and land management (13). Other areas that were relatively well researched included employment issues (6), demography (6) and economic status (5). As a secondary focus, government policy and programs (34), employment (12), economic development (10), socioeconomic status issues (8) and statistical issues (7) were well represented. Some areas that were poorly covered will be outlined below by an analysis that correlates research output in 1991-92 with identified research needs from the period 1985-90.
Geographic coverage

Assessing geographic coverage of research is not a straightforward matter, primarily because geographic areas covered by research are often imprecise. As for 1985-90, a distinction was made between large geographic jurisdictions (especially States and Territories) and specific regions and places. Even this distinction is complicated. For example, given the significance of issues in the Torres Strait, this region was defined as a large geographic jurisdiction. On the other hand, some researchers undertook multi-region studies.

Most entries (79) were based on Australia-wide research, which was significantly different from the earlier study. Thirty studies focused on specific States or Territories and six on the Torres Strait. An interesting development has been international comparative research, with seven studies falling into this category. Specific focus on States/Territories has declined somewhat, with the Northern Territory remaining most popular (13 specific studies), followed by Queensland (5), New South Wales (3), and Western Australia (3). However, a number of Australia-wide studies included information on all States and Territories, or provided information that could be applied in a regional context. A new regional jurisdiction, ATSIC regions, established by the Aboriginal and Torres Strait Islander Commission Act 1989, was the subject of three studies.

Sponsors of research

To unambiguously define the sponsors of research is also a complex task. This applies especially to research output from CAEPR, which is primarily funded by ATSIC, but which also receives financial support from the Australian National University and the Department of Social Security. A large number of studies in this bibliography were undertaken at the instigation of government agencies. However, only a small number of agencies were actually directly involved in undertaking research. These included ATSIC, the Australian Bureau of Statistics (ABS), the Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS), the Australian National Parks and Wildlife Service (now called the Australian Nature Conservation Agency), the Central Land Council, the Commonwealth Government, the Commonwealth Scientific and Industrial Research Organisation (CSIRO), the Department of Employment, Education and Training (DEET), the House of Representatives Standing Committee on Aboriginal and Torres Strait Islander Affairs, the Great Barrier Reef Marine Park Authority (GBRMPA) and the Resource Assessment Commission (RAC). Some of these organisations, such as AIATSIS, CSIRO, GBRMPA and RAC, have statutory research functions.

The majority of research, though, still originates in the university sector: of the 122 entries, more than half (64) were sponsored by CAEPR, 11 by other universities and nine by the North Australia
Research Unit (NARU). These accounted for nearly 70 per cent of the entries in this bibliography. As noted earlier, the focus of CAEPR on economic policy issues affecting indigenous Australians is hardly surprising given that the Centre was established to undertake such work.

Some previously identified needs and research output

*Aborigines in the Economy* highlighted a number of broad areas that required further research. While there is no ready means to match research demand and supply, except via tightly-defined consultancies, it is instructive to examine the extent to which previously identified needs have been met, given the abovementioned qualification that published research can have a lead time which can extend well beyond the two-year time frame of this analysis. This correlation was undertaken by roughly matching the geographic coverage and subject areas in the Excel database with a number of the areas previously identified for further research (Allen et al. 1991: xviii-xxi). This analysis demonstrates that there has been growth in some areas identified for further research, but less in others.

The need for better information

The need for better socioeconomic information on the Aboriginal and Torres Strait Islander populations remains an important priority which has been addressed in some detail by contributors to the edited volume *A National Survey of Indigenous Australians: Options and Implications* (Altman 1992). The need for more culturally-appropriate statistics on Aboriginal expenditure patterns, employment and income has also been highlighted in a number of papers. As noted above, statistics and statistical requirements was the second most important issue addressed in the entries. A key issue identified by a number of researchers is the need for a multi-faceted approach to data collection that not only relies on a special national survey (planned for 1994), but also on the greater use of identifiers and supplementary census questions targeted at issues of special significance to indigenous Australians.

A key factor that may have delayed important research has been the absence of contemporary statistical information; indeed, there is a distinct likelihood that research has been driven by the sorts of data available. Much of the research published in 1991 and 1992, summarised in this monograph, is based on 1986 Census data. This is primarily because 1991 Census data are only becoming available in 1993. It is likely that many of the previously identified research needs will continue to be addressed. Certainly there are rapid moves to analyse 1991 Census data at present, less than two years after completion of the census. The lead time required to access official census data appears to have declined from four to five
years after completion of the 1986 Census to two years after completion of the 1991 Census.

*The Aboriginal macroeconomy*

A focus on the inter-relationship between the Australian macroeconomy and the economic and employment status of indigenous Australians remains a comparatively under-researched area, with only two studies (Altman and Daly 1992; Gregory 1991) specifically focusing on this issue. The reason for this shortcoming is the absence of appropriate statistics beyond those in the five-yearly census. There does seem to be a growing impetus for such research, especially given the recent policy focus on the long-term unemployed and regional variations in economic development. The forthcoming review of the AEDP is likely to examine this issue, at least during the intercensal period 1986-91, if only to assess the dampening influence of the current recession on Aboriginal and Torres Strait Islander employment growth.

*Major urban areas*

There is still a dearth of published research, particularly based on primary data collection, on major urban areas. The last major published study of a metropolitan Aboriginal population remains Gale and Wundersitz's (1982) research in Adelaide. While there has been some analysis of metropolitan areas using census-derived section-of-State data (see Tesfaghiorghis 1991a), there are few studies comparable to those undertaken under the auspices of the Academy of the Social Sciences in Australia in the 1960s, or by the Henderson Commission of Inquiry into Poverty in the 1970s (Altman 1993).

*Geographic coverage: regions*

Regional economic studies using social accounting or input:output methods were identified as scarce in 1991 and appear to remain so. Perhaps the major exception was research associated with the RAC Kakadu Conservation Zone Inquiry (RAC 1991). Given the emphasis in the ATSIC legislation on regionalism and regional planning, there remains a need for regional studies based on primary data collection.

*Sub-populations*

There is a growing number of studies that focus on indigenous sub-populations, including women, youth and Torres Strait Islanders. More recently, and outside the ambit of this study, Daly (1993a, 1993b) has published discussion papers on Aboriginal and Torres Strait Islander self-employed and older-age cohorts (55 years plus). There is still an absence of research on employed or relatively well-off indigenous Australians; and on those residing in suburban situations and in other specific localities, such as outstations and town camps.
Economic impact of government
There has been a proliferation of research on the economic impact of government policies and programs. As indicated above, this was the major focus of research in this bibliography. But there is still a dearth of research on the actual mechanics of policy formulation in Aboriginal and Torres Strait Islander affairs and research of a broadly evaluative nature.

Economic implications of age structure
There has been an important growth in research by demographers focusing on the economic implications of the age structure of the indigenous Australian population. Three demographers, Alan Gray, Habtemariam Tesfaghiorghis and K.H.W. Gaminiratne, have been primarily responsible for this work that has identified a likely rapid growth of the working-age Aboriginal and Torres Strait Islander population by the year 2000. Such population growth will have significant impact on existing government policy, like the AEDP, and on the financial resources that will be needed to redress the socioeconomic disadvantage of indigenous Australians.

New research needs
Research needs are not static and must respond to changing economic circumstances and associated policy environments. Conversely, one could argue that strategic research can influence the nature of policy change. Unfortunately, as already noted, there is usually a long lead time associated with high quality research. The key change in Australia's economic circumstances has been the current and prolonged recession and associated historically high levels of unemployment that would not have been anticipated in 1987 when the AEDP was launched. Federal Government policy initiatives have included a renewed interest in regional development policies and increased concern about the social and economic costs associated with long-term unemployment. These areas indicate 'new', potentially fruitful, areas for further research.

A recent comprehensive study by the Australian Science and Technology Council (ASTEC 1993) on research and technology in tropical Australia made some recommendations for additional research. Of specific relevance to the issues raised in Indigenous Australians in the Economy are recommendations for additional research on flows of resources to particular regions; research to highlight successful programs (assuming they exist); and research on the participation of indigenous Australians in particular industries, including tourism and mining, participation in subsistence, and the impact of mining royalties on Aboriginal communities (ASTEC 1993: 42). Such research is highly dependent on primary data collection, yet this is precisely the sort of field-based research that is increasingly rare for a variety of reasons,
including financial constraints and political considerations. The challenge to researchers, including those working at CAEPR, is to undertake such primary data collection within an appropriate economic policy research framework.

While not highlighted in the ASTEC (1993) study, the Federal Government's second stage response to the recommendations of the Royal Commission into Aboriginal Deaths in Custody, launched in June 1992, included industry strategies for arts and crafts, tourism, and pastoralism; each of these industry areas will require focused research. Two broad program areas that also require additional research are the Community Development Employment Programs (CDEP) scheme and the Business Funding Scheme. The former now accounts for over 30 per cent of the Aboriginal and Torres Strait Islander affairs portfolio expenditure, but there is still little case study research highlighting the operations of the scheme at the community level. The latter area has declined significantly in recent years, in part as a result of critical evaluation of commercial effectiveness by ATSIC's Office of Evaluation and Audit (1991). Again there has been limited case study research about specific enterprises highlighting reasons for success or failure.

Issues associated with the economic development of land owned by indigenous Australians are also potentially fruitful areas for further research, especially in the light of the High Court's Mabo decision. Even prior to this decision, indigenous Australians owned 15 per cent of Australia; yet this broad area was under-researched. Economic development options include arts and crafts manufacture, tourism and pastoralism, but also mining, subsistence activities, and commercial harvesting of wildlife resources. These latter issues are considerably under-researched. Regional studies can also be linked to variable access to land and will become increasingly significant within the context of ATSIC's commitment to regionalism and statutory requirements for regional planning.

Policy implications

There are some important features highlighted by the abstracts of economic policy research on Aboriginal and Torres Strait Islander people provided by Linda Roach and Konstantin Probst in this monograph. First, a positive feature of research is the growing trend for both consultancy and government research to be published, thus making it available for a wider audience. Second, despite a dearth of contemporary statistical information, there is already considerable material available for policy formulation. It is clearly the case, as illustrated by the material summarised in this monograph, that an important foundation has now been laid using 1986 Census data, that will allow further policy-relevant research as 1991 Census data become available. Recent major inquiries,
such as the Report of the Committee of Review of Aboriginal Employment and Training Programs (Miller 1985) and the National Report of the Royal Commission into Aboriginal Deaths in Custody (Commonwealth of Australia 1991a, 1991b), accurately depicted economic research in Aboriginal and Torres Strait Islander affairs as deficient. This acute deficiency is being rapidly redressed, as highlighted by the compendium of research presented in the bibliography. It is important that this research momentum is maintained so that longer-term analysis of a wide range of factors, including the links between education and employment, the effectiveness of the AEDP and AEP, and the demographic composition and location of the Aboriginal and Torres Strait Islander population, can be undertaken. Such analysis should, in turn, prove instrumental in fine-tuning policies and programs to the key objective of improving the socioeconomic status of the indigenous Australian population in all its economic, locational, cultural and structural diversity.

References not in bibliography


Daly, A.E. 1993b. 'The position of older Aboriginal people in the labour market', CAEPR Discussion Paper No. 43, Centre for Aboriginal Economic Policy Research, Australian National University, Canberra.


According to section 94(1) of the Aboriginal and Torres Strait Islander Commission Act 1989, regional councils must formulate and revise regional plans with the aim of improving the economic, social and cultural status of the Aboriginal and Torres Strait Islanders of their region. The regional planning process should focus on the overall needs of the region, set priorities, and be developed in a series of steps. It should be based on consultation with Aboriginal and Torres Strait Islander groups and organisations, and service providers such as State, Territory and local governments.

To aid planners a description of the regional planning process is given, as well as an outline of the tasks and activities involved. Suggestions for assisting regional councils with planning include a possible timetable for developing a regional plan; an illustration of a regional planning cycle; the possible delegation of tasks within regional councils; and suggestions about how to gain outside assistance with the planning.

Key cross-references

Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Economic status, economic development, employment, unemployment, research.

This annotated bibliography on Aborigines and the Australian economy was undertaken as a consultancy for the Aboriginal and Torres Strait Islander Commission (ATSIC). It does not aim to be all-inclusive (being limited to 133 items), but rather, the material was selected for its assessed relevance to economic policy-making. Annotations are comprehensive and are each organised under the following headings: study aims, key words, geographic area, research findings, policy relevance and key cross-references. A further list of unannotated items based on the topic of Aboriginal economic policy is also included.

A wide variety of topics are covered. These include Aboriginal and Torres Strait Islander employment, unemployment, education and labour force status, training programs, and economic status by gender. Other topics covered are Aboriginal people's involvement with the arts and crafts industry and tourism; the economic future of remote communities; land rights; land use and development; mining; enterprises; the pastoral industry; the economic viability of outstations; and Torres Strait development.

Key cross-references


Available from
ANUTECH Pty Ltd; $20.
Geographic area
Australia-wide.

Key words
Government policy - Aboriginal Employment Development Policy (AEDP), government programs - Community Development Employment Projects (CDEP) scheme, employment, unemployment.

The volume is the result of a workshop on Aboriginal employment in the context of the AEDP, organised by the Centre for Aboriginal Economic Policy Research, Australian National University, and the Academy of the Social Sciences in Australia. The AEDP is the first comprehensive policy that addresses the marginal socioeconomic situation of Aboriginal people.

This concluding chapter summarises the new policy insights outlined in other chapters in the monograph. These insights include that for structural reasons which include their history, demography, geographic location, educational status and present labour force status, the economic problems faced by Aboriginal and Torres Strait Islander people are intractable. Thus, the AEDP target of statistical equality in employment for Aboriginal people was unrealistic and will not be achieved by the year 2000. Community Development Employment Projects scheme participants could account for 25 per cent of the Aboriginal labour force. This figure could reduce the official Aboriginal and Torres Strait Islander unemployment rate to a level similar to the national average, but because CDEP participants generally work for wages that approximate unemployment benefits, real income equality will not occur, though the social and cultural benefits associated with participation in productive work will accrue to participants.

It was concluded, however, that when closely examined, the Federal Government's program response is realistic, as at an underlying level it clearly recognises that there are no quick solutions to low Aboriginal and Torres Strait Islander employment status.

Key cross-references


Available from
New Zealand Association of Economists Incorporated, PO Box 568, Wellington, New Zealand.
Geographic area
Australia-wide.

Key words
Land rights, royalties, mineral rights, Aboriginal treaty, economic status.

This paper, written in 1990 prior to the High Court's Mabo decision of June 1992, outlines the history and current land rights situation for Australian Aboriginal people. In the absence of a treaty or common law recognition, Australian Aboriginal land rights are dependent on political intervention and Federal and State legislation. The author focuses mainly on the economic impact of land rights, including mineral rights, royalty rights, and hunting, fishing and gathering rights.

Two case studies, the Northern Territory and New South Wales, are presented in detail. In these States two quite different land rights models have been introduced. While the cultural and political benefits of land rights for Aboriginal people are undeniable, the immediate economic benefits of this legislation are not clear-cut. Direct economic benefits are limited to those situations where statutory rights to land are associated with resource rights and the existence of either major resource development or tourism projects. Examples of such benefits occur in the Northern Territory where there are eight major mines that pay negotiated agreement payments and a proportion of statutory royalty equivalents to Aboriginal interests. There are also a number of national parks, like Kakadu and Uluru, that are leased back by Aboriginal owners to Federal and State authorities for specified rentals. Rights to land in themselves have not overcome entrenched structural, locational and cultural barriers to economic advancement, at least to date.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.
This paper examines how closely income support options for Aboriginal Australians correlate with the Hawke Government's *Towards a Fairer Australia: Social Justice Strategy Statement 1990-91*, which has as its central objective the development of a fairer, more prosperous and more just society for every Australian.

In discussing income support options for Aboriginal Australians, the paper attempts, for analytical purposes, to isolate income from employment issues. Particular attention is paid to the AEDP and its goal of achieving income equality between Aboriginal and other Australians by the year 2000, while simultaneously reducing the extent of Aboriginal welfare dependence to levels commensurate with those for the total population. To date, the major focus of the AEDP and commentaries about the policy have focused on employment issues, and there has been little analysis of how income equality or reduced welfare dependence might be achieved. The paper analyses the range of income support options available to Aboriginal Australians, including the CDEP scheme. It outlines the current income status of Aboriginal people and points out that, using 1986 Census data, employed Aboriginal people consistently earned less than other Australians. The author lists a number of preconditions for appropriate income support and canvasses a range of issues and options for the 1990s, particularly the introduction of the Active Employment Strategy from 1 July 1991 and the associated replacement of unemployment benefits with Job Search Allowance and Newstart. The paper concludes that income equality for Aboriginal Australians is unlikely by the year 2000, stating that a move towards income equality and reduced welfare dependence will only occur if appropriate income support strategies are implemented.

**Key cross-references**

Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Aboriginal national statistical survey, Aboriginal Deaths in Custody, economic status, social status, social indicators, Aboriginal and Torres Strait Islander Commission (ATSIC) regional councils.

The monograph A National Survey of Indigenous Australians: Options and Implications resulted from a workshop which preceded the development of an Australian Bureau of Statistics (ABS) national survey of the Aboriginal and Torres Strait Islander populations. This introductory chapter outlines a brief history from 1967 of socioeconomic data collection regarding Australia's indigenous population.

The call for a national survey of the Aboriginal and Torres Strait Islander populations has its genesis in the findings of the Royal Commission into Aboriginal Deaths in Custody, completed in 1991, which proposed a special national survey covering a range of social, demographic, health and economic characteristics of the Aboriginal population with full Aboriginal participation. Data are required to make equitable and resource-efficient decisions about the division of Commonwealth and State resources earmarked for Aboriginal people. Furthermore, the 60 ATSIC regional councils (now 36) must prepare regional plans and this will require up-to-date statistical data.

Some conceptual and methodological issues that militate against the collection of accurate statistics need to be addressed. These include changes in people's identification as Aboriginal; mistakes in identification on data collection forms; and use of different definitions, in different contexts, of Aboriginality. The fact that sections of the Aboriginal and Torres Strait Islander populations are poorly educated, paid and housed, are located in remote areas, and do not live neatly clustered in 'standard' households, makes normal data collection methods inappropriate. Questions are raised in the chapter about the applicability of standard social indicators for addressing public policy issues for culturally different and heterogenous indigenous populations. Some indicators, like employment status, may not be entirely appropriate. The author outlines a
variety of data collection options such as upgrading existing ABS surveys and utilising existing administrative databases.

Key cross-references


Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Aboriginal national statistical survey, informal employment, unemployment, Aboriginal Deaths in Custody.

A workshop held by the Centre for Aboriginal Economic Policy Research preceded the development, by the Australian Bureau of Statistics (ABS), of a national survey of the Aboriginal and Torres Strait Islander populations. This is the concluding chapter of the monograph which resulted from this workshop. The workshop focused on the advantages and disadvantages of the survey proposal and considered a range of alternatives to the survey.

Workshop participants agreed that there was an urgent need for information about indigenous Australians beyond that collected in the five-yearly census. Concern was expressed that the proposed national survey might not be the most appropriate means of gathering data. An approach to the collection of statistics was needed which included an expansion of existing ABS special surveys, the coordinated development of administrative by-product databases, and a greater effort at collection of statistics by States and Territories.

The Royal Commission into Aboriginal Deaths in Custody, while pointing to the need for a survey of the indigenous populations, gave no clear guidelines as to what this survey should contain. Clearly, all areas of information cannot be covered in one survey. One approach would be to seek data, which is not available from other sources, on a broad range of policy-relevant topics. For example, employment issues might include informal employment, marginal attachment to the labour force, and
(un)employment histories. An alternative approach would be to target issues of particular relevance to Aboriginal and Torres Strait Islander people, especially in those areas where contemporary cultural practices markedly differentiate indigenous Australians from other Australians. For example, information could be sought on traditional occupations, or a range of questions could be asked on the composition of Aboriginal economic units.

Key cross-references


Available from
Crawford House Press; $42.

Geographic area
Australia-wide, Northern Territory.

Key words
Land rights, government policy, economic status, royalties, enterprises, national parks.

This paper examines the resource and development implications of Aboriginal land rights in Australia, including the tensions between this and other Aboriginal policy areas. The main focus is on the Northern Territory. By 1989, 637,353 square kilometres (8.3 per cent of the total land area of Australia) was held under inalienable freehold title by Aboriginal people who constituted 1.5 per cent of the population.

The history of land rights legislation in Australia, including the Aboriginal Land Rights (Northern Territory) Act 1976, is outlined. This Act transferred all Aboriginal reserves (258,000 square kilometres) in the Northern Territory to inalienable, communally-held freehold title, and enabled Aboriginal people, who could prove the existence of traditional links, to present claims to unalienated Crown land.

It is often assumed that land rights will result in improved economic circumstances for Aboriginal people, reduced financial dependence on the welfare state and greater opportunities for self-determination and self-management. However, much of the land transferred to Aboriginal people is of low commercial or subsistence value. And while subsistence might
provide a valuable economic option, it is predicated on continued access to welfare support; it will not result in economic independence especially as the subsistence potential of much Aboriginal land is small. Economic benefits to Aboriginal people linked to non-Aboriginal utilisation of their land in the form of resource development or tourism projects are limited in terms of direct employment for Aboriginal people, because for cultural and other reasons supply of labour is not forthcoming. There are seldom other economic spin-offs for land owners. Statutory provisions frequently ensure Aboriginal interests a share of mining and tourism monies when these activities are carried out on Aboriginal land. National parks are leased back by Aboriginal owners to the Commonwealth and Northern Territory authorities for specified rentals, but these rentals are limited by statutory agreements rather than market forces. Furthermore, there are a range of cultural and social costs which must be offset against economic benefits. The evidence provided by the Northern Territory case is that land rights gains, while providing important regional political power, cannot be automatically converted into short-term economic benefit.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
National parks, subsistence activities, resource rights, ecological sustainability, government policy - Aboriginal Employment Development Policy (AEDP).

Aboriginal people resident in, or traditional owners of, national parks have highly variable legal rights to harvest subsistence resources. In the absence of common law rights to indigenous resources, a wide range of Commonwealth, State and Territory laws often obfuscate these rights.
This paper outlines in some detail, mainly in an appendix, Aboriginal harvesting rights in national parks Australia-wide. It focuses on the situation in the Northern Territory, Western Australia and Queensland, this northern emphasis being predicated on the observation that the subsistence sector is of greatest economic significance to Aboriginal communities in these States. The authors present available evidence on Aboriginal utilisation of floral and faunal resources in national parks, although some reference is made to research that quantifies the economic contribution of subsistence in adjacent areas under Aboriginal ownership.

The paper is based on the assumption that Aboriginal people who reside in national parks wish to continue to forage (hunt, gather and fish) for both economic and cultural reasons. The key issues are what options exist for, and what issues need to be addressed by, Aboriginal people who both reside and wish to continue to practice subsistence activities in national parks. The authors examine a range of subsistence-related issues within the broader economic policy framework of the AEDP. These issues include the impact of tourism on access to resources; income support options to facilitate subsistence; the compatibility of subsistence and commercial production; ecological sustainability; Aboriginal management; and the impact of introduced species and technology. The paper identifies a number of policy dilemmas and makes some recommendations. The complex political economy of Aboriginal resource utilisation in national parks and the urgent need for accurate quantitative information on Aboriginal subsistence activities are highlighted in the conclusion.

Key cross-references


Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Aboriginal national statistical survey, informal economy, government policy, economic status.
A shortcoming of the statistics on the employment and income status of Aboriginal and Torres Strait Islander populations is the absence of data on informal economic activities, that is non-monetary, subsistence or own-account production, such as fishing, gathering, gardening and small-scale sale of arts and crafts. This has important policy implications. While government policy aims to provide employment and income equality for Aboriginal and Torres Strait Islander Australians, it ignores the potential for the informal economy to provide both.

About 5 to 10 per cent of the total Aboriginal and Torres Strait Islander population reside at remote localities such as outstations. It is generally assumed, but this is not verified, that it is at these communities that informal activities are significant. A key means of collecting information on informal employment is to expand the definition of employment, as it relates to the collection of official statistics, to include informal activities. Thus, on census forms subsistence production could be presented as an option. In the Australian situation there are three broad avenues that are used to gather information on Australian participation in the informal economy: case studies, special surveys, and the five-yearly census. The authors recommend a hybrid approach, with questions on informal employment using a census or survey approach and questions on the informal economy based on a detailed case-study approach.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Employment, macroeconomy, government policy - Aboriginal Employment Development Policy (AEDP), government programs - Community Development Employment Projects (CDEP) scheme.

There is considerable evidence that the factors influencing Aboriginal employment differ from those affecting the general Australian
population. The 1986 Census showed that Aboriginal unemployment was nearly four times higher than that of the rest of the population, and that the Aboriginal labour force participation rate was significantly lower, 48.3 per cent versus 60 per cent.

