

**Commonwealth Grants Commission**

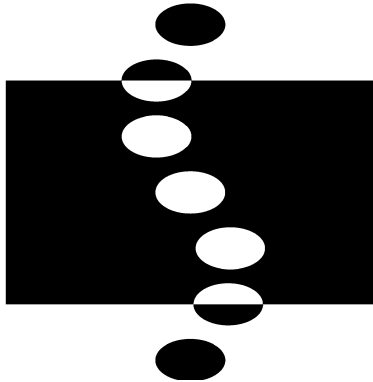
**Indigenous Funding Inquiry**

**Submission**

**From: South Australian Department of Treasury and Finance**

**Submission No.: IFI/SUB/0010**

**Date Received: 10/04/2000**



**A**BORIGINAL  
**H**OUSING  
**A**UTHORITY

*153 Wakefield Street, Adelaide SA 5000.  
Phone: 8235 4352 Fax: 8235 4399*

7 April 2000

The Secretary  
Commonwealth Grants Commission  
5 Torrens Street  
BRADDON ACT 2612

Dear Sir/Madam

**Re: Indigenous Funding Inquiry**

Thank you for the opportunity to provide input into the Indigenous Funding Inquiry conducted by the Commonwealth Grants Commission.

The Aboriginal Housing Authority's submission outlines the key issues identified in the Information Paper.

We trust this information will assist the Commonwealth Grants Commission in its endeavour to develop a method that can be used to determine the relative needs of the Indigenous communities and accordingly assist the Government to better target resources to areas of greatest need.

We would appreciate being informed of the developments and outcomes of this inquiry.

Should you require any further information please contact me on 08 8235 4300 or Audra Cooper on 08 8235 4343.

Yours sincerely

Chris Larkin  
**General Manager**

## **Introduction**

The Aboriginal Housing Authority (AHA) was formally proclaimed as a Statutory Corporation on 22 October 1998 under the Housing and Urban Development (Administrative Arrangements) Act, 1995, pursuant to Section 10AA(2) of the Subordinate Legislation Act 1978.

The principle role of the AHA is to improve housing outcomes for Aboriginal people in South Australia through a range of housing tenures. Some of the key objectives include:

- Maximising the level of funding available for housing projects and increasing the supply of Aboriginal housing in areas of highest unmet need
- Improving levels of health through the provision of housing which meets high building and quality standards and is appropriate to Aboriginal cultural needs
- Promoting Aboriginal access to all housing tenures, including home ownership and community housing options
- Contributing to economic development and empowerment for Aboriginal communities through increased resources, self management and enhanced skill development.

The establishment of the AHA is underpinned by the Bilateral agreement between the Commonwealth Government, State Government and ATSIC regarding Aboriginal and Torres Strait Islander housing. The purpose of this Agreement is to improve housing outcomes for Aboriginal people in South Australia.

## **Background**

The Aboriginal Housing Authority administers commonwealth and state grants for two primary programs - the Aboriginal Rental Housing Program which provides housing assistance to Aboriginal people residing in urban areas, and the Rural and Remote Housing Program which provides housing assistance to Aboriginal people residing in rural and remote communities. The following proposal will highlight the housing needs of Aboriginal people as determined during the delivery of these two programs.

According to the 1996 census the estimated Indigenous resident population within South Australia was recorded at 21 300.

The Aboriginal Housing Rental Program (ARHP) Stock as at 30/6/99 was recorded at 1783. The total number of dwelling provided through the Rural and Remote Housing Program (R&RHP) was recorded at 630.

As at March 2000, the estimated recording of Indigenous persons on the ARHP Housing Waiting List was 1750.

With the recent influx of community housing applications it was recorded that an estimated 321 families and 235 persons were on the waiting lists for housing in rural and remote communities.

## **Proposal**

### **The needs of indigenous people for one or more of the functions covered by the inquiry (interested in information on the needs for infrastructure, buildings and equipment as well as the needs for services)**

The need for additional adequate housing in urban, rural and remote communities of South Australia is evident.

In addition to the apparent need for further housing for Indigenous people in the South Australia community a number of environmental factors have emerged which impact on the effective delivery of housing.

Housing needs within Rural and Remote Communities are affected by:

- The proposed introduction of the 'user pay' system will impact on the financial capacity of tenants to pay these expenses as well as periodical feasible rent expenses. With the higher costs of daily living expenses, tenants in rural and remote communities are often not in a financial position to cover all of these outlays
- Recurrent funding is not adequate to cover 'supplementary' expenses which can range from salaries/administration costs to employ community housing officers, the payment of insurance on housing provided by the Authority, repair and maintenance and ongoing salaries for a community builder/trainer. All of these items cannot be adequately supplemented by rental collection due to costs
- Increased financial resourcing of building training programs to ensure that individuals are given access to accredited training regardless of location and quantifiable outcomes
- Increased demand for independent living units to cater for aged accommodation

Housing needs with the Urban communities are affected by:

- Social 'fallout' created by private rental market where the perception of 'public' housing is deemed as attracting poor market values and discrimination
- Lack of appropriate housing and in particular the inability to meet demands for 2 x br housing in urban areas
- Increase in demand for maintenance of ARHP housing
- Lack of funding resources to address the GST Impact on Private Rental
- Eligibility restrictions placed on ability to gain Home Ownership approval particularly when assessing borrowing capacity and debt commitments of potential home-owners
- Differences between metropolitan and regional housing needs such as demand and stock availability

### **The government programs established to meet needs, including how they work, how the needs are measured and how funds are allocated among regions**

Aboriginal Rental Housing Program:

- The ARHP has complied with the National Housing Reform changes which were introduced in March 2000 to give greater priority to people most in need and to ensure they are housed as quickly as possible. Historically, a 'wait-in-turn' system had been the prime method of housing allocation in South Australia, but under the changes the public housing waiting list has been divided into four categories.

- The first caters for most urgent in need; the second for people with less urgent but high needs; the third for people with affordability issues; and the fourth for tenants who wish to transfer for personal preference reasons.
- The ARHP have designed a comprehensive waiting list which is an indicator for assessing needs however is not inclusive of the needs assessment.
- The Needs Assessment which determines the order of allocation is categorised into four areas which address homeless/at risk, access barriers, tenancy issues and low demand needs.
- The Aboriginal Housing Management Committee (HMC) comprises of local community people nominated and appointed at an Annual General Meeting and is a committee endorsed by the AHA to administer the provision of housing for Aboriginal people in their particular region. Ten HMC's are established throughout the State to respond to the housing needs of Aboriginal people within their local community. The HMC's primarily :
  - Provide advice in relation to housing or priority transfers based on needs
  - Ensure that houses purchased or built are culturally suitable for applicants and are appropriately located (this is based on the waiting list).

#### Rural and Remote Housing Program:

- The Aboriginal Housing Authority has recently introduced submission-based funding to attract eligible rural and remote communities to apply for Capital and Recurrent funding. The submission-based funding aims to address areas of highest unmet housing needs and reduce overcrowding through a needs-based principle criteria which assess statistical rationale, social and risk factors, technical performance and management reporting requirement performance. Applicants are provided with opportunity to present and justify their need requirements and funds are allocated in order of priority
- The AHA encourage the coordination of housing services to rural and remote communities particularly with funding agencies responsible for the delivery of infrastructure services. The submission-based funding principles seek the identification of such agencies to ensure housing needs within a community are being addressed in a collaborative manner. This assists in determining whether the community infrastructure is able to cope with the prospect of further housing. The need to ensure this communication is maintained is critical as it will reduce situations where housing developments have been approved and serviced sites are not available to support the developments
- The Rural and Remote Housing Program is current developing a Data-base which will include an asset assessment survey identifying housing needs of individual communities. This will continue to enable joint assessment of housing needs and be community driven and updated in line with regional plans

## **How the Commission might measure the needs for each function**

The National Commonwealth/State Working Group on Indigenous Housing Data Working Group has adopted The Housing Need of Indigenous Australians, 1991 (Jones, 1994) report as a foundation on which to develop a measurable framework. The Report assessed the level of overcrowding in Aboriginal and Torres Strait Islander households, and the association between overcrowding, household composition and tenure. The Report presented a comparative analysis of findings from the 1991 and 1996 census.

The National Commonwealth/State Working Group on Indigenous Housing Data Working Group is currently developing a national program management information framework based on performance indicator reporting for Indigenous housing assistance. The Aboriginal Housing Authority has appointed a representative on the Housing Data Working Group to ensure input from the South Australian contingent. The three main information areas identified entail:

- The development and implementation of a core set of performance indicators for the Indigenous community managed housing
- The development of data standards – including documentation of the information issues relevant to current and future performance indicator measurement of Indigenous housing assistance across the 6 CSHA areas, Department of Social Security (DSS) Private Rent Assistance and Indigenous community managed assistance; and
- The development of a standard definition of an Indigenous household for use across all areas of housing assistance.

Indicators should assist governments to assess the overall effectiveness and efficiency of the services provided within their jurisdiction. Effectiveness indicators measure the extent to which the assistance is meeting its objectives and these indicators relate to outcomes. Efficiency indicators relate outputs to inputs and measure the extent to which resources are being used to best advantage in producing outputs.

The Aboriginal Housing Authority is currently in the process of examining the funding of current programs to ensure future provision of housing is targeted to those most in need and decision makers are well-informed regarding the allocation of funds. This will:

- Determine current rationale for the allocation of funds between the two programs, ARHP and R&RHP
- Provide an overview of existing population and housing profile data for Aboriginal people living in remote and metro areas
- Examine housing options available to the Aboriginal people
- Research the supply and demand for public and private housing for remote and metro areas
- Determine the costs involved in providing and maintaining housing in remote and metro areas

## **What data are available to measure needs, including comments on the quality of the data**

- The National Indigenous Housing Data Management Strategy aims to obtain adequate information to meet general accountability needs, assess outcomes, inform resource allocation and underpin policy and program decision-making.