This paper considers further evidence of the changes over time in Aboriginal employment as measured in the Censuses of 1971, 1976, 1981 and 1986. It asks two questions: first, has the Aboriginal population experienced different unemployment rates than the rest of the population; and second, has the industry mix of employment of the Aboriginal population varied from that of the rest of the population. The evidence presented shows that the importance of the agricultural industry as a source of Aboriginal employment declined markedly between 1971 and 1986 and publicly-funded industries became the major employers of Aboriginal people. Data on the position of Aborigines in the labour market since 1986 are extremely limited, but calculations made suggest that private sector employment for Aborigines has declined further between 1986 and 1991, despite the launch of the AEDP in 1986-87, and associated training programs focusing on private sector employment. The authors speculate that the 1991 Census results will show no increase in Aboriginal unemployment, compared with 1986, at a time when the rest of the Australian workforce has experienced substantial increases in unemployment. However, associated with this apparent decline has been a shift to greater reliance on government for employment, especially from labour market programs like the CDEP scheme. A key policy issue is that Aboriginal employment prospects are now more vulnerable to changes in government policy and extremely high welfare dependence has been substituted with equally high dependence on special Aboriginal program support. The authors argue that the reliance on public sector funding has partially insulated the Aboriginal population from the effects of the current recession, but has left them with a high dependence on special Aboriginal programs and vulnerable to any sudden changes in policy.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.
Geographic area
Australia-wide.

Key words
Government programs - Community Development Employment Projects (CDEP) scheme, government policy - Aboriginal Employment Development Policy (AEDP), labour market status, employment, income.

The CDEP scheme was established in 1977, primarily as an income support and community development program for Aboriginal Australians residing in discrete communities in remote regions. The main feature of the scheme is that participating communities are provided with a block grant, closely equivalent to the social security entitlements of their unemployed members, to be utilised as a wages pool. Participating communities are also provided with additional resources to meet wages on-costs (like workers compensation insurance) and the purchase of equipment. The fundamental character of the CDEP scheme changed in 1987, as it became a central element of the AEDP. Since that time, the scheme's goals have been increasingly associated with the AEDP's objectives of employment and income equality for Aboriginal Australians, and it is now also regarded as an employment program.

Concern has been expressed by a number of commentators that there has been insufficient research on the effectiveness of the scheme. This paper attempts to begin to fill this gap by documenting from the 1986 Census the labour market activities of Aboriginal people living in 19 of the 38 communities participating in the scheme at that time. Unfortunately, the census does not allow identification of CDEP scheme participants, and the analysis is based on the crucial assumption that most people working 0-24 hours per week in the selected communities were, in fact, participants in the scheme. The paper examines age, income, educational status, occupations, industry of employment and industry sector of participants, and concludes with a discussion of policy issues arising from this analysis.

Key cross-references

Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Tourism - environmental impact, sustainable development, government policy, cultural tourism.

An issues paper on 'Aborigines and Tourism' was commissioned by the Ecologically Sustainable Development (ESD) Tourism Working Group on 3 June 1991. It followed a verbal presentation on Aboriginal issues to the ESD Tourism Working Group by the authors in May 1991. This paper is divided into three parts, as specified in the consultancy terms of reference.

The first part reviews research on the impacts of tourism on Aboriginal communities and identifies five principal areas of participation for Aboriginal people: employment; investment; the arts and crafts industry; cultural tours; and joint ventures. The second part outlines the characteristics of an ecologically sustainable tourism industry in the context of the industry's interface with Aboriginal communities and with reference to successful examples of Aboriginal participation in tourism. The third part discusses the need for policy alternatives to achieve an ecologically sustainable tourism industry for Aboriginal communities and ensure sustainable Aboriginal participation in the industry. The authors suggest new policy directions based on the recognition of diversity; the broadening of options; rigorous market research; greater understanding of issues concerning industry; and policy realism and education and training.

The methodology for the paper required a literature search, with special reference to the consultants' own work on the impacts of tourism on Aboriginal communities in remote Australia (in Altman's case) and in rural and urban areas in south-east Australia (in Finlayson's case).

Key cross-references

Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Aboriginal and Torres Strait Islander Commission (ATSIC) regions, ATSIC regional councils, Aboriginal and Torres Strait Islander statistics, population growth, population profile, labour force characteristics.

Section 94(1) of the Aboriginal and Torres Strait Islander Act 1989 requires regional councils to 'formulate and revise from time to time a regional plan for improving the economic, social and cultural status of Aboriginal and Torres Strait Islander residents of the region'. Guidelines for the preparation of such regional plans require that councils compile a database on the demographic composition of their council area and to consider how various social indicators may differ in the future, say in the next five years. While not explicitly stated, the guidelines thus require that some form of demographic trend analysis be undertaken for council areas so that meaningful projections of the population to be serviced may be calculated.

This paper seeks to point out that limitations in official census data for Aborigines and Torres Strait Islanders draw into question the validity of trend analysis based on time series data, also based on past censuses, for regional council areas. Accordingly, the meaningful application of projection techniques to estimate future population profiles using existing census data is severely restricted. Among the difficulties encountered in reconstructing council area populations are census boundary changes over time, changes in enumeration techniques and coverage, the problems posed by self-identification and associated population growth, and, in some cases, the difficulty of matching ATSIC regional council boundaries with census geography.

Following discussion of these problems, detailed statistics showing changes in the size of the Aboriginal and Torres Strait Islander populations and labour force in each council area are presented, using 1976 as the base year. As expected, geographic patterns of population and labour force change are difficult to discern, and exact reasons for comparative growth or decline are impossible to determine. The paper
concludes that reverse projections for regional council areas using 1991 Census data would provide a more reliable basis for establishing demographic trends. Although not entirely adequate, these reconstructions for ATSIC regional councils are the only estimates of these populations that have been undertaken to date.

Key cross-references


Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Government policy - Aboriginal Employment Development Policy (AEDP), government programs - Community Development Employment Projects (CDEP) scheme, employment, economic equity, economic equality, economic status, demography, locational disadvantage.

Policies and programs to improve the employment status of Aboriginal people have been the concern of numerous Australian Commonwealth Governments. This chapter provides an historical review of Commonwealth policies and programs relating to Aboriginal employment, with an emphasis on the Hawke Government's AEDP of 1986-87.

The authors consider the AEDP's identification of 'equity' with the achievement of statistical equality in employment and income status between Aborigines and other Australians by the year 2000 as unrealistic, as it fails to acknowledge the deep-rooted structural causes of low economic status among Aboriginal people. These causes include a history of exclusion from the mainstream institutions of Australian society, the demographic structure of the Aboriginal population and locational disadvantage in terms of access to employment. The AEDP, however, reflects policy realism at another level. It recognises the limited possibility of rapid improvement in Aboriginal employment status and the need for longer-term financial and administrative support. There is a
commitment to increased expenditure on employment programs, and a willingness to restructure and redirect existing programs to suit different needs. They note that rapid expansion of the CDEP scheme, under which Aboriginal community organisations have members work for the equivalent of the unemployment benefit entitlement, has been a key element of the AEDP. The authors ask whether, in this instance, 'policy realism', may have been taken too far and become policy conservatism.

**Key cross-references**


Available from ANUTECH Pty Ltd; $6.

**Geographic area**
Australia-wide.

**Key words**
Welfare state, welfare dependence, Commonwealth/State government relations, government policy, government programs.

This paper examines the changing position of Aboriginal people in relation to the Australian welfare state since European settlement. It begins by outlining the regime of exclusion that survived up to the 1950s under the auspices of the policies of 'protection' and 'assimilation'. It then demonstrates how, during the 1960s and 1970s, Aborigines were gradually incorporated into the Australian welfare state. The Whitlam Government's adoption of a policy of 'self-determination' for Aboriginal Australians is seen as particularly significant. This policy shift resulted in the establishment of a federal Department of Aboriginal Affairs (DAA) and the escalation of specific programs for Aboriginal people. The 1980s saw a rapid growth in financial resources earmarked for Aboriginal people as they were effectively included in the welfare state and as a number of special Aboriginal assistance programs began operating across a range of Commonwealth and State government departments. With this proliferation of programs, two broad causes for concern arose: first, Aboriginal dependence on welfare provisions; and second, program fragmentation. The authors argue that, while legitimate, these concerns can be overstated. They conclude by speculating on changing future patterns of Aboriginal inclusion in the Australian welfare state, including
the role of the Aboriginal and Torres Strait Islander Commission (ATSIC), established in March 1990 by the Commonwealth Aboriginal Torres Strait Islander Commission Act 1989, and the trend towards mainstream provision.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Government programs - Community Development Employment Projects (CDEP) scheme, government policy - Aboriginal Employment Development Policy (AEDP), income support, employment, unemployment.

The CDEP scheme is a program whereby incorporated bodies in Aboriginal communities receive grants roughly equivalent to what was, until July 1991, the unemployment benefit entitlement of community members, now Job Search Allowance and Newstart, rather than having individuals receiving these benefits directly. Grants are used by participating community councils as wages for the creation of jobs in community development activities which, through the offer of work, are supposed to provide individuals with income roughly equivalent to that to which they would otherwise be entitled from the Department of Social Security (DSS). The scheme has been operating since 1977, initially in only 12 communities. During its early years it experienced severe budgetary and administrative problems and expanded little. From 1986-87, it expanded rapidly as part of the Hawke Government's AEDP, to include, in 1990-91, 169 participating communities and involve 18,266 Aboriginal people. Expenditure on CDEP for 1990-91 totalled about $194 million, representing 36 per cent of the Aboriginal affairs portfolio expenditure. However, expansion of the scheme again came to a halt in 1990, due to some unresolved policy and administrative issues.
The purpose of this paper is to elaborate on the nature of the unresolved administrative and policy issues relating to the CDEP scheme. The discussion focuses on the following areas: funding and administrative arrangements; marginal eligibility differences; gender considerations; what constitutes work?; supplementary or substitution funding?; under-award wages: a secondary labour market?; capital and on-cost provision; income maximisation and long-term dissatisfaction; support for enterprises; community self-management and individual rights; and community self-management and accountability. Many of these issues stem from the development of the CDEP scheme as both a welfare and a workforce program, with the differing policy directions, funding needs and administrative requirements involved. The authors conclude by arguing that the prospects for resolution of these issues are slim and that the CDEP scheme will never be rid of its problematic ambiguities. However, they also recognise the attractiveness of the scheme, given the intractable and structural nature of Aboriginal employment.

Key cross-references


Available from
University Co-op Bookshop, Australian National University; out of print.

Geographic area
Australia-wide.

Key words
Aboriginal history, government policy - Aboriginal Employment Development Policy (AEDP), government programs - Community Development Employment Projects (CDEP) scheme, Aboriginal and Torres Strait Islander Commission (ATSIC).

This chapter gives an historical account of Aboriginal affairs policy since 1967 and discusses specific references to Aboriginal policy in Fightback!, the Federal Opposition's 1991-93 policy platform. The chapter focuses on planned cutbacks or rearrangements to funding in various Aboriginal affairs program areas. For example, a cutback in the CDEP scheme
funding of $23 million is proposed, subject to negotiation with ATSIC. The authors argue that one of the most notable aspects of Commonwealth Government Aboriginal and Torres Strait Islander affairs policy over the last 20 years has been the high degree of similarity and bipartisanship between the approaches of Labor and the Coalition parties, and that *Fightback!* suggests nothing that would alter this. They examine cutbacks and administrative changes suggested by *Fightback!* in three Aboriginal and Torres Strait Islander program areas: housing loans, the CDEP scheme and education assistance. However, they also note that *Fightback!* offers to negotiate with ATSIC over priorities for program cuts and therefore appears ambivalent about these suggestions and changes.

In the latter part of the chapter the authors discuss some of the major policy issues presently dominating Aboriginal affairs which are given little attention in *Fightback!*: land rights policy and heritage protection issues; the Royal Commission into Aboriginal Deaths in Custody; the reconciliation issue; the future of ATSIC; Federal-State financial relations in Aboriginal affairs; and the AEDP. The authors conclude that in relation to Aboriginal affairs, *Fightback!* is neither a manifesto for change, nor does it propose new policy direction.

**Key cross-references**


**Available from**

ANUTECH Pty Ltd; $6.

**Geographic area**

Australia-wide.

**Key words**

Welfare dependence, welfare status, employment, government policy - Aboriginal Employment Development Policy (AEDP), labour market programs.

The AEDP has three broad aims: employment, income and welfare dependency equality between Aboriginal and other Australians by the year 2000. This paper focuses on the third goal, the reduction of
Aboriginal welfare dependency to levels commensurate with that of the total population.

The paper begins with an overview of available official information on sources of Aboriginal income. 1986 Census data are initially used to estimate the relative significance of Aboriginal employment and non-employment income in aggregate terms. The authors disaggregate these estimates using census and administrative data. A critical commentary is provided on important sources of income for Aboriginal people that are generally overlooked in official statistics, such as royalty and rent payments, arts and crafts production, private transfers and 'subsistence production'. Data from a number of available case studies are used to highlight some social and economic circumstances affecting Aboriginal reliance on non-employment income. Policy implications of the extent of Aboriginal reliance on welfare and the AEDP's goal of reducing this dependence are raised. The conclusion raises the possibility that there might be inverse and unintended trade-offs between the three AEDP goals. In particular, reduced welfare dependence in the current economic climate may hamper the goal of income equality. The pursuit of statistical equality between Aboriginal and other Australians may inadvertently result in greater inequities within the Aboriginal population.

Key cross-references


Available from
Great Barrier Marine Park Authority; out of print.

Geographic area
Torres Strait.

Key words
Sustainable development, economic dependence, economic development, government policy, employment, fishing.

There are pressures from Torres Strait Islander interests and from government policies to decrease welfare dependence by increasing opportunities for Torres Strait Islander employment. Also, the concept of sustainable development appears to include the requirement to increase income as well as the quality of life.
The Torres Strait's economy is characterised by public and private sectors, and a sector based on commercial fishing. Islanders are not involved in commercial prawning and pearl culture, and they have limited involvement in crayfishing. Expansion is limited by the size and availability of fish stocks. Any increase in employment opportunities and services may make the Torres Strait attractive to both Papua New Guinean nationals and Torres Strait Islanders residing on the mainland. An increase in population would put further pressure on the natural resource base. In areas such as the Torres Strait, policy-makers may have to accept that there are limits to the economic growth that can occur from primary production alone. It is not possible to increase indefinitely both the number of users of a primary resource and their incomes. Even by taking over those sections of the industry dominated by non-Islanders, improving Islander access to fisheries, and by exploiting a wider range of species, the potential for fisheries to generate sufficient export income to allow regional financial independence from government funding is limited. Consideration should be given to broadening the economic base and modifying policies which emphasise economic independence to make them more realistic.

Key cross-references


Geographic area
Torres Strait.

Key words
Government policy - Aboriginal Employment Development Policy (AEDP), government programs - Community Development Employment Projects (CDEP) scheme, labour market programs, economic dependence, employment, tourism, fishing.

The Torres Strait Island Coordination Council and the Commonwealth Government's AEDP share the goal of increasing Torres Strait Islander incomes and reducing their dependence on government.

This paper summarises the social and economic characteristics of the Torres Strait region. The regional economy is characterised by a high level of public sector employment, much of it focused on Thursday Island. There is practically no manufacturing or secondary industry. The productive sector of the region consists largely of the fishing industry
which provides 10 per cent of total income. In 1989, the CDEP scheme contributed between $7 and $8 million to the incomes of its 700 Torres Strait Islander participants.

The possibilities for expanding the non-welfare economy and for increasing Torres Strait Islander involvement in it, as well as some of the apparent constraints to these changes, are examined. Torres Strait Islanders could be trained to take over available waged positions in the public and private sectors. However, employment in these sectors occurs mainly in the service industry where future expansion is limited by population growth. Prospects for mining, tourism, and manufacturing are limited. Islander involvement in commercial fisheries could be increased. This could occur by utilising CDEP scheme subsidies more effectively but available fish stocks restrict expansion of commercial fishing. There are definite limits to the household income that can be generated in the Torres Strait from market economic activity.

**Key cross-references**

**ARTHUR, W.S. 1991c. 'The prospects for employment equity in remote areas: the Torres Strait case', in J.C. Altman (ed.) Aboriginal Employment Equity by the Year 2000, Centre for Aboriginal Economic Policy Research, Australian National University, Canberra, pp. 107-20.**

**Available from**
ANUTECH Pty Ltd; $20.

**Geographic area**
Torres Strait.

**Key words**
Government policy - Aboriginal Employment Development Policy (AEDP), government programs - Community Development Employment Projects (CDEP) scheme, employment equity, income, fishing, economic equality, remote communities.

The Commonwealth's AEDP aims to achieve Aboriginal and Torres Strait Islander employment and income equality between indigenous and other Australians by the year 2000. The policy consists of two main components: job-matching in the mainstream labour market and job-creation in remote areas where job opportunities are few. Different
labour markets exist in remote regions and different notions of income and employment equality are utilised.

Torres Strait Islanders in the formal labour force are mainly involved in the service industry and commercial fishing. In the western islands, the islands with the highest incomes from fishing, the highest income per capita per year from commercial fishing was $1,166. The author suggests that Islanders could increase their participation in local industries and commercial fishing, and consider the introduction of new industries. However, estimates indicate that the regional economy will be unable to generate the level of activity required to provide the necessary jobs to meet the AEDP's economic objective of employment equity.

Forty-two per cent of Torres Strait Islanders' incomes were from work on the CDEP scheme. According to the author, work under this scheme does not represent 'real' employment, as, among other things, the CDEP wage is set at the level of unemployment benefits. If the CDEP scheme is to be counted at the national level as employment, then this means that Islanders are locked into a special form of equity, which differs from the equity envisaged for Aborigines and Torres Strait Islanders in urban areas.

The author concludes that in remote regions, where job opportunities are few, the goals of statistical equality and reduced dependency are unachievable. A more realistic policy option would be to ensure a basic living standard by paying a subsidy for 'remote area living'. Such a policy shift would replace the negative connotations and stigma associated with the notion of welfare dependence attached to the payment of unemployment benefit and CDEP monies.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Torres Strait.
Key words
Economic development, government policy - Aboriginal Employment Development Policy (AEDP), government programs, employment - public and private sector, fishing industry.

The Torres Strait is an archipelago populated predominantly by Torres Strait Islanders, officially recognised by the Federal Government as Australia's other indigenous minority. At present, the Strait's economy is characterised by significant public and private service sectors, and by a productive sector based entirely on commercial fishing. Following the stated objectives of the Commonwealth Government's AEDP, launched in 1987, as well as those of the Island Coordinating Council, research and planning during 1989 and 1990 has aimed to increase Torres Strait Islander incomes and the opportunities for Islander employment, and reduce dependency on government funding.

This paper summarises the social and economic characteristics of the region. It examines several ways the above goals could be achieved, including increasing Islander employment in current industries; expanding these industries, and increasing Islander employment in them; increasing subsistence income; and increasing Islander non-welfare incomes by other means, such as through a tax levied on other users of local resources. The author suggests that increased economic activity could occur in the following industries: public and private sector employment; tourism; artefact production and sale; commercial fishing; market gardening; and subsistence fishing and gardening. This suggests three broad strategies: Islanderisation of waged employment; an expansion of the region's export sector; and import substitution. With the possible exception of wage employment, which exists primarily in the region's service industries, these strategies are all subject to environmental constraints and considerations. This is particularly the case with commercial and subsistence fishing. In the context of the region's fishing industry, federal government policies appear ambiguous. Furthermore, expansion is limited by the size and availability of fish stocks. A corollary of this is that in regions such as Torres Strait, federal government policy makers may have to accept that there are real limits to the economic growth that can occur from primary production alone. The paper discusses the current limits to employment growth in the regional Torres Strait economy and raises policy implications of this analysis with respect to employment equality goals of the AEDP. In conclusion, some policy implications of this analysis are raised.

Key cross-references

Available from
ANUTECH Pty Ltd; $6.

Geographic area
Western Australia.

Key words
Commonwealth/State/local government - funding, financial relations; government policy, government programs, Aboriginal organisations.

This paper examines government funding in Aboriginal and Torres Strait Islander affairs in Western Australia during 1990-91 and attempts to identify the sources of special funding and how these allocations are spent. Funding in Aboriginal affairs in Western Australia is complicated by several factors. These include the nature of fiscal relations between the Commonwealth and the State; Commonwealth national policies operating alongside policies formulated by the State government; services and programs provided by special Aboriginal government agencies, as well as by mainstream agencies; special funding provided to overcome the 'disadvantaged' status of Aborigines; and some public funds going directly to Aboriginal organisations rather than to government bodies.

The data have been arranged to examine the funding for Aboriginal programs and services from three perspectives. First, the data differentiate between the funds allocated by each level of government, Commonwealth, State and local. Second, the data are arranged to indicate the funding allocated to programs and services with a social intent compared with those allocated with an economic intent. Third, the proportion of funds designated for remote regions are compared with those going to urban regions of Western Australia.

This analysis is constrained by the absence of current procedures that would facilitate the identification of expenditure allocated specifically to Aboriginal people by each level of government. Comparisons between Commonwealth, State and local government funding are limited because there is no agreement on respective funding responsibilities. The paper concludes that whether data on funding are to be utilised to improve intergovernmental accountability or as an aid to allocating funds to specific policy areas, procedures should be put in place to clarify the responsibilities of each level of government. Following this, a comprehensive system should be established to allow accurate measurement and identification of the resources expended on Aboriginal people.
Key cross-references


Available from
Social Policy Research Centre; $9.

Geographic area
Australia-wide.

Key words
Government policy - Aboriginal Employment Development Policy (AEDP), government programs, employment, remote communities, community enterprises.

One AEDP strategy is to create jobs and increase rates of employment in rural and remote areas where residential groupings, generally referred to as communities, of less than 1,000 persons are located. Forty-seven per cent of all Aboriginal people live in such communities. Enterprise development is a strategy used to create jobs, and the appropriate structure for enterprise development is assumed to be the community. Approximately half of the resources of current Aboriginal economic policy are directed towards community-based employment and enterprise strategies with an annual expenditure of $54 million.

Community-based enterprises funded under the Aboriginal and Torres Strait Islander Commission's (ATSIC) Business Funding Scheme generally have a low level of success. Loans have not been repaid, few jobs have been created, and the costs per permanent job created have been far in excess of budget estimates. On the other hand, it appears that the criteria for measuring success was based on enterprises being commercially viable, and although commercial viability appears in line with current policy, it was not necessarily what the Miller Report required for community enterprises. The reasons for commercial failure of enterprises included the inadequate business skills of the recipients, poor assessment of the potential of projects and lack of after-care systems; and the low level of community support for such enterprises.

There is an assumption that community cohesion and commitment exist in Aboriginal residential groupings. However, research suggests that there is a high degree of factionalism in Aboriginal communities. There is also evidence that, because of their greater commitment to projects,
families and small legally-incorporated groups are more successful at enterprises than larger community groups. A dilemma for policy makers will be whether to continue to focus on communities as the appropriate vehicle to which enterprise resources should be delivered, or whether to target individuals and families. Also, the policy goals of community-based enterprises need to be clarified; are they primarily intended to generate surplus income or to provide an economic base for employment where no other alternatives exist, and should enterprises be subsidised on an ongoing basis.

Key cross-references


Available from
ANUTECH Pty Ltd; $20.

Geographic area
Torres Strait.

Key words
Torres Strait Islander statistics, Aboriginal national statistical survey, government policy, government programs, demography.

Torres Strait Islanders are officially recognised as a separate indigenous group in Australia. Contemporary Torres Strait Islanders stress the sociopolitical and cultural differences between themselves and Aborigines. However, both groups are usually considered together in research and in government policies and programs. The author investigates whether there are any issues which are particular to Torres Strait Islanders and which warrant separate attention in the forthcoming (1994) national Aboriginal and Torres Strait Islander survey.

The paper concludes that the lack of socioeconomic data on Torres Strait Islanders makes it difficult to compare their position with other Australian citizens, and inhibits any analysis of the impact of government policies. A national survey would provide an ideal opportunity to rectify this situation. Thus it is recommended that the data on Torres Strait Islanders obtained in the forthcoming survey be presented separately. The author cautions that present data on the size and distribution of the Torres Strait Islander population may not be reliable and that assessment of the
socioeconomic status of Torres Strait Islanders, especially those living on the mainland, depends largely on obtaining additional accurate data.

**Key cross-references**


Available from
Aboriginal and Torres Strait Islander Commission (ATSIC); free publication.

**Geographic area**
Australia-wide.

**Key words**
Government policy, government programs, government services, economic status, Aboriginal and Torres Strait Islander statistics.

The Report considered ways that programs and services planned and delivered by Commonwealth, State, Territory and local governments can make more effective use of available resources to redress the socioeconomically disadvantaged situation of Aboriginal and Torres Strait Islander people. Bilateral joint-responsibility agreements would identify funding responsibilities between the levels of government and would take into account ATSIC's new planning processes and the roles played by State/Territory Aboriginal organisations. A model for the joint-responsibility programs is necessary and would involve defining the program outcomes required and the assigning of responsibility for delivery to one level of government, thereby requiring direct responsibility for program outcomes.

It was recommended that planning and coordination processes be monitored on a regular basis and that there be an ongoing collection, collation and assessment of statistical data to assist in the analysis of the efficiency and effectiveness of programs and service delivery to clients, and that both mainstream and special programs should be included in such data. The Working Party also recommended that there be a statement of national commitment to objectives in Aboriginal and Torres Strait Islander Affairs.
Key cross-references


Available from
ABS, Canberra; $12.50.

Geographic area
Australia-wide.

Key words
Aboriginal and Torres Strait Islander statistics, demography, education, employment, income.

The report presents detailed tables and descriptions of the Aboriginal and Torres Strait Islander populations, derived from the 1986 Census. These include demographic characteristics, living arrangements and housing, education, language and religion, labour force status and income. The tables present data by section-of-State for major urban centres, other urban centres, rural localities and other rural areas. Some analysis of the data in these tables is provided.

Findings include the fact that one-parent families had the lowest family incomes. Over 75 per cent of such families had annual incomes of $15,000 or less. For all family types, those in rural areas were relatively over-represented in low income brackets. Sixty-two per cent in urban areas and 70 per cent in rural areas had incomes of $9,000 or less. Almost 75 per cent of Aboriginal women had individual annual incomes of $9,000 or less, and a further 18 per cent were within the $9,001-$15,000 range. In contrast, 55 per cent of Aboriginal men had individual annual incomes of $9,000 or less, and a further one-quarter had incomes within the range $9,000-$15,000. The public sector accounted for 43 per cent of jobs held by Aboriginal people. Only 40 per cent of Aboriginal people aged 25-54 years were employed compared with 54 per cent of all Australians. The proportion of employed Aboriginal people in managerial and professional occupations was 9 per cent compared with 24 per cent of all Australians.

Key cross-references

Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Employment, income, economic status, education, research.

There is little research on labour economics in Australia oriented towards an understanding of the relative economic status of Aboriginal people. The author believes that there are important potential benefits from further development of the tools of economics to address issues related to Aboriginal incomes. A method or framework based on human capital theory is proposed for testing the impact of changes in policy-relevant human capital characteristics on Aboriginal relative incomes. Some preliminary estimates are made to illustrate how the framework might be used to explore the impact in one area of human capital, namely education, on Aboriginal labour market experience.

The exercise implies that, apart from education, there are many forces at work which influence relative Aboriginal incomes, and demonstrates that some of the tools of labour economics have the potential to unravel the factors pertinent to an understanding of relative Aboriginal economic disadvantage. There is a case for further analysis along these lines, the goal being an eventual empirical investigation of all the relevant factors, the most important probably being location, public sector employment, and the role of labour market programs. Such a process could allow some assessment of the nature, extent and income consequences of racially discriminatory practices.

Key cross-references

Available from
Commonwealth Government Bookshops; $14.95.

Geographic area
Australia-wide.

Key words
Tourism - environmental impact, sustainable development, subsistence activities, employment, heritage protection, government policy.

The task for the Working Group was to examine the relationship between tourism and the environment, including the social and cultural impacts of tourism, and develop policy options which meet both environmental and economic goals. The Group utilised community forums and existing research, and based its information on Aboriginal participation on a consultancy report by J.C. Altman and J. Finlayson (1991) - reproduced as *CAEPR Discussion Paper No. 26, 'Aborigines, Tourism and Sustainable Development'* (see Altman and Finlayson 1991 above).

Involvement in tourism has been identified as a major potential source of economic growth for Aboriginal and Torres Strait Islanders. Some tourism opportunities are likely to have negative impacts on the quality of life within communities and therefore require careful management. Areas of involvement include cultural tours, employment, joint ventures and the arts and crafts industry. None of these areas are without problems for Aboriginal and Torres Strait Islander participants. Employment in tourism-related industries requires adoption of cultural styles which may be foreign and often requires direct social interaction with tourists, which many Aboriginal and Torres Strait Islander people find difficult. The impact of tourism on the natural environment is linked to Aboriginal heritage protection with respect to sites of significance. Tourism can have a negative environmental impact on traditional hunting, fishing and gathering activities. Ecological perspectives recognise the potential of tourism to diminish the quality of life in Aboriginal communities.

Key cross-references
This Report covers many topics, including an outline of the current status of Australia's fishery resources, and the adequacy of current fisheries management practices. The Working Group commissioned a study (J. Cordell *Managing Sea Country: Tenure and Sustainability of Aboriginal and Torres Strait Islander Marine Resources*) on indigenous fishing because Aborigines' cultural practices and historical patterns set this apart from the rest of the fishing industry; it found very little written information on the topic. A foremost feature is Aboriginal and Torres Strait Islanders' customary sea and land tenure. At present there is no concrete evidence of depletion of fishery resources due to indigenous harvesting. Few members of indigenous communities have licences to fish commercially, but this is changing.

Fishing by indigenous communities is a recognised aspect of the management of the Great Barrier Reef Marine Park in Queensland, and commercial fishing by Aboriginal people is allowed by specific management measures in the Western Australian trochus fishery.

Current international agreements in fisheries administration involving Australia include the Torres Strait Treaty between Australia and Papua New Guinea. This treaty settles matters related to sovereignty and maritime boundaries between the two countries in the Torres Strait area. Part of the treaty provides for management of commercial fisheries in the Torres Strait. These management measures accord priority to customary fishing activities and provide for cooperation and joint management of certain fisheries. The parties are to cooperate in conservation, management and optimum utilisation of commercial fisheries.

*Key cross-references*

Available from
Commonwealth Government Bookshops; $14.95.

**Geographic area**
Australia-wide.

**Key words**
Mining, mining rights, sustainable development, economic development, land rights.

The aim of ecologically sustainable development is to ensure compatibility between mining, development and the environment. This Report covers many issues in relation to this. The Working Group consulted with relevant community and industry groups, held a series of State and Territory forums, surveyed public attitudes on ecologically sustainable development issues, such as its effect on Aboriginal people and their communities, and investigated policy options.

Mining tends to impact on Aboriginal people in rural and remote areas who still live traditional lifestyles. While mining can bring economic opportunities to Aboriginal people, it has the potential to disrupt existing social, cultural and economic arrangements. Although most Aboriginal communities do not have title to their traditional lands, the Report found that where they do, this allows greater control over mining and greater potential for economic benefit. Some communities oppose mining, others do not. Some mining towns have been established close to Aboriginal communities. Such centres have been responsible for increased social pressures and the breakdown of authority structures. Substance abuse, poor health, early mortality and unfulfilled employment aspirations are common outcomes. The Report concludes that mining companies could contribute to programs to redress these problems.

The Report recommends that use of Aboriginal land for mineral exploration and mining be a key issue for consideration by the Council for Aboriginal Reconciliation; the Mining Industry Council explore mechanisms to improve consultation with Aboriginal people regarding mining in the Northern Territory; and the right to explore on Aboriginal land not be automatically tied to the right to mine.

**Key cross-references**

Available from
Commonwealth Government Bookshops; $24.95.

Geographic area
Australia-wide.

Key words
Aboriginal Deaths in Custody, economic development, economic status, social status, social indicators, demography.

This volume includes an outline of the educational, employment and income status of Aboriginal people. On almost every statistical indicator the Aboriginal population as a group are found to be highly disadvantaged; these factors underlie the phenomena of Aboriginal deaths and over-representation in custody. The Report recommends a special national survey covering a range of social, demographic, health and economic characteristics of the Aboriginal population, with full Aboriginal participation in the survey.

High unemployment, particularly among Aboriginal youth, low income and occupational status levels are suffered. The incomes of Aboriginal people have not improved appreciably in comparison with those of the general community since 1971. Their incomes are stated to be about half that of the Australian population as a whole. For many, dependency on welfare is inescapable. Aboriginal people have limited access to education in some situations, owing to a variety of social and cultural, as well as geographic factors. However, there has been a decline in the 15 years plus age group who have never attended school, 14.3 per cent in 1976 compared with 7.5 per cent in 1986. Truancy rates are still very high in some areas. For example, the South Australian Department of Education reported 40 per cent absenteeism in its northern area. There is a strong link between education levels and employment success. Interviews with Aboriginal people indicated that although some Aboriginal people (most notably those living in remote communities) expressed ambivalence about full-time employment, most wanted jobs. 1986 Census data indicate that 32.6 per cent of Aboriginal people of working age were employed compared to 62.6 per cent of other Australians.

Eighty-three of the 99 people whose deaths were examined by the Royal Commission were unemployed at the time of their deaths. Employment was an intermittent rather than constant factor in their lives. A significant number of those who died had a history of employment, but
occupations tended to be of low status. Of the 68 that had a usual occupation, the majority were employed as labourers. The majority of the young Aboriginal people who died had never been employed; most who died in custody had poor educational achievement.

**Key cross-references**


Available from Commonwealth Government Bookshops; $7.95.

**Geographic area**
Australia-wide.

**Key words**
Aboriginal Deaths in Custody, government policy - Aboriginal Employment Development Policy (AEDP), government programs - Community Development Employment Projects (CDEP) scheme, economic equality, government funding, employment.

This volume includes a section on increasing economic opportunities for Aboriginal people. The history of Commonwealth and State policies and economic programs for Aboriginal people are outlined. The general approach of the present Commonwealth's AEDP, which has the objective of employment and income equity with other Australians, equitable participation in education, and reduction of Aboriginal welfare dependency to a level commensurate with other Australians, is supported. Special support is stated for the AEDP's aim to reduce welfare dependence through increased economic independence programs.

The Report outlines the employment, enterprise and training programs, including the CDEP scheme, which are administered mainly by the Aboriginal and Torres Strait Islander Commission (ATSIC) and the Department of Employment, Education and Training (DEET). It suggests that spending on training and other active labour market policy programs, such as the CDEP scheme and job subsidy schemes, be given preference over spending on unemployment relief programs, and that the determination of priorities for particular training programs be better attuned to the particular needs expressed by local Aboriginal groups, via community plans and the requirements of local labour markets. It
recommends, in particular, that DEET analyse its current programs with a view to ensuring that they fully address the employment, education and training needs of potential and existing Aboriginal offenders. Programs should be modified and new program elements developed to increase access by such clients.

It is suggested that as there is currently no mechanism for coordination of State/Territory programs with those run by the Commonwealth, governments could consider entering into specific funding agreements which set out agreed objectives, strategies and outcomes.

**Key cross-references**


*Available from*
Australian Government Publishing Service; $7.95.

**Geographic area**
Australia-wide.

**Key words**
Aboriginal Deaths in Custody, government policy - Aboriginal Employment Development Policy (AEDP), government programs - Community Development Employment Projects (CDEP) scheme, employment, unemployment, economic development.

Governments acknowledge the crucial significance of employment and economic development for Aboriginal and Torres Strait Islander people if the underlying problems described by the Royal Commission are to be overcome. The Royal Commission states that most Aboriginal and Torres Strait Islander people want employment. All governments should examine Commonwealth, State and Territory programs delivered to Aboriginal and Torres Strait Islander people with a view to maximising employment.

The AEDP is the vehicle through which the Commonwealth promotes economic development. The Royal Commission's recommendation of support for the aims of the AEDP is strongly endorsed by the Commonwealth, States and Territories. It is argued that economic development should not be viewed only in terms of
commercially viable enterprises. A broader view is needed. Commonwealth and State/Territory Governments see economic development as a long-term process aimed at developing self-determining communities. The effectiveness of economic development can be gauged by the following: increases in community income; the extent to which external funds are attracted and retained in the community; the degree of increased community control of economic resources; and improvement in quality of life.

The Commonwealth is committed to the steady expansion of the CDEP scheme as it has been argued that it is the source of dramatic positive change in many communities. The scheme can also be tailored to respond to a range of Royal Commission findings regarding economic development, employment and training. Through the CDEP scheme, communities voluntarily surrender their entitlement to Job Search and Newstart benefits, and instead work part-time on community projects for a wage equivalent to the benefits.

The Royal Commission found that young people constitute the sector of the Aboriginal and Torres Strait Islander population which is most vulnerable to unemployment. All governments will encourage a sharper focus on young people. It was noted that existing AEDP programs do not adequately address severe youth unemployment problems.

Key cross-references


Available from
Commonwealth Government Bookshops; $12.95.

Geographic area
Australia-wide.

Key words
Aboriginal and Torres Strait Islander Commission (ATSIC), government policy, government programs - Community Development Employment Projects (CDEP) scheme, government funding, social indicators.

The Commonwealth Government is committed to social justice for all Australians. The Aboriginal and Torres Strait Islander population constitute a group with special needs as they remain the most disadvantaged Australians on every social indicator. Since the
establishment of ATSIC, spending in Aboriginal Affairs has been subject to a high level of financial accountability.

Budget outlays for Aboriginal and Torres Strait Islander programs are made through ATSIC to other Commonwealth departments. Program delivery is through State or Territory Governments or community organisations. This paper sets out the nature and purpose of each of the programs, and identifies the means by which they are delivered and their level of resourcing. In 1990-91, ATSIC's program expenditure was dominated by two major programs: $194 million on the CDEP scheme, and more than $196 million on the Community Housing and Infrastructure Program. Other programs are in the areas of health, education, social security and welfare, culture and recreation, law, women's initiatives, transport, industry assistance and labour and employment. Programs of particular relevance to mainline departments are included.

**Key cross-references**


*Available from*
Commonwealth Government Bookshops; $24.95.

**Geographic area**
Australia-wide.

**Key words**
Mining, mining rights, land rights, remote communities, land councils, royalties, government legislation.

This volume gives an overview of the four-volume report which addresses the issue of how Australia can sell more mineral-based products. After reviewing material, and as a result of its own research, the Industry Commission is convinced that the potential of resource-based industries is not yet fully realised. A major reason for this under-performance is that mining and early-stage mineral processing activities are hindered by unnecessary government regulations. Removing or simplifying these would greatly improve competitiveness.

It is common for prospective mining projects to be located in remote areas of Australia, often on Aboriginal land. The *Aboriginal Land Rights*
(Northern Territory) Act 1976 gave Aboriginal people inalienable freehold title to tracts of Northern Territory land. Aborigines are generally not opposed to mining per se. They have a right to veto mineral exploration on their land. However, current arrangements for distributing royalty equivalents from mining to Aborigines reduce the incentives for traditional owners to agree to exploration. The Commission's view is that the share of royalty equivalents currently earmarked for land councils should be paid to those Aborigines on whose land mines are established. This would increase their share of royalty equivalents from 30 to 70 per cent, and would provide 'more appropriate incentives for traditional owners to make the best decisions from their own and their nation's point of view'. The Industry Commission feels that land councils should be funded from the consolidated revenue, not royalty equivalents, and that traditional owners should be free to negotiate directly with mining companies. They should not have to work through land councils. The Industry Commission also considers that the Northern Territory and Commonwealth Governments should investigate the possibility of transferring mineral rights on Aboriginal land from the Crown to traditional owners as a solution to present problems of ill-defined property rights.

In other States, lack of control, and the absence of a suitable framework for miners and Aborigines to use in their negotiations, appears to cause unnecessary delays. The inquiry identified a strong need to have ground rules clearly established. Many of the issues raised have great relevance in the aftermath of the High Court's Mabo decision of June 1992.

Key cross-references


Available from
Commonwealth Government Bookshops; $12.95.

Geographic area
Australia-wide.
Key words
Government policy, government programs - Community Development Employment Projects (CDEP) scheme, economic development, Aboriginal youth, employment, Aboriginal and Torres Strait Islander Commission (ATSIC) regional councils.

This paper sets out Commonwealth Government programs for Aboriginal and Torres Strait Islander people. It gives a detailed report of outlays and outcomes. In 1991-92, $204.5 million of ATSIC's budget of $513.1 million was utilised by the CDEP scheme.

As a result of the Commonwealth Government's consideration of the recommendations of the Royal Commission into Aboriginal Deaths in Custody, a range of new programs to address the underlying causes of Aboriginal disadvantage will be introduced, and others will be expanded or refocused. The total additional allocations for these activities over five years, commencing in 1992-93, will exceed $400 million. Much of the emphasis of new programs will be on economic development, employment and training and Aboriginal and Torres Strait Islander youth. ATSIC and the associated structure of 60 regional councils (now 36), with their role in service delivery and planning and coordination, will be the focal point for these programs.

Responsibility for social justice for Aboriginal and Torres Strait Islander people is shared by State, Territory and local governments. An important task in 1992-93 is to build stronger cooperation and coordination between the spheres of government. A report produced in 1991, Achieving Greater Co-ordination of Aboriginal and Torres Strait Islander Programs and Services, for the Australian Aboriginal Affairs Council of Ministers (see above), provides a framework of principles and a plan of action for intergovernmental sharing of responsibility for delivery of specific services and programs.

Key cross-references


Available from
ANUTECH Pty Ltd; $5.

Geographic area
Australia-wide.
This paper examines the background of present government discussions on intergovernmental arrangements and the delivery of services to the Australian population. It outlines why Aboriginal people are likely to be affected by some of the changes proposed by a report prepared for and endorsed by the Australian Aboriginal Affairs Council (AAAC). It provides a detailed critique of these proposals and assesses them in the context of the Royal Commission into Aboriginal Deaths in Custody. The role of ATSIC in service delivery and in facilitating Aboriginal self-determination is also assessed.

Aboriginal people have continually expressed concern that State, Territory and local governments have not taken their responsibilities towards them seriously and have, at times, denied them access to government services. Similarly, some State and Territory Governments have been strong opponents of land rights. The need for some higher political body to protect the interests of indigenous people has been long recognised. A key part of the campaign in the 1960s and 1970s, aimed at giving the Commonwealth constitutional powers over Aboriginal affairs, related to the financial and other inadequacies of State Governments. The stated intention of the AAAC Report is to improve the effectiveness and efficiency of the provision of services to Aboriginal people. However, under the 'new federalism' proposed by the AAAC Report, the discretion and flexibility of the States/Territories and local government in service delivery to Aboriginal people would be maximised.

The proposals could also reinforce a process which has been in existence for some years, the 'mainstreaming' of Aboriginal programs, especially at the State/Territory level. The Royal Commission into Aboriginal Deaths in Custody argues strongly against mainstreaming of Aboriginal programs, stating that because of cultural factors and their accumulated disadvantage, Aboriginal people have great difficulty in accessing mainstream programs; thus, mainstreaming could be costly in the long term.

**Key cross-references**

*Available from*
ANUTECH Pty Ltd; $5.

*Geographic area*
Northern Territory.

*Key words*
Land rights, economic development, resource development, land ownership, mining.

This paper is the first in an anticipated series on Aboriginal land and development in the Northern Territory. It examines some of the current debates on land and resource development in Australia and gives a broad overview of the extent of non-Aboriginal development that has already occurred on Aboriginal land and land under claim.

It is often suggested that ownership by Aboriginal people of large areas of land is an impediment to wealth generation and economic activity. What is often ignored is that much of what is now Aboriginal land, or land under claim in the Northern Territory, has already been subject to a considerable amount of exploration, mining and pastoral activity during the past one hundred years. The land use and development powers of traditional Aboriginal owners, conferred under the *Aboriginal Land Rights (Northern Territory) Act* 1976, have only been in existence for a relatively short time, and many have still not gained title to their land.

Aboriginal people in the Northern Territory are being subjected to considerable pressure to open up their land to development, and there are continual threats to their existing land use and development powers. They are not inherently opposed to commercial development on their land: today land councils are party to agreements involving 44 exploration licences covering 55,700 square kilometres. But development must be on Aboriginal people's own terms and at a pace that they can determine.

*Key cross-references*

Available from
ANUTECH Pty Ltd; $5.

Geographic area
Australia-wide.

Key words
Commonwealth/State/Territory/local government funding, government programs, government services, Aboriginal organisations, Aboriginal sovereignty, Aboriginal self-government.

This paper initiates discussion on Commonwealth, State, Territory and local government funding for Aboriginal people. The State and Territory Governments have been criticised for their unwillingness to provide adequate funding of, and services to, programs for Aboriginal people. These governments receive General Revenue Assistance from the Commonwealth which gives them the financial capacity to provide a standard level and quality of services for their Aboriginal constituents. The Commonwealth Grants Commission (CGC) has recently reviewed the methodology by which General Revenue Assistance has been provided to State and Territory Governments. A number of Aboriginal organisations and communities have questioned the existing intergovernmental financial arrangements and have prepared submissions to the CGC. The organisations and communities have indicated that they want to be funded directly by the Commonwealth, rather than through the State and Territory Governments.

These demands could see the development of forms of self-government in some Aboriginal communities. Assertions of sovereignty and demands for self-government continue to come from sections of the Aboriginal population. Increasing numbers of Aboriginal people are beginning to link issues such as land rights, government funding and self-government to a community-based context. A recent manifestation was the formation of the Yolngu Government Association at a meeting of representatives of 12 Aboriginal councils at Maningrida in May 1992. A similar association was formed at a meeting in the central Australian community of Papunya in July 1992. An objective of the associations will be to make representations directly to the CGC.

Key cross-references

*Available from*
Central Land Council; $15.

*Geographic area*
Australia-wide.

*Key words*
Economic equity, taxation, unemployment, remote communities.

Topics covered in the Report include Aborigines and the equity of Australia's taxation system; personal income taxation; petrol and alcohol taxation; and mining companies withholding taxation in the Northern Territory. The Central Land Council is concerned about a perception in the Australian community that Aboriginal people are often seen primarily as beneficiaries of government expenditures and do not contribute significantly to taxation revenue.

The Report states that despite the high level of unemployment experienced by Aboriginal people, their income tax payments are substantial. In addition, Aboriginal people contribute significant amounts by way of indirect taxation, including sales and fuel tax. These taxes are regressive in their impact, and for the many Aboriginal people living in remote parts of Australia they significantly increase the cost of goods and services. In remote Australia, goods and services are heavily affected by transportation costs, and the indirect taxation system contributes to further increasing these costs. Although a considerable amount is spent on Aboriginal programs, this expenditure is overshadowed by the large tax expenditures built into the Australian taxation system. Although the Commonwealth Government has made numerous changes to the taxation system, which to some extent has benefited low income earners, the authors argue that there are still inequalities in the system.

*Key cross-references*

*Available from* ANPWS; out of print.

*Geographic area*  
Kowanyama, Aurukun, Woorabinda (Queensland), Trelawney (New South Wales).

*Key words*  
Land management, resource development, land use, government programs, sustainable development.

This collection of case studies was undertaken in support of a larger, nation-wide study which investigated Aboriginal land holders' access to existing land and natural resource management programs. The results of this study are published in a separate volume, *Caring for Country: Aborigines and Land Management*, by E. Young et al. (see entry below).

The four case studies were selected to illustrate key regional differences amongst Aboriginal land use aspirations, management regimes and access to land management funding and support services. Kowanyama community on Cape York Peninsula has developed a sophisticated system of land and natural resource planning in an attempt to achieve the community's goal of maintaining a healthy resource environment for future generations. Aurukun, north of Kowanyama, conducts a broad range of enterprise, land protection, and outstation activities. Woorabinda, in central Queensland, has community-based enterprise development across its rich pastoral resources. The Trelawney case represents the struggles of a single Aboriginal farm operator to maintain both economic viability and rural training activities on a commercial wheat and sheep holding near Tamworth, New South Wales.

Despite the differences in the land use operations and outcomes of the four case studies, they all highlight three broad areas of concern which determine Aboriginal access to land and resource management programs and services: deficiencies in the guidelines of existing government programs within Aboriginal affairs; gaps in the availability of programs needed to assist particular Aboriginal land and natural resource aspirations, particularly for traditional land use aspirations; and poor Aboriginal access to the wide variety of existing mainstream and Aboriginal affairs-based land and resource management programs, services and planning processes.
The case studies demonstrate the growing ability of Aboriginal communities to plan to meet their own land use and resource aspirations. However, there remains an ongoing lack of commitment from government agencies to accept Aboriginal policy-making and planning about land and natural resource management.

**Key cross-references**


*Available from*
ANUTECH Pty Ltd; $20.

**Geographic area**
Australia-wide.

**Key words**
Aboriginal women, economic status, income, labour force participation.

Issues relating to the economic position of Aboriginal women in the formal labour force are discussed. In common with women in the total Australian population, Aboriginal women have increased their participation rate in the formal labour market since the early 1970s, but their participation rate remains well below that of the total population. In 1986, 56 per cent of Australian women aged 15-64 years were in the workforce, compared with 38 per cent of Aboriginal women.

A comparison of data on annual incomes derived from the 1976 and 1986 Censuses reveals a marked increase in the incomes of Aboriginal women. The median income of Aboriginal women rose by 37 per cent over that period, while the real median income of all Australian women rose by 9 per cent. In 1986, the real median income of Aboriginal women was almost identical to that of women in the population as a whole. In contrast, the real income of Aboriginal men fell by 27 per cent from the 1976 level, compared with a fall of 7 per cent for all men. The position of Aboriginal men deteriorated between 1976 and 1986 to the point where their median income was half that of other Australian males. The author argues, on the basis of indirect evidence from the 1986 Census, that most of the rise in incomes for Aboriginal women has probably occurred due to an increase in access to welfare entitlements rather than an increase in earnings from employment.
Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Employment, labour market status, labour force participation.

The Aboriginal Employment Development Policy (AEDP) targets employment equality between Aboriginal and other Australians by the year 2000. The achievement of this target requires that the proportion of Aboriginal people aged 15 and above who are employed will increase from 37 per cent to approximately 60 per cent. Both the labour force participation and the employment rates of Aboriginal men and women remain well below that of the general population, and the achievement of this goal will require a dramatic growth in Aboriginal employment. Not only are Aboriginal employment levels relatively low, but their attachment to the formal labour market, as measured by labour force participation rates, is also low.

This paper examines the participation and employment of Aborigines in the formal labour market, using data from the full count of individuals and the 1 per cent public use sample of the 1986 Census. The labour force participation rate is a concept of interest because it is indicative of the degree of integration into the formal labour market. The paper begins by presenting statistics about the relationship between labour force participation and location of residence for Aboriginal men and women. Both men and woman had lower levels of participation in each of the three sections-of-State: major urban, other urban and rural. They were particularly low in rural areas. The results of a formal analysis of the effects of Aboriginality on labour force participation are then presented, using the unit record data available in the 1 per cent sample of the census. They support the hypothesis that Aboriginality has a statistically significant negative effect on the participation probability once other factors such as age, education and marital status are taken into account. These preliminary results show that Aborigines living in rural locations
had a particularly low probability of being in the labour force. The lower participation rates of these people therefore do not only reflect their lower levels of human capital. The implications of these results for Aboriginal employment policy are considered in the conclusion.

Key cross-references


Geographic area
Australia-wide.

Key words
Aboriginal women, government policy - Aboriginal Employment Development Policy (AEDP), labour force participation, labour market status, employment, welfare dependence, income equality.

One of the goals of the AEDP, launched by the Hawke Labor Government in 1987, is a reduction in Aboriginal welfare dependence. The policy discussion focused on unemployment benefit, but available evidence suggests that for Aboriginal women the sole parent benefit is a more important source of income.

The aim of reduced welfare dependence among Aborigines is related to another aim of the AEDP, to promote income equality between Aborigines and non-Aborigines. Welfare dependence is associated with poverty. The incidence of poverty has been estimated to be relatively high for sole-parent families in general, and the evidence suggests that incidence of poverty is also higher among Aboriginal sole-parent families. Sole-parent families are relatively more numerous among the Aboriginal population. They accounted for almost one-third of all Aboriginal families with dependent children in 1986, double the proportion for all Australian families.

This paper considers the relationship between the welfare system and participation in the formal labour market of a particular group of Aboriginal women, namely women with dependants. The author considers the potential effect of welfare payments on the incentives for paid work by calculating the replacement ratios between income from benefits and the potential earnings from full-time employment for Aboriginal and
non-Aboriginal women. Estimates for the general population suggest that the labour force participation of female sole parents is sensitive to changes in income. The results of the study predict that the average Aboriginal woman with dependent children would have a higher replacement ratio than the average non-Aboriginal woman. This could be explained principally by the lower level of predicted income from employment for these Aboriginal women who are relatively poorly equipped with skills considered valuable in the labour market. The paper consists of a description of the data, the calculation of replacement ratios, a summary, and policy conclusions. In particular, the author concludes that either employment income needs to increase or non-employment income needs to decrease if sole-parent Aboriginal females are to be provided greater incentives to seek formal employment.

Key cross-references
Daly, A.E. 1991a; Ross, R.T. 1991.


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Employment equality, labour market status, labour force participation, labour market programs, government programs - Community Development Employment Projects (CDEP) scheme, government policy - Aboriginal Employment Development Program (AEDP).

This paper examines the effect of Aboriginality on, and participation of, employment of Aborigines in the formal labour market. A particular emphasis is placed on the effect of location of residence on employment. Data from both the full count of individuals and the 1 per cent public use sample of the 1986 Census are used to describe Aboriginal employment patterns, showing that Aboriginal men and women had a lower employment rate (employment to population ratio) than non-Aboriginal men and women in each State and Territory and in each section-of-State.

The 1986 employment figure somewhat overestimated the employment of Aboriginal people in the formal labour market, as it included an unknown proportion of the 6,000 participants in the CDEP
scheme. Under this scheme, which was first introduced in remote areas in 1976-77, individuals forego their welfare entitlements and work part-time on community-based projects for similar income. The scheme has since expanded greatly, and in the 1990-91 financial year, there were an estimated 18,266 participants. The author considers the implications of this scheme for Aboriginal employment and the achievement of the AEDP goal of employment equality.

The results of a formal analysis of employment status, using data from the 1 per cent public use sample of the census, show that Aboriginality has a statistically significant negative effect on the probability of employment. Most of the difference in the employment probabilities between Aborigines and non-Aborigines cannot be explained by the standard human capital variables but rather by factors associated with Aboriginality. The implications of these results for Aboriginal employment policy are considered in the conclusion.

*Key cross-references*


*Available from*
ANUTECH Pty Ltd; $20.

*Geographic area*
Australia-wide.

*Key words*
Aboriginal national statistical survey, employment, unemployment, labour force participation, government programs - Community Development Employment Projects (CDEP) scheme.

The chapter outlines issues relating to the labour force participation of Aborigines which should be strongly considered for inclusion in a special national survey of the Aboriginal and Torres Strait Islander populations.

There are a number of issues which, according to existing administrative data and case-study evidence, are important for understanding more about the way Aboriginal people operate in the formal labour market. Four of these issues are seasonal and casual work, unemployment, the CDEP scheme, a program where participants forego
their unemployment benefit in order to work part-time on community projects for a wage, and the transition from education and training to employment. Questions about these issues, excluding CDEP, are included in the special supplements of the Labour Force Survey and can form the basis of questions on these topics in a special national survey of Aboriginal people. This would have the advantage of providing information comparable with the population at large. Information should also be collected on issues which are uniquely Aboriginal, such as Aboriginal involvement in the CDEP scheme.

It is suggested that the most useful approach to collecting information about labour force participation in a survey would be to record a detailed diary of how individuals were occupied over a period of time. This would include information on periods of employment and unemployment, job-search activities, the transition from education or training to employment or unemployment, and the tasks undertaken under the CDEP scheme. Data would need to be collected over a certain time period to capture seasonality in employment patterns.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia, United States.

Key words
Labour market programs - comparisons with the US, government policy, education.

With the growth in the number of participants in Australia's labour market programs in the last twenty years, Aboriginal people are among the disadvantaged groups who have received particular attention under these programs. An important issue is whether the money allocated to programs has been spent effectively. This paper discusses the evaluation of labour market programs and considers some of the major issues
involved in evaluating these for Aboriginal people in the light of the extensive United States (US) literature on the topic. It focuses on the US experience under the Comprehensive Employment and Training Act (CETA), with some reference to the Training for Aboriginals Program (TAP) in Australia.

Indigenous minority groups in Australia and the US have received funding through both mainstream labour market programs and programs specifically designed for these groups. Expenditure by the Australian Commonwealth Government targeted at special Aboriginal education and training programs, administered by the Department of Employment, Education and Training (DEET), increased from zero in 1978-79 to 15 per cent of total expenditure on labour market programs in 1989-90. There has thus been a dramatic increase in the share of funds earmarked specifically for Aborigines. In contrast, over a similar time period, about 5 to 6 per cent of the US federal expenditure on labour market programs was targeted at certain disadvantaged groups, including indigenous Americans.

The paper first considers the need for clearly stated objectives in the formulation of labour market programs. It then outlines some of the problems faced by both experimental and non-experimental evaluations of these programs. A wide range of results has been reported on the effects on income of participation in labour market programs in the US, and there is now considerable scepticism concerning the value of non-experimental studies. The range of results suggests that these need to be interpreted with caution, but strong advocates for non-experimental techniques remain. The paper concludes by considering some of the lessons from the US experience for the evaluation of labour market programs for Aborigines in Australia.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.
Key words
Employment, income status, labour market status, government policy.

Census data show that the Aboriginal population has relatively low levels of income. In 1986, the median income of Aboriginal people was 65 per cent of the Australian population in general. Employed Aboriginal people, however, had incomes which were, on average, 2.5 times those of Aboriginal people not in employment. This paper focuses on this relatively affluent section of Aboriginal people. Although their incomes were high by Aboriginal standards, the average income of employed Aboriginal people is below that of the rest of the Australian population.

In 1986, the average employed Aboriginal male had an income of 71 per cent of that of the average employed non-Aboriginal male, and, for the average Aboriginal female, 89 per cent of that of an employed non-Aboriginal female. While there had been some improvement in the relative income status of Aboriginal women over the decade 1976-86, the relative position of employed Aboriginal men remained unchanged. In 1976, the average employed Aboriginal male had an income 72 per cent that of the average male, while an employed Aboriginal women had an income 83 per cent that of her counterpart in the general population.

This study uses ordinary least square regression techniques to decompose this gap into that part which can be attributed to differences between Aborigines and non-Aborigines in certain measured characteristics, for example education and labour market experience, and that part which remains unexplained by these measured differences. Differences between groups in the monetary rewards received for a given set of labour market endowments may arise because of discrimination between groups, or because of differences in their labour supply behaviour. The results of this study show that most of the difference in income between Aboriginal and non-Aboriginal men can be accounted for by differences in their labour market endowments, but some part remains which is attributed to different rewards for these endowments. Endowment differences were less important in accounting for differences in the income of Aboriginal and non-Aboriginal women. The paper concludes with a discussion of the policy implications which emphasise the potential role of education and working experience in raising the income of Aboriginal people.

Key cross-references

Available from
ANPWS; free.

Geographic area
Port Lincoln, Ceduna, Yalata, Oak Valley, Koonibba (South Australia).

Key words
Land management, land use, resource management, government programs, government funding.

This collection of case studies is part of a larger, nation-wide study which aims to investigate Aboriginal landholders’ access to land and natural resource management programs and funding. The results of this study are published in Caring for Country: Aborigines and Land Management, by E. Young et al. (see below). The brief for this study is to describe Aboriginal communities of the West Coast and Eyre Peninsula region in terms of their size, land holdings and access to their traditional lands; establish their present land use, future plans, and constraints; and to describe the role of government and Aboriginal organisations in land management relevant to these communities. This report is based on consultations with individual Aboriginal people, the staff of Aboriginal organisations, government organisations and published information.

The large urban Aboriginal communities who live in Port Lincoln and Ceduna have control of little land. Their land management activities include subsistence, community development, land management enterprises and involvement in park management. The smaller communities at Yalata and Oak Valley have title to the Maralinga lands and hold a lease over Aboriginal Lands Trust land at Yalata. Together, this comprises a large area of land which is used for subsistence hunting, community development activities, sheep grazing and mineral exploration. The communities are also involved in park management. Koonibba community is involved in commercial grain growing.

Few Aboriginal people or organisations in this region have tried to access funds from mainstream government programs for land management. Port Lincoln Aboriginal Organisation has been the most active, but has had limited success. Aboriginal people have identified a number of problems in achieving their aspirations for land management.
These include funding and management problems, environmental constraints, such as land degradation, institutional constraints, and a lack of regard for Aboriginal traditional ownership of land and resources.

Key cross-references


Available from
University Co-op Bookshop, Australian National University; $24.

Geographic area
Kununurra, East Kimberley (Western Australia).

Key words
Land rights, mining - economic, social and political impacts, economic development, economic status, outstations.

Located near Kununurra, in the East Kimberley region of Western Australia, the Argyle diamond mine is one of the most significant resource development projects in the Asia-Pacific region, producing more than one-third of the world's diamonds. This article examines Argyle diamond mining in terms of its economic, cultural and political impact on the Aboriginal people of the region. The company's Good Neighbour Program provides substantial financial resources to local Aboriginal communities. Of more significance, however, has been the indirect benefits that have flowed to the Aboriginal people as a result of the expansion of the town of Kununurra and the relative expansion of the regional economy. Aboriginal people are increasingly able to take advantage of the resources and institutional structures which have become available. Mining resulted in increased access to employment, educational opportunities and various commercial opportunities. With the consolidation of the regional economy, there has been strong growth in the establishment of outstation communities by Aboriginal groups, possibly as a reaction to the pervasive dominance of non-Aboriginal forms of 'development'. Studies have shown that movement to outstations can result in social and health benefits.

A potential conflict remains between commercial and Aboriginal interests in relation to mining on sacred sites; already some sites have been desecrated. The Western Australian State Government's opposition
to land rights is linked to its concern that mining activity might be curtailed if Aboriginal interests have statutory means of control.

**Key cross-references**


**Available from**
University Co-op Bookshop, Australian National University; $29.95.

**Geographic area**
Australia-wide.

**Key words**
Aboriginal and Torres Strait Islander Commission (ATSIC), government programs - Community Development Employment Program (CDEP), government funding, government program evaluation.

The Aboriginal and Torres Strait Islander Commission had a budget of approximately $670 million in 1991-92 of which about $580 million was allocated to program expenditure. Six programs dominate budget allocations: the CDEP, the Community Infrastructure program, the Housing and Rental Accommodation program, the Health program, the Enterprise program and the Home Ownership program, together making up $450 million in expenditure.

There is an increased focus on ensuring that scarce budgetary resources are allocated in an effective manner. Dillon examines the relationship between evaluation and policy-making in Aboriginal and Torres Strait Islander affairs. This paper begins with an overview of the Aboriginal affairs policy environment, examines the structure and programs of ATSIC, and includes a brief discussion of the new institutional framework for evaluation activity established within ATSIC, the Office of Evaluation and Audit (OEA). The paper moves to more general discussion of the strategic role of evaluation in the Aboriginal affairs policy arena.

The modus operandi of the OEA is examined through a short case study, a review of the Enterprise Development Program. The OEA evaluation was highly critical of the program, both in terms of its performance against its stated objectives, and in terms of the opportunity
cost of the resources allocated to it. The study pointed to a direct link between adequate administrative support and the likelihood of commercial success of enterprises funded under the program.

Key cross-references

DUNN, A. 1992. 'Can existing surveys be modified to include an Aboriginal identifier?', in J.C. Altman (ed.) A National Survey of Indigenous Australians: Options and Implications, Centre for Aboriginal Economic Policy Research, Australian National University, Canberra, pp. 16-25.

Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Aboriginal and Torres Strait Islander statistics, Aboriginal national statistical survey, Aboriginal identifier.

There are administrative records which identify people as Aboriginal. These include records maintained by the Commonwealth Departments of Social Security, Health and Community Services, Employment, Education and Training, the Australian Schools Commission and the Australian Institute of Criminology. However, the quality of much of these data is unknown. Where investigations of records have been made, the data have proven to be of poor quality. An examination of birth and death records, which identify Aboriginal people, showed that a good proportion of Aboriginal people had been correctly identified. A main cause of shortfall was failure to input at the data processing stage, all valid responses to the question on Aboriginality. Another was the use of old birth and death information forms which did not contain the Aboriginality question. A different set of problems was that many of the concepts being measured in surveys were not appropriate to the portion of the Aboriginal population who live in discrete communities in rural and remote areas. For example, the standard household survey question on household composition is not very well suited to this context because household composition is often very fluid.

It is possible to incorporate an Aboriginal identifier on existing statistical survey and collection forms. However, it is not sufficient simply to place the question on Aboriginal and Torres Strait Islander origin on a
form. It is necessary to put in place quality assurance measures to ensure that the data are accurate and useable. These measures should include the following: education of respondents and collection officers on the potential importance of data; appropriate training of collecting officers; appropriate checking of collection instruments; verification of computer coding; and ongoing evaluation and data quality procedures.

Key cross-references


Available from
University of Wollongong; $15.

Geographic area
Lake Condah, Halls Gap (Victoria), Kuranda, Babinda and Mossman Gorge, Cairns (Queensland).

Key words
Cultural tourism, tourist industry, enterprises, government training programs, government policy, tourism - economic, social and cultural impacts.

This report was commissioned to review Aboriginal ventures in the tourist industry; analyse how Aboriginal culture is portrayed in the promotion of Australian tourism; conduct an attitudinal survey to gauge the expectations of international tourists and of Aboriginal people and assess whether existing tourism ventures meet these; and to examine whether Aboriginal employment and training programs are meeting the needs of trainees.

The author undertook a literature review on the economic and other impacts of tourism on Aboriginal people, and field research. The cultural tourism projects examined include two case studies from Victoria, and two from Queensland, Brambuck Living Culture Centre, and Lake Condah, Victoria, Deeral Village, Babinda and Jabiru Cabaret Restaurant, Cairns.

Some of the case study findings and policy recommendations are that there is a need for consideration of Aboriginal cultural perspectives, as policies often support mainly the commercial and/or the employment objectives of projects; employment and training programs fail because they are unresponsive to the needs of communities; product marketing is
neglected in Aboriginal training programs; there is little market research on the economic potential of cultural tourism; and there is a lack of coordination of policies and funding and poor consultation between Aboriginal organisations and the tourist industry. It was also found that the commercially and socially successful enterprises were not entirely under direct Aboriginal community control, nor did they rely on government funding.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Demography, population - growth and distribution; Aboriginal and Torres Strait Islander statistics.

Due to a lack of accurate data on the size, distribution and trends in the Aboriginal and Torres Strait Islander populations in different geographic regions, past census data cannot be used with confidence for policy planning, administration or other uses. The major problem encountered when analysing and interpreting Aboriginal and Torres Strait Islander population data is inconsistency in the census counts. This is due to coverage problems and the rising propensity of persons of Aboriginal and Torres Strait Islander origin to identify as such. An accurate measurement of past population trends at the sub-national level, using past census data, is therefore difficult to obtain. Despite some evidence of net overall underenumeration, the coverage of the Aboriginal and Torres Strait Islander populations in the 1986 Census appears to be better than in past censuses. The 1991 Census data will make it possible to establish a more reliable and up-to-date database on the Aboriginal and Torres Strait Islander populations. These data permit analysis of the contemporary geographical population distribution and growth at the State and Territory level between 1986 and 1991. However, it must be understood that the data are only provisional, as would be expected from the
preliminary count of the census. This paper examines the pattern of spatial distribution of the Aboriginal and Torres Strait Islander populations in the States and Territories and assesses changes during the intercensal period 1986-91. Broad trends in the growth of the Aboriginal and Torres Strait Islander populations and their variation by State and Territory are discussed, and brief comments on the 1991 Census data are made. These comments are, however, somewhat superseded by the availability of final census data since April 1993.

The Aboriginal and Torres Strait Islander populations have increased at a rate of 2.4 per cent per annum during this period, which is 1.6 times the rate of increase of the Australian population over the same period. Although the overall Aboriginal and Islander intercensal growth rate of 2.4 per cent appears reasonable to accept, its disaggregation by Aboriginals and Torres Strait Islanders reveals data problems. For instance, the average annual growth rate of the Aboriginal population is 2 per cent per annum, while that of the Torres Strait Islander population is 5.6 per cent. The growth rate recorded for the Aboriginal population is only marginally lower than the expected rate for the intercensal period. Other characteristics, such as the sex ratio, are also consistent with expected trends for the Aboriginal population. The extremely high growth rate and questionable sex ratio recorded for Torres Strait Islanders indicate that data may be of dubious quality. The author proposes that the Australian Bureau of Statistics (ABS) undertake a thorough evaluation of the quality of the data on the Aboriginal and Torres Strait Islander populations, so that suitable measures can be adopted to further improve data quality in future censuses.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.
Key words
Aboriginal and Torres Strait Islander statistics, fertility, demography, socioeconomic characteristics.

For effective policy planning, accurate assessment of the future size and composition of the Aboriginal and Torres Strait Islander sub-populations is needed. The present size and composition of these populations is primarily determined by patterns of mortality and fertility. Current population age structure and fertility and mortality patterns will, in turn, shape future population size and composition. To predict the future, therefore, one needs to study past trends and present levels of fertility and mortality. The available data on Aboriginal and Torres Strait Islander mortality show rapid improvements in survival chances, particularly among infants, children and women. Life expectancy during the 1981-86 intercensal period has been estimated at 64 years for women and 56 years for men. With rapidly improving chances of survival of the population, mortality will become a less important influence on its future size and composition and fertility will become the predominant factor. This paper attempts to explore the levels, trends and differentials in fertility between Aboriginal and Torres Strait Islander populations separately.

In the absence of routine vital statistics for the Aboriginal and Torres Strait Islander populations, this study attempts to estimate fertility for each group separately, using data on children ever-born collected in the 1981 and 1986 Censuses. While highlighting major problems associated with the data, two basic measures of fertility are estimated: first, life-time fertility (mean parity); and second, current fertility consistent with the children ever-born reported by women in the reproductive ages of 15-49 years. The study finds that in terms of lifetime fertility, Aboriginal fertility was substantially higher than that of Torres Strait Islanders, and both these groups, in turn, had higher mean parities than the total Australian population. However, the estimated Total Fertility Rate for the period 1981-86 was slightly higher for Torres Strait Islander women (3.3) than Aboriginal women (3.1). This study also found that Aboriginal fertility has been declining over that period and that further declines are possible; Torres Strait Islander fertility, however, appears to have resisted a similar decline during that period. In order to gain further insight into Aboriginal and Islander fertility, further analysis of data using different methodologies and fertility data from the proposed Australian Bureau of Statistics (ABS) national survey of the Aboriginal and Torres Strait Islander populations are needed.

Key cross-references

Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Aboriginal national statistical survey, economic status, remote locations.

Detailed and reliable demographic data are necessary for making informed policy decisions and for effective planning and evaluation of program performance. Reliable and detailed information on the Aboriginal and Torres Strait Islander population, similar to that available for the general population, is needed. This chapter examines the current status of demographic data on the Aboriginal and Torres Strait Islander population. The main sources of data are the regular five-yearly censuses of population and housing, regular and ad hoc population surveys and vital registration records.

At present, Aboriginal and Torres Strait Islander demographic, as well as social and economic data are of questionable accuracy. Examples of this are census coverage of the populations being incomplete, which is often due to the difficulty of enumerating people who live in remote locations; different data sources using different definitions of Aboriginality, compounding the problem (from a statistical viewpoint) that self-identification is the primary means of identifying Aboriginal or Torres Strait Islander people; the census ceasing to collect information on living issue, making the study of fertility and child mortality levels and trends difficult; and problems relating to inconsistency in birth and death records collected by States and Territories.

As it will be some time until Aboriginal demographic needs are adequately met by future census and from vital registration, an option for meeting the urgent data requirement is a special national survey as recommended by the Royal Commission into Aboriginal Deaths in Custody. However, the ultimate aim should be to improve and strengthen the census, vital registration system and regular surveys to provide reliable and detailed data on the Aboriginal population on an ongoing basis.
Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Social indicators, demography, government policy, government programs, employment, economic development.

This paper, initially produced as a consultancy report for the Royal Commission into Aboriginal Deaths in Custody, presents social indicators of the Aboriginal population in the context of the rapid demographic change that has taken place in the population. It identifies the problems associated with Aboriginal data, the imprecise definition of Aboriginality, the non-utility of static population structure analysis, as well as arguments over the exact size of the Aboriginal population in arriving at meaningful social indicators of the population. The authors develop an analytical framework which allows analysis of Aboriginal social indicators by adopting a dynamic view of population change in which the consequences of the massive demographic change over the last three decades are evaluated over the period 1981-2001.

The analysis has produced important social indicators. Chief among them are the changing age-sex structure of the Aboriginal population; the rapid growth of persons in young and middle adulthood ages; and the accelerating growth of families and households. The rapid growth of persons in young and middle adulthood ages is reflected in declining Aboriginal employment indicators, while the growth of families and households is reflected in the rising new demand for housing. The study also documented substantial differences in Aboriginal social indicators by location and residence. In particular, it revealed that the relative size of the Aboriginal component of localities/communities is inversely related to the index of economic resources. The policy relevance of the study is that Aboriginal policy initiatives have to recognise changing demographic profiles. This study provides valuable information for charting future policy directions.
Key cross-references


Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia, United States.

Key words
Economic status - comparison with the US, employment, education, income, government policy, government programs, welfare dependence.

The unemployment rates of Aboriginal Australians exceed 35 per cent, and, since 1971, Aboriginal male employment-population ratios have fallen by 33 per cent. The present Federal Government is committed to changing this situation. The main policy focus is on increasing Aboriginal education with the aim of increasing Aboriginal employment and income levels. It has been documented that better educated Aborigines earn more.

This paper takes a broader look at the role of education and compares the economic situation of Aboriginal people with that of Blacks and Indians in the United States. It concludes that Aborigines are worse off than American Blacks and Indians. The comparison suggests that education changes alone, while giving positive results in the short term, do not make a large contribution to earning relativities over time. Education should be seen as a necessary, but not sufficient condition to improve the economic wellbeing of Aborigines. Education alone will not bring well-paid jobs to Aboriginal towns or outstations in remote locations nor lead to economic opportunities elsewhere in a depressed economy. The record of the current government in directing income towards the Aboriginal community, in the form of social security payments and economic advancement programs, far exceeds similar expenditures in the US. Gregory estimates that perhaps three-quarters of Aboriginal income is from transfer payments from government. If this scale of income transfers were to persist, and the male Aboriginal employment-population ratios were to continue to fall, there would inevitably be questions as to whether the high levels of income transfers have led to declining employment levels.
Key cross-references


Available from
ANUTECH Pty Ltd; $5.

Geographic area
Northern regions (Australia, Canada).

Key words
Northern regions, economic development, land ownership, land use, regional plans.

In Australia's northern marginal regions, mainly in the Kimberley, Northern Territory Gulf region and Cape York Peninsula, there have been recent moves towards regional planning, based primarily on a land use strategic plan. This new direction is in response to the growth in competition over land, the current fluidity in land ownership and the pivotal role of governments in shaping land use and regional development. Superficially, this trend mirrors an earlier trend in Canada's Arctic frontier where joint land use planning is a central element in an emerging partnership between governments and indigenous peoples. In Canada, the planning process is meant to be consultative, participatory, coordinative and capable of resolving conflicts.

Most critically, in Australia, a great opportunity is being missed, to use regional land use planning as a means of recognising Aboriginal aspirations and for engaging in a constructive reconciliation of Aboriginal and non-Aboriginal interests. Regional planning has been entirely divorced from the settlement of Aboriginal claims.

In the first two planning exercises, in the Kimberley and the Gulf, as outlined in the 1990 *Kimberley Region Plan Study Report* and the 1991 *Gulf Regional Land Use and Development Study*, Aboriginal issues received scant attention. Consultation with Aboriginal people has so far been negligible, and there is no mechanism for ongoing participation in an evolving regional context. Although Cape York Peninsula Land Use Strategy (CYPLUS), initiated by the Queensland Government, shows some promise of emulating the Canadian model, planning has been a token effort, focusing on bureaucratic and technocratic aspects. In the CYPLUS plan, greater attention is given to Aboriginal interests, but this is only one in a substantial list of interests.
Almost 70 per cent of Aboriginal and Torres Strait Islander people live in cities or towns with a population of 1,000 or more: 24 per cent live in major urban areas and another 42 per cent in other urban areas. This proportion is much younger than the general population: 40 per cent were under aged 15 in 1986. These factors have implications for planning. Also, urban indigenous people are often not well served by mainstream programs, finding them difficult to access. The Inquiry committee invited Aboriginal and Torres Strait Islander communities and organisations, including Commonwealth, State and Territory Governments to make submissions. Areas of investigation included education, employment and training, representation on local government bodies and access to local government services.

Urban indigenous people have better employment and training prospects than their rural and remote counterparts, as indicated by their higher employment and lower unemployment rates. However, their prospects compare unfavourably with the total Australian population. The AEDP aims to assist urban Aborigines and Torres Strait Islanders to increase their employment opportunities. The report charts the progress of public and private sector strategies and the CDEP scheme.

The Australian Public Service's goal of achieving 1-2 per cent of total employment for Aborigines and Torres Strait Islanders has been met, as the rate of indigenous representation is 1.4 per cent. But there are
problems including an over-reliance on identified positions and an over-concentration in areas supplying Aboriginal and Torres Strait Islander people. Less progress has been made in reaching statistical targets for representation in the State and Territory public services. The pursuit of Aboriginal and Torres Strait Islander employment equality in statutory authorities is even less advanced, but employment agreements have been negotiated with some bodies such as Australia Post and Telecom. The least satisfactory areas are local government and the private sector. The Committee considers that affirmative action is necessary to require all firms employing over 100 employees to report on their steps to promote the employment of Aborigines and Torres Strait Islanders.

The CDEP scheme, originally designed for remote communities, has been extended to embrace urban areas. Here Aboriginal and Torres Strait Islander communities are more fragmented, and thus the organisation of the scheme should be project rather than community-based, and training under the scheme should be oriented to the labour market.

*Key cross-references*


*Available from*
Sydney University Press; $24.95.

*Geographic area*
Central Australia.

*Key words*
Mining - economic, social and cultural impacts, land use, outstations, remote regions, royalties, employment, income, enterprises.

The Tanami Desert region contains the Northern Territory's largest gold mine; it is the only major industry in this remote region. However, the region remains relatively unimportant as a gold producer in national terms. The article outlines the complex history of all mining in the area, and the various mining companies' relations with the local Walpiri people. Land claims under the *Aboriginal Land Rights (Northern Territory) Act 1976* enable some Walpiri communities to gain compensation monies from mining on their land, which supports their outstations movement projects and some employment and enterprise opportunities. The Walpiri formed the Janganpa Association to handle
royalty receipts and other payments to them from mining. Between 1984 and 1989 they received nearly $7.8 million from such sources.

However, as a result of mining, Aboriginal people have suffered alienation from some lands, damage and pollution of their country and a great deal of community upheaval. The distribution of income from mining has caused the greatest disruption to Walpiri social relations, especially intra-family relations. Mining has brought increasing community pressure and stress, associated with changes in authority structure and a threat to community autonomy.

Key cross-references


Geographic area
Weipa, Cape York Peninsula (Queensland).

Key words
Mining - economic, social and cultural impacts, remote regions, land rights, self-determination, employment training programs.

Weipa, established in the 1950s, is one of the world's largest bauxite mines. This paper reviews the changing relations between the mining company, Comalco, and the Aboriginal people of Napranum. It also outlines their current negotiations concerning 'normalisation' of the town of Weipa and a proposal to develop an alumina factory.

Issues which have persistently affected Aboriginal employment at the Weipa mine are training, management, supervisor attitudes, race relations, absenteeism and local Aboriginal peoples' volatile and unequal relationship with the company. Since the early 1970s, Aboriginal employment has accounted for only 7-10 per cent of Comalco's workforce. This is in spite of education and training programs and attempts to make Aboriginal employment flexible, for example, by contract employment. However, Comalco has achieved higher levels of Aboriginal employment than most other mining companies. A study in 1987 found a level of Aboriginal employment in Western Australian mines of 0.77 per cent. To assist in diversifying the Aboriginal economic base in the region, Comalco, with assistance from the Commonwealth Government's Community Development Employment Projects (CDEP) scheme, funded an experimental fish farm. This enterprise and flexible employment addresses many of the difficulties of direct Aboriginal
employment in mining. However, cheap imports of barramundi make commercial viability difficult.

Weipa Aboriginal Society (WAS), made up of local leaders and company management, was established as a trust body to receive funding for local Aboriginal people from Comalco and the Queensland and Australian Governments. The initial budget was $2 million over 10 years, of which Comalco provided $1 million. Due to Aboriginal assertiveness, the WAS budget has increasingly come under Aboriginal control, but it has met neither community needs nor their compensation expectations. It has, however, provided a secure source of funding for community projects such as an employment training centre.

Possible construction of an alumina refinery at Weipa has the potential to transform the regional economy. The Comalco joint venture accepts the principle that Aboriginal people should have a substantial input into the project and their economic and political concerns have already shaped the proposal for the alumina factory. This reflects the extent to which Aboriginal people here have managed to gain recognition. However, under existing Queensland law it is possible that a plant could be approved in an inappropriate form unacceptable to local Aboriginal people, and no compensation for subsequent social or economic costs would be required.

Key cross-references


Available from
Economic and Regional Restructuring Research Unit, Department of Geography, University of Sydney; $7.

Geographic area
Northeast Arnhem Land (Northern Territory).

Key words
Resource rights, land rights, mining - economic, social and cultural impacts, remote communities, regional development, regional councils, regional economy.

According to Howitt, between 1958 and 1972, the Australian Government, Christian missions, international aluminium companies and the Australian judicial system participated in events which disposed of
Aboriginal assets in Northeast Arnhem Land. The decisions ceded sovereignty over 140 square miles land, previously reserved for the use of Aboriginal people, to a Swiss aluminium company, a subsidiary of Nabalco, without reference to the concerns and priorities of the land's Aboriginal owners. Despite efforts to achieve legal recognition of their concerns, the Aboriginal interests of Northeast Arnhem Land failed to exert any significant control over the incorporation of their land and its resources into the international industrial economy through the development of a major bauxite mine and alumina refinery. After twenty years of operation, the legacy of the Gove bauxite-alumina project is a divided 'community', and a series of important and unresolved questions about the relationship between Aboriginal interests, mining and the national interest in the development of mineral resources and the restructuring of regional economies in previously remote and isolated parts of Australia.

This paper aims to review the arguments of the local Aboriginal interests and Nabalco about land rights with the benefit of hindsight; review the political, economic and social context of the Northern Territory Mining (Gove Peninsula Nabalco Agreement) Ordinance of 1968, and the adequacy of its provisions to the current circumstances; document the current context of regional restructuring processes and development affecting the Gove Project, as well as North Arnhem Land, and their effects on the Gove communities; and assess strategic opportunities for local Aboriginal people's development aspirations to be achieved.

The problems Yirrkala people faced in relation to mining and exploration on their lands influenced the passage of the Aboriginal Land Rights (Northern Territory) Act 1976. However, the Nabalco mine ultimately was not established under the terms of this Act. This has effectively minimised the mine's contribution to Yolngu landowners. Alternative scenarios of royalty payments under the differing royalty regimes are given. The author summarises the royalties paid by Nabalco and also payments made by Comalco to Aboriginal people at the Weipa mine on Cape York Peninsula.

Key cross-references

Available from
Great Barrier Marine Park Authority; out of print.

Geographic area
Torres Strait.

Key words
Fisheries, economic development, sustainable development, economic resources, education, enterprises.

Average rates of seafood consumption in Torres Strait Islander communities are among the highest in the world. Some data are provided in relation to this for the Torres Strait region (Boigu and Yorke consume 238 and 191 to 214 grams per capita per day, respectively) as well as for North Arnhem Land Aboriginal people (560 grams per capita per day) and other places, such as Fiji. The Torres Strait could yield much more seafood than it presently does. It is calculated that the Torres Strait could produce 30,000 tonnes of seafood per year. There is no evidence of overfishing of finfish.

Torres Strait Islanders want to harvest unused resources as a means of improving their living standards, not merely as a means of satisfying their subsistence needs. A major impediment has been that the education provided to Torres Strait Islanders has not prepared them fully to exploit the opportunities that their marine resources afford, and the authors recommend improved levels of education. There is little evidence of an awareness by Torres Strait Islanders that the sea's resources are limited. Thus, learning environmental awareness must be part of their formal education. In framing management regimes for newly developing fisheries or sea ranching activities, the marine territorial sensitivities of the Islanders and coastal Papuans must be taken into account.

Key cross-references
JOHANNES, R.E. and MACFARLANE, J.W. 1991b. **Traditional Fishing in the Torres Strait Islands**, Division of Fisheries, Commonwealth Scientific and Industrial Research Organisation (CSIRO), Hobart.

*Available from*
CSIRO publications; PO Box 89, East Melbourne, Victoria 3002; out of print.

*Geographic area*
Torres Strait.

*Key words*
Fishing, economic development, resource management, education, enterprises.

The different traditional fisheries in the Torres Strait are described in detail, including customary marine tenure and the traditional fishing practices carried out on specific islands and island groups. Some data on catches by species are provided.

Torres Strait Islanders' present and past involvement in commercial fishing is outlined. The enactment of the Torres Strait Treaty has profoundly influenced fishing in the Strait, as the treaty is designed to support and encourage the traditional and commercial fishing of both the Torres Strait Islander and Papuan inhabitants of the Strait, as well as preserve the marine environment.

It is concluded by the authors that Torres Strait Islanders could make greater economic use of their marine resources as there are significant surpluses of many species in the area. Only the dugong shows signs of possible depletion. However, their poor level of education tends to preclude Torres Strait Islanders from making greater economic use of their resources. They are ill-equipped to tackle the problems of marketing strategies, investment capital and resource management.

*Key cross-references*


*Available from*
DEET; free publication.
**Geographic area**
Australia-wide.

**Key words**
Government policy - Aboriginal Employment Development Policy (AEDP), government training programs - Training for Aboriginals Program (TAP), employment, economic equality, employment training programs.

Under the AEDP, TAP is administered by the Department of Employment, Education and Training and the field staff of Aboriginal Employment and Education Development Units. The Review was established to advise the Ministers for Employment Education and Training and Aboriginal Affairs on changes which would improve: the quality of outcomes for Aboriginal clients of the program; the efficiency and accountability of TAP administration; coordination with the Aboriginal and Torres Strait Islander Commission; and whether the objectives of the Program need to be modified. In 1990-91, expenditure on TAP was $85 million.

The major TAP strategies are outlined and include public sector strategies which involve all levels of government, and private sector strategies, including those applying to Aboriginal organisations and community level strategies.

The Review's recommendations include the continuing support of existing major employment strategies in the Commonwealth and State public services; improvement of Aboriginal equality in employment in statutory authorities; that all future public sector agreements should give attention to the issues of prevocational training and post recruitment training; that future public sector agreements with States and Territories include a protocol for evaluation of programs, address issues of career development and retention, and set future targets for employment of Aboriginal people above the level of the Aboriginal presence in the total population; that in the delivery of labour market programs there should be an increased emphasis on the use of general labour market programs to provide employment opportunities for Aboriginal clients; and that TAP should be concentrated only where there is a chance of improved client outcomes.

**Key cross-references**
Aboriginal people and agencies often perceive the collection of statistics as of low priority compared with meeting basic needs. Jonas and Hall's research in the Newcastle and Lower Hunter areas in 1983 and 1987, showed that these Aboriginal people have a large number of unmet basic needs, such as housing, employment and an adequate income. In 1987, 48 per cent of Lower Hunter families and 39 per cent of Newcastle families said that their major family need was extra income. Housing was next on the list of unmet family needs.

In such circumstances, requests for information from agencies or researchers can seem intrusive, especially as many Aboriginal people feel that they are over-researched and past research has been of little benefit to them as their lives have remained unchanged. Some even feel that the information may be used against them.

Aboriginal people become more positively responsive to the collection of social statistics when they understand the reasons for the collection of the information, and when they are involved themselves through negotiation and are advised of the results of research. There is a perception that the results of research should be of demonstrable benefit to those from, and about whom, information was collected.

Key cross-references

Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Economic status - comparison with other Australians, discrimination, employment, income.

Using 1986 Census data and econometric methods, the author compares the educational status, labour force characteristics, hourly earnings, employment, unemployment and occupational attainment of Aboriginal and Torres Strait Islander people and third generation Anglo-Celts. His aim is to highlight the 'stark contrast in the life chances of the two groups'. The analysis presents four major factors affecting labour market outcomes among Aboriginal Australians: discrimination; low attachment to the labour market; low seniority; and the quality of their schooling. The first factor conditions the rest, and together they reduce Aboriginal earnings relative to those of Anglo-Celts.

Among Aboriginal and Torres Strait Islander men 25-54 years of age, one in every four was not in the workforce, compared with only one in 11 for those of Anglo-Celtic ancestry. These low participation rates complicate any analysis of the labour market experience of Aboriginal Australians. More Aborigines than Anglo-Celts either left school before they were 14 years of age or did not go to school, 9 versus 2 per cent, respectively. Only five Aborigines in every thousand had postgraduate qualifications compared with 70-80 per thousand of Anglo-Celts; even trade and other certificates were rare. Those with minimum schooling found similar jobs to those who left school at the age of 15 or 16. Post-school qualifications markedly improve employment chances. However, few Aborigines had these chances, and those who did received lower returns for their work than Anglo-Celts.

Aboriginal and Torres Strait Islander unemployment, at over 34 per cent in 1986, was four times that of the general labour force. Few were in professional or administrative work; 35 per cent of Aboriginal men were in labouring occupations. Hourly earnings were relatively low, with Aboriginal men earning 76 per cent of the Anglo-Celtic average income. Aboriginal women in the labour force enjoyed a status advantage over Aboriginal men for which the author's models cannot account. The author
proposes that Aboriginal men possibly encounter greater levels of discrimination in the labour market than do Aboriginal women.

*Key cross-references*


*Available from*
Centre for Economic Policy Research; free publication.

*Geographic area*
Australia-wide.

*Key words*
Employment, unemployment, government programs, land rights, traditional economic sector, modern economic sector, positive discrimination.

An analytical distinction is made between Aborigines who live a traditional life style, and those who participate in a formal labour market in urban or rural areas. Using a dual economy model, the authors outline flows of goods and migrants to and from the traditional and modern sectors and point out that the concepts of employment, participation rate and unemployment rate are largely irrelevant in remote areas. This suggests that caution should be employed in interpreting survey data which show low employment and participation rates.

Using 1986 Census figures, Community Employment Service (CES) data, and Department of Employment, Education and Training (DEET) sources, data are provided on Aboriginal labour force status by age, full-time employment in the Australian Public Service, percentage distribution of young unemployed across duration categories, number of approvals for various labour market programs, Aboriginal/non-Aboriginal unemployment, and by major urban, other urban and rural areas by State. The Aboriginal unemployment rate has increased dramatically. In 1971, it was 9.2 per cent, increasing to 24.5 per cent in 1981, and to 34.5 per cent in 1986. In 1986, the participation rate for Aboriginal males was 63.1 per cent and 34.5 per cent for females, compared with 73.5 per cent for non-Aboriginal males and 46.8 per cent for females. The authors point out that to achieve an Aboriginal employment rate of 10 per cent by the year
2001, and to keep pace with their population growth, approximately 78,000 new jobs must be created.

This paper suggests that major avenues to improve the condition of Aboriginal people include the granting of land rights, which would provide an economic base and would decrease migration from the traditional sector to the modern sector where many Aboriginals are unemployed; the stepping up of positive discrimination in the workforce; and the improvement of the quality of data on Aboriginal people.

**Key cross-references**


*Available from*
ATSIC, Canberra; free publication.

**Geographic area**
Australia-wide.

**Key words**
Socioeconomic index, social indicators, ATSIC regional councils.

In the context of achieving social and economic advancement, the measurement of Aboriginal economic status at the national and sub-national levels is important. This is often done by means of social indicators, or quantitative facts about society. Indicators can serve to highlight the disparity that may exist between the socioeconomic status of Aborigines and Torres Strait Islanders and the total Australian population, and thus assist in formulating policies to reduce the disparity. Indicators at the sub-national level can reveal geographic variations in socioeconomic status. Multi-variate (multidimensional) variables need to be collected, from which summary indices can be constructed to rank the socioeconomic status of a population to compare it with the total, and other population groups, and measure changes over time.

The author attempts to measure the comparative disadvantage of the Aboriginal population by constructing an index, the Index of Socioeconomic Disadvantage. Demographic, health, education, economic and housing variables were utilised. The Index suggests that there was a considerable difference in socioeconomic status between the average
Aboriginal person and average Australian, and this gap widened between 1976 and 1986 (ratio of 1.5 in 1976 to 1.7 in 1986). This occurred because the socioeconomic status of the Australian population improved at twice the rate of the Aboriginal population, largely as a result of differences in home ownership and individual income. An Index of Socioeconomic Disadvantage calculated for 60 ATSIC regions, for 1976 and 1986, showed Yuroke, near Melbourne, to be the least disadvantaged region and Daly River, in the Northern Territory, to be the most disadvantaged. A Regional Disadvantage Score was devised to group regions according to the values of their Index.

**Key cross-references**

**KNAPMAN, B. and STANLEY, O. 1992. 'The economics of mining Coronation Hill', NARU Discussion Paper No. 11, North Australia Research Unit, Australian National University, Darwin, 27pp.**

*Available from*
ANUTECH Pty Ltd; $5.

**Geographic area**
Northern Territory.

**Key words**
Mining, national parks, cost-benefit analysis, economic development.

The Federal Government's decision, in 1991, to ban mining at Coronation Hill in the Kakadu Conservation Zone was, and remains, controversial. The decision followed an exhaustive inquiry by the Resource Assessment Commission (RAC) and, according to the Prime Minister, was made largely on the grounds that the rights and beliefs of the Jawoyn people should be respected.

The RAC Inquiry's final report had concluded that the project was economically efficient, so it appeared that economic benefits were sacrificed in the interests of social justice. The authors argue that the Coronation Hill project was not economically efficient; that there was therefore a consistency, rather than opposition, between economic rationality and the wishes of the Jawoyn people; and that the negative business reaction and associated scapegoating of Aboriginal people from some quarters might have been diminished by greater government reliance on 'reasonable calculation'. The authors' case rests on a reassessment of the economic evidence and the analysis conducted as part of the RAC's Kakadu Conservation Zone Inquiry. Specifically, the cost-
benefit analysis produced by the Australian Bureau of Agricultural and Resource Economics (ABARE) is reworked and extended to include valuation of the environmental costs of the proposed mine. The reworking generates a net present value exclusive of environmental externalities equal to $91 million, which is 11 per cent higher than the ABARE figure relied upon by the RAC. When the environmental costs of the proposed mine are incorporated, however, the net present value becomes negative. The contingency valuation study that estimated these environmental costs has been subject to criticism, but it does permit an estimation of Australians' willingness to pay to preserve the Kakadu Zone, at a cost of $286 million.

Key cross-references


Available from
ANUTECH Pty Ltd; $10.

Geographic area
Coronation Hill, Kakadu National Park (Northern Territory).

Key words
Environmental tourism, mining - economic impact, economic development, royalties, state finances, tourism - economic, social and environmental impacts.

This monograph is a revised version of two reports presented in 1990 to the Commonwealth Government's Resource Assessment Commission Inquiry into the Kakadu Conservation Zone, and it includes a literature review undertaken for the Inquiry.

Use of Kakadu National Park by visitors generates regional economic impacts. The Park's contribution to the economic development of the Northern Territory is examined, using an expenditure model of the Northern Territory economy. Past, present and alternative prospective tourism and recreation uses of the 1986 Stage 3 extension of the Park are outlined. Qualitative data gained from interviews with operators in the tourist industry, as well as other interested parties, are utilised.
When faced with assessing alternative development scenarios, in terms of regional impact, a capital-intensive development strategy would have the greatest effect, as greater numbers of tourists will come if roads are sealed and tourist facilities are available. Money spent by tourists on accommodation, food and Aboriginal artefacts would increase. Also, the large capital works of such activities would cause an expansion of the Northern Territory economy. However, the total economic value of Kakadu consists of not only its use value, but also its value as a natural area to be preserved for the future and its environmental value. Any evaluation would need to take these aspects into account.

A chapter on mining analyses the impact of mining Coronation Hill on the Northern Territory economy. An account of the project proposal is followed by results from an expenditure model and a discussion of the implications of mining for Northern Territory Government finances and for Aboriginal economic interests. The authors suggest that the increase in real gross Northern Territory product is likely to be less than the project's proponents contend; and that, although Aboriginal entitlements from any mining under the Northern Territory land rights legislation have not been determined, such payments represent a potentially significant source of income to a population which spends a relatively high proportion of its income locally.

**Key cross-references**


Available from

**Geographic area**
Central Australia.

**Key words**
Arts and crafts industry, income, employment, production patterns, social security payments.

The Federal Government established Aboriginal Arts and Crafts Pty Ltd to organise the Aboriginal arts and crafts industry which provides one of the only avenues for Aboriginal people to earn income in remote areas of
Australia. The company established galleries such as the (now defunct) Centre for Aboriginal Arts and Crafts (CAAC) in Alice Springs. The author examined this gallery's ledger of transactions for the financial year 1981-82. This paper considers the nature of the economic activity of the Aboriginal people selling to CAAC, especially the people from Ernabella, who were the most active sellers. Artefacts costing less than $10 comprised 86 per cent of all gallery purchases. On presentation of a number of items, more than half of the sellers received $25 or less in total.

There are distinct differences in production between females and males: females tend to produce low-priced crafts in great quantity and they work continuously together for long hours; in contrast, males produce expensive artefacts, relative to females, but make fewer items.

A contradiction emerges from the data. On one hand, there is clear evidence of economic interest, particularly in the entrepreneurial role of the women from Ernabella. But on the other hand, the producers generally earn very small amounts of money, at most $20 per month, which does not reflect the skill and work effort involved in making artefacts. These Aboriginal people work hard to earn very little, even though they clearly need more money than provided by their social welfare payments. The author believes that they choose to make artefacts because this is a self-planned, self-directed activity that can be carried out around other activities. It is one of the very few marketable skills that they have which allows a high degree of autonomy; yet produces cash, no matter how small the sum. The paper concludes that far from 'commoditisation dissolving all it touches', its effect in central Australia is to keep skills going which are no longer essential to day-to-day survival.

Key cross-references


Available from

Geographic area
Elcho Island (Northern Territory).

Key words
Arts and crafts industry, Aboriginal men, Aboriginal women, production patterns, income.
This paper examines the ledger of the Galiwinku Community Arts Centre, to gain information on the production of arts and crafts by Aboriginal women on Elcho Island, Arnhem Land, from 1980 to 1984. The historical background to the contemporary situation at Galiwinku, the establishment of the centre, and the manufacture of arts and crafts are outlined. The author outlines production patterns, income by sex, value and number of artefacts by category, and clusters producers according to their production pattern. Most producers are between 36 and 55 years of age, and whereas women's income from artefact sales, between 1980 and 1984, totalled nearly $17,000, men's reached nearly $18,000.

Women mainly produce cheap items. This is partly because the pandanus bags they make compete with similar products from elsewhere, in a way that men's products do not. However, it would seem that the motive for being involved in artefact production is not overwhelmingly economic, as many women continue to make pandanus products in spite of poor hourly returns, instead of concentrating on carvings. Also, they stop producing for two to three months at a time. The author suggests that the reason some women produce crafts is because of the pleasure they derive from using familiar skills.

Key cross-references


Available from
University Co-op Bookshop, Australian National University; $24.

Geographic area
Kakadu National Park (Northern Territory).

Key words
Mining, royalties, royalty associations, indigenous peoples, anthropology, national parks.

The Gagudju Association of Kakadu National Park, Northern Territory, was established to receive and manage monies payable to local Aboriginal land owners from the Ranger uranium mine. This chapter attempts to define a strategy to govern the management of mining royalties. For the Gagudju Association, problems of membership have arisen less from the question of equity between members than from the prior question of entitlement to membership; membership bestows entitlements on some
and denies them to others. Guidelines are needed that are defensible to the wider Aboriginal and Australian public. The Association's rules and constitution should aim to restrain the rush of self- and kin-interest. The Ranger Inquiry land claim identified 107 people as traditional land owners. Northern Land Council meetings produced successively larger lists of people. There was no checking of the territorial or genealogical connections of the people nominated for membership. There had been no prior agreement on the kind of traditional connection with the region necessary to found a claim for membership.

Royalty administration under section 35(2)(b) of the Aboriginal Land Rights (Northern Territory) Act 1976 requires decisions on the area affected by mining operations, the limits of traditional ownership or residence in the affected area, and the individuals who fall within these limits. The author argues that the perception of the Aboriginal jural public are of minimal significance with respect to the first, may contribute significantly to the second, and are sovereign with respect to the third. Aboriginal judgements are thereby subordinated under a non-Aboriginal framework, but that framework may be, nevertheless, culturally relevant. With respect to the limits of traditional ownership, for example, it is neither possible nor necessary for the Association to formally recognise all dimensions of territorial attachment, but only to choose a point of connection with the local system that is meaningful to Aborigines and manageable for the Association. The ethnography can be exploited selectively. Thus, for the Kakadu region, the concepts of 'clan' and 'grew-me-up' are useful, but the concept of 'guest-host' is not.

Key cross-references


Available from

Geographic area
Arnhem Land (Northern Territory).

Key words
Outstations, cash economy, traditional economy, household consumption, income, social security payments, arts and crafts industry.
This paper looks at the impact of money at the outstation Gamardi in central Arnhem Land, with a fluctuating population of between seven and 19 people. Their changing involvement with the cash economy is analysed based on data collected during visits in 1984, 1986 and 1988.

The author examines household consumption. Approximately 50 per cent of daily dietary intake was obtained from wild foods: meat foods such as magpie goose (*anseranas semipalmata*), wallaby (*macropus agilis*) and buffalo (*bubalus bubalis*) were shared following traditional patterns based on kinship obligations. The gathering of vegetables has been abandoned for purchased carbohydrates such as flour, sugar, bread, biscuits and canned foods; these foods were not usually shared. Sources of income were mainly social security payments and the sale of bark paintings. In 1985-86, income from paintings varied: one man received $5,200, another $2,130. Men received credit from the nearby Maningrida Arts and Crafts Centre which advanced money against future paintings; money was never shared.

The author concludes that despite the small population at Gamardi, its economy is complex because it lies at the intersection of two sets of social relations, those deriving from the pre-colonial Aboriginal way of life and those of the contemporary welfare state. Wild food still seems to circulate on the basis of Aboriginal affinal obligations. Money and the goods it buys are not shared in the same way. It is evident from the way in which people accumulate credit, when it is available to them, that the capacity to consume is large, but consumer dependency is so far not apparent.

**Key cross-references**


**Available from**
ANUTECH Pty Ltd; $20.

**Geographic area**
Australia-wide.

**Key words**
Aboriginal national statistical survey, Aboriginal and Torres Strait Islander Commission (ATSIC), government policy, social indicators.
The National Report of the Royal Commission into Aboriginal Deaths in Custody recommended a national survey of Aboriginal and Torres Strait Islander people. The objectives of the survey are to provide Commonwealth and State/Territory agencies, as well as Aboriginal and Torres Strait Islander people, with comprehensive statistics on health, housing, employment, education and training, family and household characteristics, and access to and use of community services. ATSIC's requirements are formidable, involving planning from the community to the national level. Useful as it will be to ATSIC, the survey will not provide information in all areas of need. It will not, for example, provide information on general trends, and the results will not be available for three years. Thus, ATSIC will need to continue to seek information from many other sources.

Although the Australian Bureau of Statistics (ABS) is responsible for conducting the survey, ATSIC is to ensure that data will be the produced that will benefit planning and policy development and the Aboriginal and Torres Strait Islander people. Among the key considerations are the following: the survey should produce information not available from other sources; data should be relevant to the needs and aspirations of Aboriginal and Torres Strait Islander peoples and be of assistance in the development of policies, plans and programs; and Aboriginal and Torres Strait Islander people should be able to understand and support the objects of the survey and participate in it. While data from the national survey might be available on a regional council basis, the survey is expected to have greater relevance for national policy-making and the development of national social indicators than specific development of regional plans.

Key cross-references


Available from
Aboriginal Studies Press; $30.

Geographic area
Australia-wide.

Key words
Land management, land use, sustainable development, feral species, self-management.
Approximately 13 per cent of Australia is Aboriginal land. Introduced species, such as donkeys and rabbits, and plants such as mimosa pigra, threaten the sustainability of this land and thus the livelihood of Aboriginal people, as well as its use for cultural purposes. There are, however, differences of perception about whether introduced species, such as rabbits, are detrimental.

The authors outline a model, or decision-making process, that may assist Aboriginal people to manage their land. The model requires their input, as well as that of scientists and government agencies. The assumptions of the model are that land management (particularly of exotic animals and noxious weeds) will cost money; there are insufficient resources and knowledge to manage extensive areas; smaller areas are easier to manage and could be effectively managed to sustain the values that people desire from their land; and Aboriginal people can identify areas which are important. Such models have been successful overseas. They allow the people who will eventually sustain the management and live with the results to control their environments.

To adopt this strategy, a form of land use planning is required. The only people who can effectively decide on areas of cultural, traditional and subsistence importance are Aboriginal people. Following their identification of important areas, they can then prioritise the need for management. At that point advice can be sought from external agencies. Local Aboriginal people can evaluate the advice and, if necessary, reset their priorities. It is necessary for technical advice to be provided in a form that can be utilised.

Key cross-references


Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Aboriginal youth, employment, unemployment, education, discrimination.
Using census data, Miller investigated Aboriginal and non-Aboriginal people's experiences in the labour market and found that the major characteristic of the labour market for Aboriginal youth is their high unemployment rate: over half of teenage Aborigines and 40 per cent of 20-24 year old Aborigines were unemployed in 1986. While Aboriginal people enter the labour market with fewer characteristics that are associated with high employment, for example, they have lower educational attainments, this does not appear to be the major reason why they experience such severe employment disadvantage. It may reflect discrimination and/or supply-side factors. The findings suggest that conventional responses to Aboriginal disadvantage in the youth labour market, like additional schooling, may offer only a partial solution.

Miller suggests that discrimination/supply-side factors may be separated by using comparison testing. This would involve submitting applications for various jobs from fictitious Aboriginal and non-Aboriginal candidates who possess similar work experiences and backgrounds. Their relative success in securing interviews would permit assessment of whether there is a bias against Aboriginal applicants.

**Key cross-references**


Available from
ANUTECH Pty Ltd; $20.

**Geographic area**
Australia-wide.

**Key words**
Government programs - Community Development Employment Projects (CDEP) scheme, unemployment, social security payments, employment training programs, enterprises.

The CDEP scheme was introduced in 1977 as an alternative to reliance on Unemployment Benefits (UB, now Jobsearch and Newstart) by Aboriginal and Torres Strait Islander people. It enables a community to convert its unemployment benefits into block Aboriginal and Torres Strait Islander Commission (ATSIC) grants comprising wages, generally equal to
aggregate unemployment benefits and on-costs to enable a community to meet costs such as workers compensation. The CDEP scheme aims to provide opportunities for ongoing employment in remote areas, or where there are very limited employment prospects; development of skills in management, supervision and specific job-related areas, especially those which enhance participants' opportunities for gaining local employment; and enable Aboriginal people to develop commercially viable enterprises. Some projects in rural areas are beginning to examine the possibility of becoming contractors, and other income-generating activities.

The CDEP scheme was established to serve remote communities. Because of its flexibility and ability to adjust to local Aboriginal circumstances schemes are now being put in place in town areas.

**Key cross-references**


*Available from*
ANUTECH Pty Ltd; $25.

**Geographic area**
Australia, Philippines, Papua New Guinea, Soviet Union, New Zealand, North America, South America, Africa.

**Key words**
Mining - social, cultural and economic impacts, economic development, indigenous peoples, royalties, research.

In this article, O'Faircheallaigh reviews the literature on the impacts of mining on indigenous people with the aim of developing an analytical framework to explain and predict the effects of resource development on them. The literature reveals that the major negative effects of resource development on remote indigenous people include loss of economic resources, especially land for agriculture or hunting and gathering, and water due to pollutants from mining, as well as social and cultural dislocation due to the arrival of large numbers of outsiders. There are some possible positive impacts and these include potential for wage
incomes, royalties and other economic opportunities. Where indigenous people have statutory rights to land this often gives them control over mineral exploration, immigration and the environmental conditions under which mining occurs.

Unfavourable outcomes could be explained by the fact that indigenous people lack political power, and thus their interests are likely to be subordinate to those of governments and resource corporations. The policies pursued by governments and corporations clearly play a crucial role in determining outcomes, but it is also clear that different outcomes can occur in identical policy settings. This, and a range of other questions, emerges from the analysis. Such questions cannot be addressed adequately unless there is an understanding of the broader processes which are initiated as a result of large-scale economic development. Some existing theoretical frameworks can help: theories which look at the impact of large-scale resource exploitation in both developed and developing countries; theories of economic and social change which might be applicable to the changes wrought by mineral development, such as Marxist analysis which can offer some insights, although there are major problems in applying class analysis to indigenous societies; and theories about dependency which locate indigenous societies at the periphery of an integrated world system. Present theoretical frameworks do not make reliable predictions about the likely impact of resource development or offer a full explanation of the processes at work. According to O'Faircheallaigh, additional comparative work is required to establish how existing economic structures, specific corporate and government policies, and particular responses by local communities combine to bring about specific outcomes.

Key cross-references


Available from
Aboriginal Studies Press; $15.

Geographic area
Oak Valley, Great Victoria Desert (South Australia).
Key words
Outstations, land contamination, traditional economy, diet, health.

The passing of the Maralinga Tjarutja Land Rights Act 1984 resulted in the return of lands contaminated by atomic tests to the Pitjantjatjara people. They reoccupied their lands and established an outstation at Oak Valley, an uncontaminated area. The Inquiry into British nuclear tests in Australia recommended that action be taken to effect a cleanup to render the land fit for unrestricted habitation by traditional Aboriginal owners.

The authors were commissioned to undertake an anthropological study which included collecting data about both the diet and lifestyle of these people living on non-contaminated lands, but in a manner similar to the one they could be expected to adopt if and when they could return to the rehabilitated test sites. The data could be used to assess the extent of land cleanup required to make areas habitable.

On four field trips the authors collected quantitative data on types of food eaten, quantities consumed, qualitative data on methods of food preparation and lifestyle factors affecting ingestion and inhalation of dust and ash. A health questionnaire was administered and an account kept of all food entering the community, including store-bought food and collected or hunted bush food. Three family groups were selected for food recall studies. The food study showed that meat of all types (tinned, frozen and bush meat) was represented by a per capita intake of 907 grams per day, one of the highest meat intakes documented for any group in the world, whereas vegetable foods formed an unimportant part of the diet. Oak Valley Aboriginal people were found to have an unbalanced diet and poor health.

Key cross-references


Available from

Geographic area
Northern Territory.
Key words
Hunter-gatherers, cash economy, traditional economy, remote communities, social security payments, welfare dependence.

Aboriginal people in many of the remote communities of the Northern Territory of Australia are still referred to as hunter-gatherers, although they are encapsulated in a modern nation-state, dependent on the market for food, the Department of Social Security (DSS) for income, and have mainly abandoned hunting and gathering as their mode of subsistence. Thus, Aboriginal people living in the Northern Territory are not ordinary hunter-gatherers, but nor are they members of the proletariat. Collectively they own more than 30 per cent of the land of the Northern Territory and receive about $20 million per annum in royalties.

It could be argued instead that these Aboriginal people are members of an underclass. Such a class is conventionally described as consisting of welfare dependents, petty criminals, high school dropouts and drug addicts who together differ from the poor in their degree of self-destructive psychological problems, social disorganisation, and intransigent poverty immune to conventional welfare programs. While it is important not to underplay the extent to which social problems exist, the situation of Aboriginal people in the Northern Territory is very different. Here, Aboriginal people are members of communities, not segments of urban populations. Their social relations and their world views differentiate them from a stylised urban underclass.

Change in the short term seems unlikely because there are too many factors distancing many Aboriginal people in the Northern Territory from the nation at large. Their geographic isolation reinforces the social, economic and political isolation from Europeans and facilitates the maintenance and reproduction of cultural practices and understandings. Relations between these communities and the welfare state fall outside the social relations typical of the encapsulating society. It therefore seems justifiable to continue to refer to these people as hunter-gatherers, although for how much longer is a moot point.

Key cross-references


Available from
Commonwealth Government Bookshops; $34.95 per volume.
Geographic area
Kakadu Conservation Zone (Northern Territory).

Key words
National parks, mining - economic, social and environmental impacts, land use, state finances.

According to its terms of reference, the Resource Assessment Commission was required to inquire into the use of resources in the Kakadu Conservation Zone, including Box Hill and El Sherana. Conservation Zones are areas of Commonwealth Crown land, which are not parks or reserves, in which mineral exploration is permitted. The Kakadu Conservation Zone was surrounded by, but not part of, Kakadu National Park. The Inquiry was required to identify and evaluate the options for the use of these resources, including an assessment of the environmental and cultural values of the Conservation Zone and the impact of potential mining operations; the national economic significance of mining; and the interests of Aborigines affected by potential mining. The Inquiry used a number of written submissions, public hearings, meetings with interested parties, workshops, research undertaken by consultants and Inquiry officers, and examination of relevant literature.

The implications of different options for the use of the resources of the Conservation Zone were examined. Options included that mining proceed at Coronation Hill and the remainder of the Zone become part of Kakadu National Park; mining not proceed in any part of the Zone and the area become part of Kakadu National Park; no mining or exploration in the Conservation Zone be carried out until the Aboriginal custodians request it; mining proceed at Coronation Hill and further exploration be permitted in the remainder of the Zone; or no further action be taken until the outcome of the Kakadu Stage 3 Land Claim is known.

Recommendations included that the Australian Government make decisions relating to the use of the Zone's resources as soon as possible. If mining is to take place the Government should examine the possibility of expediting the Kakadu Stage 3 Land Claim; the need to ensure that the Jawoyn people have access to advice with respect to disbursement of income derived from mining; that a study of the development and employment needs of the Jawoyn people be undertaken; and that monitoring and regulatory mechanisms be established if the Australian Government decides to permit mining in the Zone.

Key cross-references

Available from
Resource Assessment Commission; free publication.

Geographic area
Australia-wide.

Key words
Coastal resource use, tourism, urbanisation, mariculture, sacred sites.

The quality of many of the resources of Australia's coastal zone are being diminished by the effects of human activities, particularly urbanisation. The Resource Assessment Commission was required to conduct an inquiry into building, tourism, mariculture and associated development within the coastal zone, and examine and report on the future of these resources, including the potential use of regulatory and institutional arrangements to promote integrated management. The Inquiry worked with State and local governments and other interested parties to conduct case studies which enabled examination of existing and proposed coastal zone management arrangements.

Some chapters review the resources of the coastal zone, their current uses and the effects of these, attitudes to resource use, existing management mechanisms and future use of the resources, the principles that could be applied to the management of the zone, and the interests of Aboriginal and Torres Strait Islander people in relation to management.

Aboriginal and Torres Strait Islander people have a continuing sense of identification with the coastal zone which often focuses on sites of significance. They have numerous concerns about management of the zone, including their inadequate levels of participation in the management of what they regard as their traditional domains on land and sea. Examples of the efforts being made by Aboriginal and Torres Strait Islander people to maintain and re-establish their traditional roles in the management of coastal zone resources are provided. The decision of the High Court in relation to the *Mabo* case has potential for influencing coastal zone management arrangements.

Key cross-references

Available from
ANUTECH Pty Ltd; $20.

Geographic area
Far South Coast, Far West, North West, Inland South, South-West region of Sydney (New South Wales).

Key words
Aboriginal and Torres Strait Islander statistics, employment, unemployment, education, economic resources, enterprises.

In 1986-87, Ross undertook a survey of 677 working-age Aboriginal people in five distinct geographic regions of New South Wales. He draws on this and uses census data for New South Wales and total Australia to set the survey in context.

The labour market status of Aboriginal people in New South Wales is very low. In 1986, Aboriginal males in New South Wales had an employment rate of 54.6 per cent and non-Aboriginal males 76.7 per cent. Twenty-three per cent of Aboriginal women were unemployed. Reasons for this low employment rate appear to include residence in predominantly rural areas; inability to derive adequate standards of living from the usual sources; very low levels of ownership of economic resources, such as businesses and farms, and very high reliance on owners of those resources for paid employment; lack of basic education; and very low levels of job skills.

The main finding of the study is that those Aboriginal people who are least disadvantaged are those who have completed higher levels of formal education and/or have access to a labour market program. The author suggests several directions in which policy ought to proceed: greater encouragement and support for Aboriginal organisations to set up enterprise options; better access to, and participation in, higher levels of education, with the curriculum oriented towards labour market success and maintaining Aboriginal identity; and greater encouragement to the private sector to employ Aboriginal workers in areas other than low-paid short tenure jobs.

Key cross-references

Available from
ANUTECH Pty Ltd; $20.

Geographic area
New South Wales.

Key words
Aboriginal national statistical survey - methodology, labour market statistics.

This paper proposes a resurvey, in 1993, of the Aboriginal population of New South Wales to gain further insights into the employment position of Aborigines in the formal labour market. This would update and extend the information on the employment prospects of Aboriginal people which Ross gathered in 1986-87. This survey collected detailed information from a number of geographical regions on 677 Aboriginal people. The survey method involved the completion by individuals, who were selected using a clustered sample sampling design, of an interviewer-assisted three-page questionnaire.

Although Ross's proposed resurvey in New South Wales and the proposed special national survey of the Aboriginal population are different in scope and coverage, they share methodological and technical issues. A main concern is with ensuring that the survey samples are representative of the Aboriginal population. This and other issues are discussed in the context of Ross's 1986-87 survey. In that survey the main problems were locating Aboriginal people and determining the extent to which the sample drawn was representative of both the Aboriginal population in the localities surveyed and the state-wide Aboriginal population.

Key cross-references

*Available from*  
ANUTECH Pty Ltd; $15.

*Geographic area*  
Northern Territory.

*Key words*  
Aboriginal domain, government administration, anthropology, self-determination, community government, land councils.

Rowse uses historical and anthropological evidence to show the complexity of the social and cultural environment affecting the intentions and practices of government. Aboriginal people, particularly those among whom there has been the least non-Aboriginal influence, make up a constituency of public policy which must be understood on its own terms. Rowse suggests the term 'Aboriginal domain'. The author suggests that this term will aid in describing the difficulties faced by governments relating to the self-determination policy. He sees the Aboriginal domain as a structure of political relations, honour, indebtedness and the relatively unfettered consumption of time. Ethnographic evidence shows that Aboriginal people have been working to maintain a sense of their distinct domain in the face of welfare colonialism that would treat Aborigines as another category of needy citizens for whose benefit the State has begun to contrive new forms of social organisation. The task of domain preservation includes reluctance or caution in taking on new tasks of governance. Rowse suggests that the frailty of the means of administrative oversight, and the heterogeneity of Aboriginal people's circumstances create a degree of local latitude which is, in fact, quite appropriate to the decolonisation of the Aboriginal domain, or the curbing of administrative powers of annexation.

In part two of the book, Rowse analyses the debate about the Northern Territory Government's attempt to incorporate Aboriginal communities into an expanding system of local government by means of community government legislation. It also wishes to 'mainstream' services to Aboriginal people. The Northern Territory Government has been opposed to the consolidation, under Commonwealth legislation, of a land-based Aboriginal enclave, believing that northern development is jeopardised by such entrenchment of Aboriginal traditional interests. It is also wary of the Aboriginal services sector, especially those organisations under Aboriginal control. The Northern and Central Land Councils have argued that community government threatens the authority of traditional owners. The Commonwealth has been equivocal in its assessment of
community government, some officials endorsing local governance within the community government scheme on grounds of administrative efficiency, others acknowledging alternatives, such as conferring local governing powers on Aboriginal 'resource agencies'. The debate has failed to address such issues as the degree and kind of dependence on the public subsidy of services to remote Aborigines.

Key cross-references


Geographic area
Australia-wide.

Key words
Government policy - Aboriginal Employment Development Policy (AEDP), Aboriginal and Torres Strait Islander statistics, employment, income, economic equality.

The AEDP's goal of statistical equality in employment and income status between Aboriginal and other Australians by the year 2000 is a retrograde step in Commonwealth policy-making. The goal is unrealistic, and hence the AEDP is destined, in its own terms, to fail. The median income of Aboriginal people would need to be doubled, the number of Aboriginal people of working age who were employed would need to be increased from 37 per cent to 60 per cent, or from 43,000 to at least 89,000, and dependence on unemployment benefits would need to be reduced from 30 per cent of the Aboriginal working-age population to 5 per cent.

The goal is unrealistic as the causes of the current low employment rate of Aborigines are deep-rooted and structural and unlikely to be easily overcome. The causes range from the historical exclusion of Aboriginal people from most mainstream institutions of Australian society and its welfare state to their demographic structure, the location of the Aboriginal population, and the issue of cultural appropriateness. Creating policies which will fail may be in the short-term interest of governments, boldly appearing to be tackling important social issues although they recognise the probability of eventual failure, but this is not in the long-term interest of Aborigines. Also, in this era of self-determination in
which Aboriginal people have the right to choose lifestyles which differ from those of other Australians, the pursuit of statistical equality as an embodiment of social justice is inappropriate.

Key cross-references


Available from
University Co-op Bookshop, Australian National University; $34.95.

Geographic area
Australia-wide.

Key words
Government policy - history, self-management, resources.

Government policy towards Aboriginal people underwent major philosophical and institutional change in the late 1960s and early 1970s. The previous pattern of predominantly cooperative intergovernmental relations over Aboriginal policy gave way to a potentially more confrontationist one. State dominance and the largely parallel operation of Commonwealth and State Governments gave way to a far more complex pattern of intergovernmental responsibility sharing; potential existed for confrontation between the various levels of government over questions of responsibility. This chapter outlines this historical transformation.

The author asks whether the Commonwealth's intervention in Aboriginal affairs can be considered as beneficial to Aborigines. The most persistent criticism has been that the division of responsibilities between levels of government with the new approach has lessened the probability that any public authority can be held responsible on a particular matter. The result is not so much Aboriginal self-management under a regime of shared interdepartmental and intergovernmental responsibility, as a chronically fragmented management of services. The author believes, however, that this criticism overlooks the extent to which it has been the very fragmentation of responsibility that has increased the resources available to Aboriginal people over the last 20 years. What Aborigines cannot get from one department or level of government they may well get from another.
This paper seeks to provide an account of the experience of the Cree of James Bay, northern Quebec, concerning regional economic development under the 1975 James Bay and Northern Quebec Agreement (JBNQA) and makes preliminary comparisons with Australian Aboriginal people in the Northern Territory. The JBNQA has attracted international interest as a model for what may be achieved by Aboriginal 'claimants' within the framework of a liberal democratic state. The JBNQA and the Aboriginal Land Rights (Northern Territory) Act 1976 represent the strongest recognition of Aboriginal rights in Canada and Australia, respectively, at least in those sub-state jurisdictions where Aboriginal people are outnumbered by settler populations. The relationship between economic development and emergent regional Aboriginal governments is a central concern. The author compares political, juridical, constitutional and cultural factors affecting the organisational and economic resources available to indigenous people in the two countries and suggests that the focus on the differences between both countries could prove of value for indicating new policy directions.

The author feels that initiatives in Australia are driven by central government policy to a greater extent than in Canada, where native organisations, like those in northern Quebec, have put state authorities on the defensive in defining policy and constitutional agendas. There are, however, a number of parallel trends in self-government mobilisation by Australian Aborigines, particularly in the central and northern regions. Regional organisations are assuming a more holistic range of functions of governance, while consolidating indigenous control of resources, and are beginning to exploit the possibilities for internal linkage.
Key cross-references


Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Aboriginal national statistical survey, Aboriginal Deaths in Custody, government policy - Aboriginal Employment Development Policy (AEDP), regional councils, employment, education.

The lack of information about the social and economic circumstances of the Aboriginal and Torres Strait Islander populations has been mentioned in at least six major government reports since 1985, including the Report of the Royal Commission into Aboriginal Deaths in Custody. In addition, policy initiatives, such as the AEDP, have restated the need for relevant statistics to monitor outcomes. Aboriginal and Torres Strait Islander Commission (ATSIC) regional councils require such data to enable them to manage the development of their areas. However, the author notes that the survey may not be able to provide detailed information at the regional council level.

The Royal Commission indicated broad areas of statistical need. These include employment, education, health, alcohol consumption patterns, and other areas where economic and social disadvantage are factors contributing to deaths. These matters are broadly consistent with the range of topics which have been indicated to the Australian Bureau of Statistics (ABS) for policy development and program evaluation and which would be considered for inclusion in the survey to be undertaken in 1994.

Key cross-references

Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Labour market programs, government programs, unemployment, employment training programs, government program evaluation.

This chapter evaluates the Australian labour market programs that are used to assist disadvantaged workers. Schemes can be divided into direct job creation, wage subsidy schemes and training schemes for the unemployed.

Evaluation of Australian direct job creation is uneven and often lacks appropriate control groups. A 1985 survey of Community Employment Program (CEP) participants showed that 40 per cent were in employment six months after leaving the program, with Aboriginals and the disabled less likely to be in employment. CEP appeared to improve the probability of employment by 19 per cent. However, a later evaluation was less favourable in its assessment. There is overseas evidence that direct job creation actually may have adverse effects on future employability because participants are 'stigmatised'.

As far as the net job creation effects of wage subsidy schemes are concerned, Australian estimates indicate that between 15 and 20 per cent of funded placements represent net additional jobs. Other research, based on the Special Youth Employment and Training Scheme (SYSTEP), indicates that 73 per cent of 'least disadvantaged' participants and between 1 and 12 per cent of 'most disadvantaged' will be in continuous full-time employment 18 months after completing the program. The Auditor General's Report concluded that because of the type of work allocated to participants, the prospects for securing significant longer-term advantages for them was likely to be marginal. Training schemes take a variety of forms and are often linked to wage subsidy schemes and direct job creation. Job Clubs appear to perform strongly, bearing out the thesis of the importance of extended internal labour markets and the role of information and advocacy in job search strategies. The author concludes that it is difficult to be optimistic about the potential efficacy of labour market programs in terms of improving the labour market status of participants.
Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Expenditure patterns, government programs, government policy, economic development, taxation policy, transportation, housing, cost-of-living, user-pays.

Assessments of the adequacy of government social security programs, taxation policy, equity of income distribution and the impact on Australian households of changing economic conditions all rely heavily on expenditure data obtained from Household Expenditure Surveys (HES) conducted periodically by the Australian Bureau of Statistics (ABS). The few Aboriginal households included in the HES are not identified. There are currently no equivalent national data available on Aboriginal expenditure levels and patterns. This paper provides an analysis of recent empirical research on Aboriginal expenditure by examining three common expenditure categories: housing, food and transportation. Results are compared with those from the 1988-89 HES. The comparison reveals that Aboriginal expenditure differs from that of Australian households. While some of these variations are caused by Aboriginal social relations and culturally-based values, the paper suggests that low levels of income are also important.

The author assesses the impact on Aboriginal expenditure of financial subsidisation, the price of goods, geographic location, social and cultural factors, and levels of income. The expenditure patterns of low-income Aboriginal households are indicative of poverty. The analysis shows that an important impact of Aboriginal poverty is that with a high proportion of income being spent on basic commodities, many households do not have the cash to pay for service provision. While some remote Aboriginal communities need to pay only small amounts for service provision and housing costs, they pay higher prices for basic commodities. The paper covers a range of policy issues and highlights the
urgent need for quantitative, comparative data on Aboriginal expenditure. Issues raised have direct relevance to the design and focus of a possible Aboriginal Expenditure Survey.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Aboriginal and Torres Strait Islander statistics, household expenditure survey, survey methodology, government policy, government programs, Aboriginal households, social indicators, income status.

Government assessment of the appropriateness and impact of policies and related programs aimed at improving the economic well-being of Aboriginal people could be considerably enhanced by the analysis of Aboriginal expenditure data. The Household Expenditure Survey (HES) conducted by the Australian Bureau of Statistics (ABS) is the major source of national expenditure data, but the absence of an Aboriginal identifier means that data collected on Aboriginal households cannot be extracted. This paper examines the current methodological and conceptual frameworks used by the ABS for its most recent HES in 1988-89 and evaluates the applicability of these for obtaining Aboriginal expenditure data.

Some HES concepts and coverage rules have shortcomings when applied to many sections of the Australian Aboriginal population. In particular, key concepts such as household, household member, visitor, spender, usual place of residence, and so forth, need to be reassessed. Recent empirical literature on the economic and social organisation of contemporary Aboriginal households is reviewed. The analysis presented suggests that the dynamic and complex character of Aboriginal households, together with key transactions within the informal Aboriginal economy, such as extra-household cash distribution and credit networks, and subsistence production and exchange, are important determinants of
Aboriginal expenditure which need to be incorporated into assessments of their expenditure patterns. The author concludes that a comparison of expenditure patterns within the Aboriginal population, and between Aboriginal and non-Aboriginal households, has major relevance to government policy and programs aimed at improving Aboriginal economic status, and considers whether a separate Aboriginal Expenditure Survey may be required.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Aboriginal and Torres Strait Islander statistics, employment, unemployment, government policy - Aboriginal Employment Development Policy (AEDP), labour force participation, social indicators.

According to official 1986 Census data estimates, the Aboriginal unemployment rate is 35.3 per cent, almost four times higher than for non-Aboriginal Australians. These estimates of Aboriginal unemployment are provided by the Australian Bureau of Statistics (ABS) in its periodic Census of Housing and Population; by the Commonwealth Employment Service (CES) as a measurement of numbers of people registered for employment and currently unemployed; and by the Department of Social Security (DSS) through administrative records of recipients of unemployment benefits. However, a major difficulty in assessing the exact situation is that official statistical data on Aboriginal unemployment collected by the ABS, CES and the DSS all vary substantially from each other, as different definitions of unemployment and data collection procedures are used.

This paper examines various official statistics on Aboriginal unemployment and the underlying definitional frameworks and methodologies. Comparisons are made with data from research surveys
and case studies using a wide range of definitions. The paper concludes that official statistics significantly underestimate the true level of Aboriginal unemployment and obscure certain important characteristics of their labour force status. In particular, regional and community research studies report significant levels of long-term and 'invisible' unemployment and describe critical patterns of intermittent working and 'recycling' Aboriginal unemployment.

Government policy and associated programs aimed at improving Aboriginal employment levels rely heavily on official estimates of Aboriginal labour force status. The AEDP is a major initiative to improve Aboriginal employment levels, with a key objective of achieving employment equality by the year 2000. The paper argues that census data used to formulate the AEDP's statistical goals fail to accurately reflect the true extent and nature of Aboriginal unemployment, thus jeopardising the validity of assessments of Aboriginal unemployment levels and undermining the effectiveness of AEDP programs. Alternative approaches to estimating the level and characteristics of Aboriginal unemployment are urgently needed and are considered in the conclusion.

**Key cross-references**


Available from
ANUTECH Pty Ltd; $20.

**Geographic area**
Australia-wide.

**Key words**
Aboriginal national statistical survey, Aboriginal and Torres Strait Islander statistics - cultural issues, government policy, socioeconomic status, employment, social indicators, Aboriginal households.

Measuring socioeconomic status in a cross-cultural setting is problematic, as often the concepts and quantitative techniques used incorporate the values of the majority group in society. In the case of Aboriginal people, their enormous cultural diversity, as well as significant variation in socioeconomic circumstances, pose a considerable challenge to survey design. The nature of the Aboriginal household, domestic economic
organisation, and the social relations of cash distribution and consumption of goods and services are inadequately covered by official survey methods. Problems arise for government policy, and for clients, when supposedly objective statistical data do not adequately represent social and economic realities. The need to design culturally appropriate data collection procedures was articulated by the Royal Commission into Aboriginal Deaths in Custody. Issues of cultural appropriateness can be addressed in surveys by developing and expanding sampling methods to investigate the known cultural and geographic variations evident within Aboriginal society and by introducing definitional flexibility to include Aboriginal perspectives on work, income, expenditure, housing and residence. Aboriginal circumstances and perceptions should be used to expand concepts and clarify what constitutes relevant measures and needs for different groups of Aboriginal people. Longitudinal and long-term data are needed for assessing trends in social justice and indigenous economic wellbeing.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Northern Territory.

Key words
Commonwealth/State financial relations, Commonwealth Grants Commission (CGC), fiscal equalisation, state finances, government expenditure, government funding.

This paper focuses on the Northern Territory as a case study for the examination of Commonwealth/State financial relations in the area of Aboriginal affairs. Procedures by which Commonwealth revenue is allocated to the Territory are considered in detail. It describes the role of the CGC in the budget process, and the impact of fiscal equalisation on the Territory’s budgetary outcome.

The author pays particular attention to the nature of the 'Aboriginal components' in this budgetary assessment process, especially the impact
on Commonwealth allocations, of disability factors related to the Territory's Aboriginal population, and the CGC assessment of the 'Aboriginal Community Services' expenditure function. It is argued that the health of the Northern Territory budget is inextricably bound to the Territory's Aboriginal population. Recent calls for a more comprehensive accounting of Territory Government expenditure on services and programs for Aborigines reflect increasing awareness of the fiscal significance of this component. Future planning for the design, delivery and funding of programs and services for Aboriginal people will require a breakdown of expenditure data at the State and Commonwealth levels.

**Key cross-references**


*Available from*
ANUTECH Pty Ltd; $6.

**Geographic area**
Northern Territory.

**Key words**
Government programs - expenditure, government funding, fiscal equalisation, mainstreaming, user-pays.

There are currently no administrative mechanisms whereby data relating to state expenditure on programs for Aboriginal people are disaggregated. This paper attempts to assess the existing level of State government expenditure on both mainstream and specific programs for Aboriginal people. The Northern Territory is taken as a case study, using the Northern Territory Government's own reported expenditure breakdowns for the financial year 1990-91.

Northern Territory Government-identified expenditure on Aboriginal people in the functional areas of education, health, social security and welfare, housing, community amenities, recreation, transport and communications, industry development, employment, law and order, and assistance to other levels of government are examined. Government expenditure is disaggregated according to program type, including
Aboriginal-specific, mainstream with an Aboriginal element, and mainstream with particular relevance to Aboriginal people. This paper highlights a number of methodological problems concerning the various bases on which Northern Territory expenditure estimates have been made.

The process of making State government expenditure more transparent in the area of Aboriginal affairs is extremely difficult. In particular, there are many gaps in data, reflecting the absence of procedures and identifiers that facilitate the measurement of budgetary expenditure. Nevertheless, the Northern Territory data represents a preliminary step, offering considerable benefits both to government and to Aboriginal people and their representative organisations. The analysis of Northern Territory data also has implications for a number of broader policy issues which are considered in the conclusion, including the coordinating role of the Aboriginal and Torres Strait Islander Commission (ATSIC), positive versus negative funding, substitution versus supplementation funding, and mainstreaming.

Key cross-references


Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Labour migration, labour market status, employment, government policy.

This paper investigates the relationship between migration and the labour market status of Aboriginal people. To illuminate the topic, the issues of public policy and Aboriginal migration, the mobility of the Aboriginal and Australian labour force, and migration and Aboriginal employment policy are investigated.

The relationship between Aboriginal labour migration and labour market status is pertinent in the context of Aboriginal policy formation, because although high mobility is a recognised stereotype of Aboriginal social and economic life it remains poorly quantified and little
understood, and because of the issue of whether work should be directed to the workers or workers to the work. Government impacts on the mobility and distribution of the Aboriginal population have shifted over time in accordance with the changing context of Aboriginal affairs policy. However, the determination of the extent to which policy precludes or stimulates migration has yet to be made.

Available evidence suggests that urban Aboriginal people are more likely to engage in labour migration. Aborigines in remote rural areas have not displayed the same propensity to migrate in search of work and are unlikely to do so. To some extent there is a degree of circular causation involved, as Aboriginal labour force participation and employment rates are positively correlated with settlement size and location. At the same time, variable rates of labour migration are indicative of different levels of structural transformation among the indigenous populations, a relationship which is reinforced by the general thrust of federal government employment policies.

-Key cross-references-


Available from
ANUTECH Pty Ltd; $25.

Geographic area
Alaska (United States), Northern Territory (Australia).

Key words
Demography - comparison with Alaska, northern regions, economic development.

The article outlines demographic change in the Northern Territory and Alaska. It serves to underline the common impact of spatial processes in two distinct settings. For the non-Aboriginal 'frontier' populations, demographic change is rapid, due to fluctuations in resource exploitation, the shifting geopolitical importance of frontier regions, and the varying abilities of liberal democracies to maintain high levels of public expenditure. As a result, the economies of remote urban places are fragile, often suffering alternating cycles of boom and bust. A consequence is that the population base is also fragile and sensitive to
changing economic fortunes, with most residents aspiring eventually to return to their distant places of origin.

In contrast, indigenous population groups display a degree of regional stability in terms of steadily growing numbers and diversified settlement distribution. Far from representing stagnation, it would appear that these communities are characterised by internal dynamism revitalised by increased public spending and, in some cases, mineral royalties and the growing influence of Aboriginal/Native self-determination. But given the fact that the nature and security of these transfers are often determined by external agencies, the sustainability of these demographic trends depends on continued economic and political change in favour of indigenous peoples.

**Key cross-references**

**TAYLOR, J. 1991c. 'Geographic location and Aboriginal economic status: a census-based analysis of outstations in Australia's Northern Territory', Australian Geographical Studies, 30 (2): 163-84. (For an earlier version see CAEPR Discussion Paper No. 8, Centre for Aboriginal Economic Policy Research, Australian National University, Canberra, 32pp.)**

**Geographic area**
Northern Territory.

**Key words**
Demography, remote locations, Aboriginal and Torres Strait Islander statistics, economic status, outstations.

This paper utilises 1986 Census data to examine the demographic and economic characteristics of Aboriginal people in Australia's remotest locations. In so doing three objectives are fulfilled: first, to assert that it is important to examine Aboriginal society in a spatial context; second, to demonstrate how census statistics may be manipulated to isolate meaningful spatial sub-categories of the Aboriginal population; third, to consider the extent to which extreme remote location for a particular segment of the Aboriginal population is associated with distinct social and economic characteristics. In considering the special circumstances of remote areas, the notion of 'locational disadvantage', as posited in the Commonwealth Social Strategy Statement of 1990, is discussed. This is regarded as an essentially technocratic view of remote area settlement. Viewed from an Aboriginal perspective, movement to outstations represents the spatial optimum in a locational trade-off which is aimed at
balancing a range of cultural, economic, social and political considerations. A range of data for the outstation population of the Northern Territory are presented from a specially derived census sub-file. These are compared with equivalent data for Aborigines in the rest of the Northern Territory and with Aborigines in Australia as a whole. This comprises the most comprehensive analysis of official statistics for outstations available to date and confirms some of the major findings of individual case studies. The paper concludes that, on the whole, remote location is reflected in lower economic status but not in demographic structure.

Key cross-references


Geographic area
Australia-wide.

Key words
Labour migration, government policy - Aboriginal Employment Development Program (AEDP), labour market programs, government programs - Community Development Employment Projects (CDEP) scheme, employment.

One issue central to the debate on Aboriginal and Torres Strait Islander employment policy, and which is likely to loom larger during the 1990s, is the question of whether work should be directed to the workers or workers to the work. While the answer to this question seems presently cast in the structure of the AEDP and other employment initiatives, determination of the extent to which migration is precluded or encouraged by policies, such as the Training for Aboriginals Program (TAP) and the CDEP scheme, remains unknown. This is not surprising given the paucity of knowledge regarding the tendency of Aboriginal people to engage in migration for employment or, indeed, of the movements of working-age Aborigines, whatever their motive. The task of identifying links which may exist between policy and migration, and assessing the impact that migration may have on the efficacy of employment programs is thus hampered from the outset by an ignorance
of the major patterns of population movement and the extent to which this leads to redistribution of the Aboriginal labour force.

This paper constructs a base line for identifying these impacts by establishing the spatial structure of labour migration among the Aboriginal and Torres Strait Islander population. It makes use of 1986 Census data to describe the volume and pattern of net and gross flows of working-age Aborigines and Torres Strait Islanders through the national settlement system. Significant differences are found between the spatial structure of movements occurring within remote areas, as opposed to those taking place within closely settled parts of the country. It is suggested that the geography of the Commonwealth Employment Service (CES) network may partly serve to reinforce this variation. Whether changes in Aboriginal employment policy in the late 1980s have sustained, exaggerated or reversed the migration patterns presented in the paper awaits comparison with 1991 Census data.

**Key cross-references**


**Available from**
ANUTECH Pty Ltd; $20.

**Geographic area**
Katherine (Northern Territory), Australia-wide.

**Key words**
Population mobility, Aboriginal national statistical survey, demography, government policy.

This paper defines the role of population mobility as a component of Aboriginal demographic change. It considers aspects of the cultural context of population movement and evaluates the policy and methodological implications for data collection. A rationale for the collection and use of population mobility data is provided in which migration is viewed as the major determinant of population change at local and regional levels with the potential to significantly alter patterns of demand for services and expenditure.
A distinction is drawn between circular mobility and migration, the former involving frequent movement between places within areas that are familiar and defined spatially by a mix of social and economic considerations. Migration involves longer-term, more permanent movement and leads to regional redistribution of the population. The policy significance of this distinction is highlighted using a case study of population movements in and out of the town of Katherine.

While data on migration are available from the census and have been used to describe regional shifts in population distribution, data on circular mobility are more difficult to obtain outside of the case study approach. The most likely contribution of a special national survey would be in identifying the spatial boundaries of social and economic networks that define Aboriginal migration fields.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Occupational segregation, industry segregation, labour market status.

This paper describes the detailed industry composition of the Aboriginal and Torres Strait Islander workforce and measures the extent to which it differs from that of the rest of the workforce. Apart from the fact that Aborigines and Torres Strait Islanders display a greater tendency than other members of the labour force to be either unemployed or in low-skill jobs, the most apparent feature of the Aboriginal labour market is a growing concentration of employment in industries located within, or at least driven by, the public sector. While the general trend in the labour market over the past two decades has been away from employment in primary and secondary industries towards employment in service industries, the shift in this direction has been more marked among Aborigines and Torres Strait Islanders, owing to a substantial loss of
agricultural employment and a concomitant growth of employment linked to the task of servicing the Aboriginal population. It is not surprising to find Aborigines and Torres Strait Islanders employed in particular industries in differing proportion to other workers, given the degree of variation between them and the rest of the population in cultural attributes, demographic structure, place of residence, community size, and socioeconomic status. The author examines the extent to which such differences exist and what specific industry concentrations and shortfalls are responsible for producing variations in employment patterns. This reveals for the first time the precise industry mix which characterises the Aboriginal and Torres Strait Islander labour markets.

1986 Census data on industry division and class of employment are used and inter- and intra-industry segregation indexes are calculated. At the broad level of industry divisions, the degree of employment segregation between Aborigines, Torres Strait Islanders and others in the workforce appears to have decreased over time, although problems exist in deriving a satisfactory index to measure temporal changes in segregation. However, at the more disaggregated intra-industry level, using data for a single census year, clear patterns of relative employment concentration and exclusion in particular industry classes are evident. These patterns are discussed for male and female Aborigines and Torres Strait Islanders in each industry class. The author concludes that the bulk of Aboriginal and Torres Strait Islander employment is supported by a very narrow industry base which is largely dependent on public sector expenditure.

Key cross-references

TAYLOR, J. 1992c. 'Survey or census? Estimation of Aboriginal and Torres Strait Islander housing need in large urban areas', CAEPR Discussion Paper No. 28, Centre for Aboriginal Economic Policy Research, Australian National University, Canberra, 34pp. (A revised and extended version of this paper is published as 'Urban housing needs among Aborigines and Torres Strait Islanders: options for estimation in a statistically rare population', Ian Buchan Fell Research Centre, Faculty of Architecture, University of Sydney, Sydney, 1993, 28pp.)

Available from
ANUTECH Pty Ltd; $6.
The periodic calculation of a national estimate of Aboriginal and Torres Strait Islander housing need forms a central plank of Aboriginal and Torres Strait Islander Commission (ATSIC) negotiations with the Commonwealth and State governments on the provision of physical infrastructure. The most recent round of such activity is being conducted in two phases and is to be completed by the end of the 1993. Phase 1 of the exercise has already been carried out, using the ATSIC Housing and Community Infrastructure Needs Survey as the primary vehicle for information gathering. For Phase 2, the consultants for ATSIC, Australian Construction Services, have identified two broad objectives: first, to determine the number of family units (and resultant number of people) requiring housing; and second, to determine the physical condition of the current housing stock owned by Aboriginal and Torres Strait Islander organisations. The range of technical options explored for conducting Phase 2 covers more than just the prospect of a survey. In terms of preferences for available options, much depends on how need is defined and measured and the author opens with a discussion of these matters. The range of methods used to date to assess housing need for the general population and for the Aboriginal and Torres Strait Islander populations are then reviewed.

This paper, which was initially undertaken as a consultancy in 1992 for Australian Construction Services and ATSIC, examines some of the difficulties faced by social scientists in attempting to derive a representative sample for survey purposes from Aboriginal and Torres Strait Islander populations resident in large urban areas, and considers the range of options available for data acquisition. In the context of time and financial constraints, a preference is expressed for census-based normative indicators supported by qualitative input from local organisations. While the discussion relates specifically to the estimation of housing need, the basic issues and methodologies outlined provide essential background for any attempt at information gathering from statistically rare populations.

Key cross-references

Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Occupational segregation, employment, government policy - Aboriginal Employment Development Policy (AEDP), government programs.

This paper describes the detailed occupational composition of the Aboriginal and Torres Strait Islander workforce and measures the extent to which it differs from that of the rest of the workforce. The goals of AEDP policy clearly imply a commitment towards altering the occupational structure of the Aboriginal and Torres Strait Islander workforce. This poses a number of questions: What improvements in occupational status are necessary to achieve AEDP goals? What shifts, if any, have occurred in the occupational distribution of Aborigines and Torres Strait Islanders since the AEDP was initiated? How does this differ from the rest of the workforce? What are the occupational differences between Aborigines and Torres Strait Islanders? What is the effect of gender?

The author establishes a base from which to answer such questions in anticipation of a comparison with 1991 Census data, using 1986 Census data on occupational major and unit groups, to calculate inter- and intra-occupational segregation indexes. This reveals for the first time the precise occupational mix which characterises the Aboriginal and Torres Strait Islander labour markets. At the broad level of major occupations, there is some indication that the degree of employment segregation between indigenous and other Australians has decreased over time, although the lack of time series data, based on consistent occupational classification, renders this analysis inconclusive. At the more disaggregated occupational unit level, clear patterns of relative employment concentration and exclusion, in particular occupations, are in evidence with gender as the main differentiating factor. Australian Standard Classification of Occupations (ASCO)-linked occupational prestige scores are applied to the employment distributions as a basis for comparing socioeconomic status.
Previous analysis of 1986 Census data has examined the role of remote location as an explanatory variable in the determination of Aboriginal economic status. The conclusion drawn from the analysis of 1986 data was that the proportion of the Aboriginal population resident in remote areas is increasing and that its geographic isolation is reflected in lower economic status, but not in distinct demographic structure. In the policy context of striving for Aboriginal statistical equality with all Australians, the urgency of this task is given added impetus by this manifest lower socioeconomic status.

One consequence of this growing area of policy concern has been to highlight a data vacuum with respect to remote area populations and a concomitant need, not just for more data, but for data that are accurate and culturally appropriate. The scale of this requirement has increased in line with the expansion of population movement to outstations over the past two decades. Thus, beginning in the late 1970s, the Department of Aboriginal Affairs (DAA) sought to include basic information on outstations as part of its community profile database. While this has formed the basis for some socioeconomic analysis, the data obtained were restricted in both range and quality and, in any case, the series was discontinued in 1987. For more detailed demographic information, the five-yearly census continues to provide the only comprehensive source of data on the characteristics of people resident in remote areas, creating a higher level of statistical dependency on a single source than exists with respect to any other section of the Australian population.
Given the crucial role played by census data in informing economic and social policies directed at the Aboriginal population in remote areas, some assessment of the quality of remote area data is required, as these are derived from enumeration procedures which differ fundamentally from the standard approach employed in the census. As a prelude to analysing change between 1986 and 1991 in the characteristics of the Aboriginal population in remote parts of the Northern Territory, this paper provides a summary of the remote area census enumeration strategy employed by the Australian Bureau of Statistics (ABS) and highlights possible implications for the interpretation of census counts and census characteristics.

Key cross-references


Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Torres Strait Islander statistics, demography, population change, labour migration, labour market status, employment.

Until the Second World War, Torres Strait Islanders were restricted by law and administrative arrangements to residing in the Torres Strait. Since that time, migration to the Australian mainland has contributed to a significant redistribution, with the majority of Torres Strait Islanders now resident in the major cities of eastern Australia. Despite the importance of migration in determining Torres Strait Islander involvement in the labour market, study of their population movement has been limited, and existing analysis is unsystematic, spatially restricted and generally dated. This paper is therefore an attempt to draw from the literature what is known about the spatial diffusion of Torres Strait Islanders and to supplement this with the most recently available internal
migration data from the 1986 Census. While it appears that the search for employment was an important stimulant for migration in the past, this is less so now, not least because Torres Strait Islanders now find themselves located predominantly in places where labour markets exist. No evidence is found from the 1986 Census to support the idea of sustained redistribution away from areas of long-standing settlement in north Queensland. This contrasts with distribution patterns based on preliminary counts of the 1991 Census, and the extent to which this discrepancy is due to migration or census error raises a critical issue in the analysis of Torres Strait Islander population change.

In addressing these issues, the first section of the paper considers the institutional, social and economic background to migration away from the Torres Strait. The main features of Torres Strait Islander population movement have been outlined in the ethnographic literature, and the author reconstructs these for the period from European settlement to the mid-1970s. The second section of the paper seeks to establish the current spatial structure of labour migration among the Torres Strait Islander population. It makes use of 1986 Census data to describe the volume and pattern of net and gross flows of working-age Torres Strait Islanders through the national settlement system. In this exercise, a distinction is drawn between movements occurring in remote and in closely settled parts of the country. The conclusion outlines the policy implications of this movement for the involvement of Torres Strait Islanders in the mainstream labour market.

**Key cross-references**


Available from
ANUTECH Pty Ltd; $6.

**Geographic area**
Australia-wide.

**Key words**
Socioeconomic characteristics, demography, government policy.
The tendency in social and economic policy analysis has been to consider Aborigines and Torres Strait Islanders as a single client group. A recent review of the situation concludes that the lack of separate statistics on Torres Strait Islanders makes it difficult to determine their relative socioeconomic status and confounds attempts to analyse any differential impact of government policies. While there is no doubt that Aborigines and Torres Strait Islanders share relatively low socioeconomic status when compared to most Australians, there are, at the same time, significant differences between them in terms of culture, geographic distribution and the manner of their incorporation into wider institutional structures. These are sufficient to suggest that Torres Strait Islanders may exhibit social and economic characteristics that differ from those of the Aboriginal population in ways that have policy relevance.

Selected social and economic indicators from the 1986 Census are presented to test the proposition that at an aggregate level Aboriginal and Torres Strait Islander people display differing socioeconomic status from one another. Although provision is made in the *Aboriginal and Torres Strait Islander Commission Act 1989* for separate consideration of the Torres Strait Islander population in social and economic policy formulation, few data exist to indicate their variation from Aboriginal people.

In order to provide a comprehensive assessment of relative socioeconomic status, the key focus of this paper is on highlighting differences, and similarities, in the social and economic characteristics of Aborigines and Torres Strait Islanders, as revealed by 1986 Census data. Data are also provided for the remainder of the Australian population to serve as a comparative benchmark where appropriate. No attempt has been made to establish trends based on time series data, given the doubtful reliability of pre-1986 Census data for both indigenous population groups, due to problems associated with coverage and intercensal shifts in Aboriginal and Torres Strait Islander self-identification. In terms of overall socioeconomic status, Torres Strait Islanders are found to occupy an intermediate position between the Aboriginal population and Australians in general.

**Key cross-references**

Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Demography, socioeconomic status - geographic variation, government policy.

This paper is an exploratory analysis of 1986 Census output showing considerable heterogeneity in Aboriginal spatial distribution as well as in socioeconomic status. While the majority of Aborigines reside in urban areas, a significant proportion, 34 per cent, still live in rural areas, in contrast to 14 per cent of non-Aboriginal Australians. The analysis of Aboriginal spatial settlement, based on analysis of data from the 1986 Census's published reports, printouts, microfiches, and CD-Rom data sets, shows that Aborigines live as a 'minority population' in most localities. Comparisons of socioeconomic indicators calculated at the State/Territory level showed that overall Aborigines in the Australian Capital Territory, Tasmania and Victoria enjoyed higher socioeconomic status than in other States. On the other hand, Aborigines in the Northern Territory and Western Australia had lower status, while those in New South Wales, Queensland and South Australia occupied an intermediate position. With respect to section-of-State, Aborigines resident in major urban centres were better off than those in other urban areas who were, in turn, generally better off than their rural counterparts. The paper shows that, in general, Aboriginal economic status is positively linked to the economic status of non-Aborigines in the State and section-of-State in which they live. The conclusion raises a range of policy issues in the context of the Federal Government's Aboriginal Employment Development Policy (AEDP).

Key cross-references

Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Socioeconomic status, socioeconomic indicators, Aboriginal and Torres Strait Islander Commission (ATSIC) regions, government policy.

The establishment of ATSIC, in March 1990, by the Commonwealth Aboriginal Torres Strait Islander Commission Act 1989, resulted in the administration of Aboriginal and Torres Strait Islanders' affairs and programs Australia-wide being largely decentralised into 60 regional jurisdictions. This paper examines differences in Aboriginal socioeconomic status between ATSIC regions and provides an exploratory regional analysis of Aboriginal socioeconomic status. It utilises 1986 Census data disaggregated by ATSIC regions, which were produced by the Australian Bureau of Statistics (ABS) for ATSIC. The methods used include an examination of selected socioeconomic indicators at the regional level, as well as a spatial analysis of an Aboriginal socioeconomic status index. The variables used are as follows: percentage qualified; the employment/population ratio; and median individual income. The analyses reveal marked regional variations in Aboriginal socioeconomic status. The paper concludes with a discussion of some important implications of these differences for the allocation of resources for policy formulation.

Key cross-references

Available from
ANUTECH Pty Ltd; $6.

Geographic area
Australia-wide.

Key words
Socioeconomic status, labour force characteristics, income, employment, unemployment.

As the relative poverty of Aboriginal people in the Australian context is increasingly gaining recognition, equity issues between Aboriginals and other Australians have become matters of urgent concern for policy formation and implementation. This paper is one of the few studies that attempts to examine change in Aboriginal socioeconomic status over time. It provides a statistical overview of the socioeconomic status of the Aboriginal population as a whole by examining Australian Bureau of Statistics (ABS) census data from 1971 to 1986. The authors present a comparative analysis, based on official statistics, between the Aboriginal and total population with respect to labour force characteristics, employment and unemployment, education, and individual incomes. The analysis shows that although levels of educational qualifications, incomes and employment levels were substantially lower for Aboriginal Australians, and unemployment rates and dependency ratios were much higher than for other Australians, there has been some improvement in income and education status. Statistical data also reveal that Aboriginal employment status has declined between 1971 and 1986 relative to the total population, despite numerous federal government programs to improve their economic situation.

The paper also highlights shortcomings in census-based social indicators and points out that the social indicators used may not be relevant in some Aboriginal contexts, given that the values attached to work, education, income, material resources and status may be inapplicable in some cross-cultural contexts. The authors discuss the problems of using economic status to measure the relative material well-being of Aboriginal people. These include the cultural heterogeneity of the Aboriginal population; the culture-relative nature of the indicators used to measure status; and the inherent bias of formal measures of employment and income that concentrate on labour markets and on cash incomes, and consequently disregard potentially significant informal activities, like subsistence.
Key cross-references


Available from
ANUTECH Pty Ltd; $20.

Geographic area
Australia-wide.

Key words
Population distribution, demography, socioeconomic indicators, Aboriginal and Torres Strait Islander statistics, employment.

The authors use 1986 statistics to describe the geographic distribution of the Aboriginal population, their age-sex structure, and other socioeconomic indicators and compare them with the non-Aboriginal population. A majority of Aboriginal people live in urban areas, but a substantial proportion still live in rural areas, while the non-Aboriginal population is mostly concentrated in urban areas. The Aboriginal population has a young age structure, 72 per cent being under 30 years in 1986. There is a preponderance of females, especially at ages 15 years and over, and this will continue to increase owing to ageing patterns which favour female longevity, and excessively high adult male mortality. Urban areas had relatively more younger Aboriginal people, aged 15-29 years, and 'other rural' areas had higher proportions of older persons.

The Aboriginal population has undergone a substantial demographic transition which has reshaped the demographic structure of the population. Aboriginal fertility has declined from a rate of six children per woman in the decades before 1970 to about three children per woman in the 1980s. This illustrates the association between Aboriginal fertility and education, urban residence, labour force participation and family income.

This demographic change has serious implications for employment in the future, because the main feature of the change is very rapid growth in the numbers in young and middle adulthood. Base employment in 1986 was 42,685. Expected employment in 2001 is 115,394. Even to maintain the status quo 20,000 additional jobs have to be created. If the Aboriginal Employment Development Policy's (AEDP) goal of statistical equality is
to be achieved, 115,400 Aboriginal people have to be in employment by 2001, almost three times the number employed in 1986.

**Key cross-references**


*Available from*
Aboriginal Studies Press; $30.

**Geographic area**
Parnngurr and Punmu, Great Sandy Desert (Western Australia).

**Key words**
Hunting and gathering, traditional economy, diet, land management, national parks.

The author undertook seven months of ethnobiological research among the Martu people of the Great Sandy Desert over a four-year period from 1986. Visits were staggered to occur in different seasons. Her study of the contemporary subsistence activities of Martu is described. She argues that hunting and gathering as subsistence activities are relevant to the management of areas encompassed by national parks and protected areas. Alternative views on land and resource management are presented. The implications of Martu land use for the future management of Rudell River National Park is outlined.

Traditional and other animal foods are considered by Martu to be an important part of their diet. During the study period, at least 22 animal species and 40 plant species were eaten. The weights and number of animal species killed on each foraging expedition by the people of Parnngurr and Punmu were recorded. Feral cats (*felis catus*) and reptiles, especially sand goannas (*varanus gouldii*), were the main resources collected by women. Cats contributed the greatest weight of any animal killed for food. On excursions in March, August, September and October 1990, women from Parnngurr hunted 16 feral cats with a total weight of 52 kilograms and 113 sand goannas weighing 43 kilograms. Camels (*camelus dromedarius*) were killed by men when the meat supply was
short. Walsh does not provide the weight or number of animals hunted by men. Plant foods, especially bush tomato (*Solanum diversiflorum*), were exploited by women and children for food. Eleven kilograms of bush tomatoes were recorded as collected by Punmu women on excursions in March, April and September 1990.

**Key cross-references**


**Available from**
Crawford House Press; $42.

**Geographic area**
New South Wales.

**Key words**
Land rights, resource management, land councils, mining - economic and health impacts, royalties, employment.

The New South Wales *Land Rights Act 1983* provides for Aboriginal people to be involved in mining. The Act enables land councils to claim Crown land; at November 1990, 3,577 claims had been made but only 597 granted. Under state legislation, any land granted, acquired, purchased or leased, and which contains any mineral resources that were vested in the Crown, becomes vested in Aboriginal land councils. However, this does not apply to mining operations concerning gold, silver, coal and petroleum, or to existing mining agreements; nor is it possible to claim Crown land which is lawfully used and occupied. It appears that land on which mining operations are carried out can be interpreted as 'lawfully used and occupied' and is therefore not claimable land; at least, no such land has been granted to a land council. No mining royalties have been received by Aboriginal land councils under the provisions of the Act. Also, mineral resources are not in abundance on any land which has been acquired through the land claim process.

Aborigines have been involved in mining, as employees. Over 95 per cent of workers at the Baryulgil asbestos mine have been Aboriginal, and for 35 years, until its closure in 1979, the mine provided stable employment. A government report documented very poor conditions,
including lack of clean water, high levels of dust, and lack of safety standards. Since the mine's closure, many Aboriginal people suffering serious health problems brought about by exposure to these conditions are fighting legal battles to have their claims assessed. In the light of the seriousness of this encounter with the mining industry, it is ironic that land councils have never been the recipients of mining royalties.

**Key cross-references**


**Available from**
Australian Government Publishing Service; $12.95.

**Geographic area**
Rural Australia.

**Key words**
Informal economy, employment, enterprises, subsistence activities, land use, land management.

Aboriginal unemployment, based on the 1986 Census, is highest (45 per cent) in the extensive, arid pastoral and grazing lands, such as those found in central Australia. In the more productive cropping and farming areas, such as in New South Wales, it is still 39 per cent.

Wild animals are most abundant in areas where unemployment is highest. The authors suggest that wild animals, some of which are at present considered to be pests, have potential basis for wild animal industries. Commercial harvesting could provide much needed employment for rural Aboriginal people, thereby improving their economic and social conditions. The authors advise on the management of animals, many of which are agricultural pests, and the types of products that can be derived from them. The animal populations on which such industries could be based are often large, and there is currently a substantial resource wastage. The proposed industries could be located both on Aboriginal land, and on other land close to Aboriginal communities. The type and quality of the land affects the numbers of animals that can be carried and the employment and enterprises that can be conducted.
Wild animal and related products are currently the basis of a $100 million industry and the potential for expansion is substantial. Such development could take advantage of international demand for unusual meats and leathers. There is potential for increased utilisation of buffalo, rabbits, goats, cane toads, deer, camels, and horses for both subsistence and commercial purposes.

**Key cross-references**


*Available from*
ANUTECH Pty Ltd; $25.

**Geographic area**
Australia, Canada, Alaska (United States).

**Key words**
Land rights - economic implications, remote communities, economic development, enterprises, mining.

This chapter explores the economic implications of land rights for remotely located indigenous peoples in Australia, Alaska and Canada. Control over land under traditional law, as recognised by indigenous peoples and under the conventional legal systems of each country, theoretically provides not only social stability and increased power, but also a potential means to economic self-sufficiency.

The author shows that land rights agreements have highly significant economic implications for indigenous peoples in remote Australia and North America, and stresses that the opportunities they provide for enterprise development are a major component of this. However, the benefits of land rights are affected by variations in agreements, including the granting of subsurface rights; controls over land use, particularly for subsistence purposes; and the inclusion or exclusion of cash compensation packages and how these are invested. It must be recognised that most forms of enterprise will need additional financial support if they are to succeed. Ultimately, the success of land rights for the indigenous peoples of Australia and North America must be gauged not only in terms of the amount of land returned to them, but also by its capacity to provide an independent economic base.
Key cross-references


Available from
University Co-op Bookshop, Australian National University; $35.

Geographic Area
Northern Territory.

Key words
Aboriginal population, defence, employment training programs, remote communities, employment.

North Australia is of great strategic significance to Australia, and there are plans to increase defence activities in the area. Aborigines form a very significant component of northern Australia which is not an empty land, as is often presumed, but an inhabited country. In 1986, Aborigines accounted for 22 per cent of the Northern Territory population.

Important aspects of Aboriginal life, as far as defence is concerned, include the following: Aboriginal population characteristics; the distribution of their population and the type of settlements in which they live, including the infrastructure of those settlements; their attachment to the region; the extent of their ownership and control over the land and other natural resources; their knowledge of the region; their economic activities and the special body of skills which they possess which might contribute to operations; and their social structure and political power bases, and how these affect their participation in consultation and decision-making. These topics are investigated in this chapter. A table of northern settlements is included which gives information about land tenure, facilities and infrastructure.

The author sees northern Australia's sparse but widely scattered tradition-oriented population as providing a network of small communities with basic infrastructure, which could be very valuable to northern defence operations. However, the infrastructure is one designed only to cope with local demands and would need to be upgraded. Defence operations should not only use the skills of the local Aboriginal population by providing jobs in northern communities, but should also provide opportunities for training. This would assist in reducing the high levels of dependency of most rural communities. Defence plans to operate on Aboriginal land should be formulated carefully, and in consultation with Aboriginal
owners, as Aboriginal people have a high level of control over their land, including rights of entry. The defence of Australia’s north should be seen as a cooperative venture.

**Key cross-references**


*Available from* ANPWS; $30.

**Geographic area**
Australia-wide.

**Key words**
Land management, land use, government programs, government funding, research.

According to the ANPWS, the types of degradation affecting Aboriginal land include soil erosion, weeds, feral animals and loss of biodiversity. Aboriginal people have difficulty in gaining access to mainstream land management programs to help counter these problems. The consultants were required to review Aboriginal access to these programs and Aboriginal priorities and initiatives in land management. Information was collected by investigating program expenditure figures, reviewing literature, including that on degradation of Aboriginal land, interviews and correspondence with program managers and Aboriginal organisations, and by means of detailed case studies conducted in South Australia, Queensland and New South Wales.

The study found that the major factor restricting Aboriginal access to mainstream funding and programs was that they were targeted mainly at degraded agricultural land in long-settled areas, and a clientele of commercial operators; few programs were targeted at areas which included Aboriginal land. Also, programs assumed that commercial landholders have the ability to contribute both financially and practically to solutions. The study recommends that research be conducted into the condition of Aboriginal land; regional Aboriginal organisations and land management agencies negotiate the creation of databases to make information on programs and land degradation solutions accessible; Aboriginal people be involved in research conducted on their land on issues which they consider priorities; program decision-makers recognise
the importance of land uses other than commercial ones; subsistence land uses be appreciated as providing a real income, nutrition and cultural opportunities to Aboriginal communities; the Aboriginal and Torres Strait Islander Commission (ATSIC) discuss with managers of mainstream programs the possibility of their acceptance of non-financial indicators of commitment, lower and more achievable percentages of contribution, a broader range of contributions, such as voluntary labour and contributions from other bodies; personal contact by program field staff be increased and easily read information distributed; State and Territory departments should provide extension services to Aboriginal land holders; and Aboriginal people be represented on program committees with a responsibility to assess applications for program funds.

Key cross-references
PURCHASING OUTLETS

Aboriginal and Torres Strait Islander Commission,
PO Box 17, Woden, ACT, 2606.

Aboriginal Studies Press,
GPO Box 553, Canberra, ACT, 2601

ANUTECH Pty Ltd,
Australian National University, Canberra, ACT, 0200.

Australian Bureau of Statistics,
PO Box 10, Belconnen, ACT, 2616.

Australian Government Publishing Service,
GPO Box 84, Canberra, ACT, 2601.

Australian Institute of Aboriginal and Torres Strait Islander Studies,
GPO Box 553, Canberra, ACT, 2601.

Australian National Parks and Wildlife Service (now Australian Nature Conservation Agency),
GPO Box 636, Canberra, ACT, 2601.

Central Land Council,
PO Box 3321, Alice Springs, NT, 0871.

Centre for Economic Policy Research,
Research School of Social Sciences, Australian National University,
Canberra, ACT, 0200.

Centre for Multicultural Studies,
University of Wollongong,
Wollongong, NSW, 2500.

Commonwealth Government Bookshop,
70 Alinga Street, Canberra, ACT, 2601.

Crawford House Press,
PO Box 1484, Bathurst, NSW, 2795.

CSIRO Publications,
PO Box 89, East Melbourne, VIC; 3002.
Department of Employment Education and Training, 
GPO Box 9880, Canberra, ACT, 2601.

Economic and Regional Restructuring Research Unit, 
Department of Geography, University of Sydney, Sydney, NSW, 2001.

Great Barrier Reef Marine Park Authority, 
PO Box 1379, Townsville, QLD, 4810.

National Museum of Ethnology, 
Senri Expo Park, Suita, Osaka, Japan.

New Zealand Association of Economists Incorporated, 
PO Box 568, Wellington, New Zealand.

Resource Assessment Commission, 
Locked Bag No. 1, Queen Victoria Terrace, Parkes, ACT, 2600.

Social Policy Research Centre, 
University of New South Wales, 
PO Box 1, Kensington, NSW, 2033.

Sydney University Press (now amalgamated with Oxford University Press), 53-55 Herbert Street, Artarmon, NSW, 2064.

University Co-operative Bookshop, 
Concessions Area, Australian National University 
Canberra, ACT, 0200.
KEY WORD INDEX

Aboriginal
  Deaths in Custody 6, 7, 35, 36, 37, 42,
  101
domain 97
government 100
history 19
households 104, 106
identifier 58
men 82
national statistical survey 6, 7, 10, 28,
  51, 58, 63, 75, 85, 101, 106, 113
  methodology 96
organisations 26, 44, 100
population 130
self-government 44
sovereignty 44
treaty 4
women 47, 49, 82
youth 41, 87

Aboriginal and Torres Strait Islander
  statistics (see also Torres Strait Islander
  statistics) 15, 29, 30, 58, 60, 62, 95,
  98, 104, 105, 111, 116, 118, 125
  cultural issues 106

Aboriginal and Torres Strait Islander
  Commission (ATSIC) 19, 38, 42, 57, 85
  regional councils 1, 6, 15, 41, 78
  regional plans 1
  regions 15, 124

Aboriginal Employment Development
  Policy (AEDP) (see government policy)

administration (see government
  administration)

anthropology 83, 97

arts and crafts industry 81, 82, 84

cash economy (see also informal
economy) 84, 92

Community Development Employment
  Projects (CDEP) scheme (see government
  programs)

costal resource use 94

Commonwealth Grants Commission
  (CGC) 107

Commonwealth/State government relations
  17

Commonwealth/State/
  Territory/local government
  financial relations 26, 107
  funding 26, 44
  relations 42

community
  enterprises (see also enterprises) 27
  government 97

cost-benefit analysis 79

cost-of-living 103

cultural tourism 14, 59

customary sea tenure 33

defence 130

demography 16, 28, 30, 35, 60, 62, 64,
  111, 113, 118, 119, 120, 122, 125
  comparison with Alaska 110

diet 91, 126

discrimination 76, 87
  positive (see positive discrimination)

ecological sustainability (see also
  sustainable development) 9
international treaties 33

labour force
characteristics 15, 124
participation 47, 48, 49, 50, 51, 105

labour market
programs 20, 22, 50, 102
comparison with the US 52
statistics 96
status 13, 48, 49, 50, 54, 109, 114, 119

labour migration 109, 112, 119

land
contamination 91
councils 39, 97, 126
management 46, 55, 86, 126, 128, 131
ownership 43, 66
rights 4, 8, 34, 39, 43, 56, 69, 70, 77, 127
economic implications 129
use 46, 55, 66, 68, 86, 93, 128, 131

locational disadvantage 16

macroeconomy 11

mainstreaming 108

mariculture 94

men (see Aboriginal men)

migration (see labour migration)

mineral resources
rights 4

mining 34, 39, 43, 79, 83, 128
cultural impact 68, 69, 70, 89, 129
economic impact 56, 68, 69, 70, 80, 89, 93, 127
environmental impact 93
health impact 127
political impact 56
rights 34, 39
social impact 56, 68, 69, 70, 89, 93

modern economic sector 77

national parks 8, 9, 79, 83, 93, 126

needs assessment 75, 116

northern regions 66, 110

occupational segregation 114, 117

outstations 56, 68, 84, 91, 111

population
change 118, 119
distribution 60, 125
growth 15, 60
mobility 113
profile 15

positive discrimination 77

production patterns 81, 82

regional
councils (see also ATSIC regional
councils) 70, 101
development 70
economy 70
plans (see also ATSIC regional plans) 66

regions, northern (see northern regions)

remote
communities 23, 27, 39, 45, 70, 92, 129, 130
locations 63, 111
regions 68, 69

research 2, 31, 89, 131

resource
development 43, 46
management 55, 73, 127
rights 9, 70

resources 99

royalties 4, 8, 39, 68, 80, 83, 89, 127

royalty associations 83

sacred sites 94

self-determination 1, 69, 97

self-government (see Aboriginal self-government)
self-management 1, 86, 99

sites of significance (see sacred sites)

social
  indicators 6, 35, 38, 64, 78, 85, 104, 105, 106
  security payments 81, 84, 88, 92
  status 6, 35

socioeconomic
  characteristics 62, 120
  index 78
  indicators 124, 125
  status 106, 118, 124
  geographic variation 122

sovereignty (see Aboriginal sovereignty)

state finances 80, 107

subsistence activities (see also hunting and gathering) 9, 32, 128

survey (see also Aboriginal national statistical survey)
  methodology 104, 116

sustainable development (see also ecological sustainability) 14, 21, 32, 33, 34, 46, 72, 86

taxation 45
  policy 103

Torres Strait Islander
  statistics (see also Aboriginal and Torres Strait Islander statistics) 28, 119

tourism 22, 94
  cultural (see cultural tourism)
    cultural impact 59
  economic impact 59, 80
  environmental (see environmental tourism)
    environmental impact 14, 32, 80
    social impact 59, 80

tourist industry 59

traditional
  economic sector (see also subsistence activities) 77
  economy 84, 91, 92, 126

transportation 103

unemployment 2, 3, 7, 18, 37, 45, 51, 75, 77, 87, 88, 95, 102, 105, 124

urban communities 67, 116

urbanisation 94

user-pays 103, 108

welfare
  dependence 5, 17, 20, 49, 65, 92
    state 17
    status 20

women (see Aboriginal women)
GEOGRAPHIC INDEX

Africa, 89
Alaska, 110, 128
Alice Springs, 82
Arekun, 46
Arnhem Land, 70-1, 82, 85
Australia, south-east, 14
Babinda, 59
Baryulgil, 127
Box Hill, 93
Cairns, 59
Canada, 66, 100, 129
Cape York, 46, 66, 69, 71
Ceduna, 55
Central Australia, 44, 68, 77, 81-2, 128
Coronation Hill, 79-80, 93
East Kimberley, 56
El Sherana, 93
Elcho Island, 82-3
Ernabella, 82
Eyre Peninsula, 55
Gamardi, 85
Gove, 71
Great Sandy Desert, 126
Great Victoria Desert, 90
Gulf region, 66
Halls Gap, 59
Hunter Valley, 75
James Bay, 100
Kakadu, 4, 79-80, 80-1, 83-4, 92-3
Katherine, 114
Kimberley, 66
Koonibba, 55
Kowanyama, 46
Kununurra, 56
Kuranda, 59
Lake Condah, 59
Maningrida, 44
Maralinga, 55, 90-1
Mossman Gorge, 59
Napranum, 69
New South Wales, 4, 46, 75, 95, 96,
127, 128, 131
New Zealand, 90
Newcastle, 75
North America, 89, 129
North Queensland, 69, 119
Norther regions (Australia, Canada), 66
Northern Territory, 41, 66, 68-9, 79,
80-1, 91-2, 93, 97, 130
Oak Valley, 55, 90-1
Papunya, 45
Parnngurr, 126
Philippines, 89
Port Lincoln, 55
Punmu, 126
Quebec, 100
Queensland, 33, 46, 59, 131
Rudell River, 126
Rural Australia, 128
South America, 89
South Australia, 55, 90, 131
Soviet Union, 89
Sydney, south-west region, 95
Tamworth, 46
Tanami Desert, 68, 77
Torres Strait, 2, 21-2, 22-3, 24-5, 28,
33, 72, 73, 119-20
Trelawney, 46
Uluru, 4
United States, 65
Urban Australia, 67
Victoria, 59
Weipa, 69-70, 71
West Coast (SA), 55
Western Australia, 26, 56, 126
Woorabinda, 46
Yalata, 55

is an annotated bibliography produced at the Centre for Aboriginal Economic Policy Research, Australian National University, Canberra. It presents abstracts of policy-relevant published research for the years 1991 and 1992 with a focus on Aboriginal and Torres Strait Islander economic development and labour market issues. Topics covered include employment, land tenure, government policies and programs, mining, demographic trends, tourism and subsistence. The monograph updates Aborigines in the Economy: A Select Annotated Bibliography of Policy-Relevant Research 1985-90. The bibliography is indexed by subject and geographic region and contains an introductory essay by Dr Jon Altman, Director, Centre for Aboriginal Economic Policy Research.

This monograph will be of interest to indigenous Australians, policy makers, bureaucrats and researchers focusing on the economic situation of Aboriginal and Torres Strait Islander people. The comprehensive annotations provide important background material to facilitate informed discussion about a range of currently topical issues, including the High Court's Mabo decision and the findings of the Royal Commission into Aboriginal Deaths in Custody.

The authors

Linda Roach is a Research Assistant at the Centre for Aboriginal Economic Policy Research. She has an academic background in anthropology and has written on issues in Aboriginal affairs.

Konstantin Probst, Research Assistant at the Centre for Aboriginal Economic Policy Research, has an academic background in political science, international law and languages.

ISBN 0 7315 1598 6
ISSN 1036-6962