The strategy is a result of the exploration of a national set of program outcome measure for community managed Indigenous housing assistance. The conduct of the first performance indicator data collection was an important step in the development of improved national program management information. The collection sought to identify, at the national and jurisdiction level, which data currently exist for performance reporting, how the data fit together to form a framework to examine outcomes, and the issues that needed to be addressed.

As with other areas of management information there is a long way to go to develop data and methodologies that measure outputs and outcomes rather than inputs and processes. For this reason, it is suggested that strong links need to be established with other data activity for Indigenous health and community services programs as well as other initiatives in housing.

- The National Indigenous Housing Data Working Group agreed to adopt the following interim set of objectives against which to develop a performance reporting framework to measure government assistance:
  - Reduction over time in the high level of Indigenous housing need;
  - Equity in the distribution of available resources on the basis of need;
  - Improvement in the standard and appropriateness of housing;
  - Improved efficiency and value for money in the delivery of housing services;
  - Improved responsiveness to customer need; and
  - Improvement in the effectiveness of the Indigenous community housing sector as managers of housing services

It is suggested that the Commonwealth Grants Commission establish formal links with the National Indigenous Housing Management Group to coordinate and collectively develop appropriate measures that can be used to determine the housing needs of Indigenous Australians.

**Whether there are features of particular regions – such as language, population characteristics (for example higher numbers of young people), special geographic or climatic features or special features of the local economy – that might increase or decrease the level of needs, make it easier or harder to meet them, or affect the costs of meeting them**

- It is widely accepted that Indigenous Australians are disadvantaged socially and economically relative to the population as a whole. The National Indigenous Housing Data Management Strategy aims to address the lack of quality information about needs and about current provision of assistance through:
  - establishing a National Minimum Data Set which comprises of a set of agreed principles in which information can be collected and recorded
  - ensuring agencies that collect the data have the knowledge, skills and tools to do it
  - establishing regular consistent administrative records
  - readily available accessibility to shared information
  - obtaining agreement between government bodies to work collaboratively together
  - building partnerships with the agencies that are involved in distributing resources and establishing good communication, consultation and feedback mechanisms.

## Information Regarding AHA Funding for the Commonwealth Grants Commission

### Capital Programs (Based on 2000/2001 Capital Budget)

The current capital funding available from Government Funding Sources is 14.524 million.

The capital budget funding consists of:

| <b>Funding</b>                                      | <b>\$ '000</b> |
|---|----------------|
| Commonwealth – ARHP                                 | 8,042          |
| Commonwealth – Untied                               | 2,000          |
| State – Matching                                    | 1,000          |
| Community Housing Infrastructure Program (ATSIC)    | 3,482          |
| Less Funds Used for Community Recurrent Expenditure | (1,751)        |
| <b>Total</b>  | <b>12,773</b>  |

The Rural and Remote Housing program is allocated \$7.202 million plus the CHIP funds for administration, totalling \$10.684 million. A portion (\$1.751 million) of the \$10.684 million is expenditure on recurrent items such as insurance and repairs and maintenance for the communities. The remaining amount of \$3.84 million is allocated to the Rental program.

### Recurrent Expenditure (Based on 2000/2001 Operational Budget)

Government Recurrent funding for 2000/2001 is budgeted at \$750,000 and consists of:

| <b>Funding</b>                                 | <b>\$ '000</b> |
|--|----------------|
| Funding for Community Recurrent Expenditure    | 1,751          |
| Policy Unit Appropriation                      | 150            |
| Policy Unit State Grant                        | 300            |
| Commonwealth – CSHA (Board and HMC Allocation) | 300            |
| Rebate Subsidy                                 | 2,760          |
| <b>Total</b>                                   | <b>5,261</b>   |

As explained previously a sum of \$1.751 million is held to contribute to the recurrent costs of communities, such as insurance, repairs and maintenance and other general recurrent items.

Of this \$1.751 million, \$281,000 is granted to communities for Community Administration expenditure, this essentially is the cost a community employee to manage community housing.

The remaining recurrent funding is used to fund the operations of the AHA Policy Unit, the costs of Housing Management Committees, and the Board of the AHA.

The rebate subsidy is an estimated amount of funding required by the AHA to fund its operating deficit, although this is a budgeted forecast for the 2000/2001 financial year, the actual method of funding this deficit is still uncertain and is only included in these figures as housing deficit funding has traditionally been sourced from this subsidy.



## Summary

| <b>General Output</b>                              | <b>\$ '000</b> |
|--|----------------|
| Rural and Remote Capital Program                   | 8,933          |
| Rural and Remote Recurrent Program                 | 1,751          |
| Rental Housing Capital Program                     | 3,840          |
| Rental Housing Recurrent Program (Deficit Funding) | 2,760          |
| Policy Unit  | 450            |
| Community Consultation                             | 300            |
| <b>Total</b>                                       | <b>18,034</b>  |

From these funds the only funds directly granted to community organisations is \$281,000.

# **COMMONWEALTH GRANTS COMMISSION INQUIRY INTO INDIGENOUS FUNDING**

## **ABORIGINAL SERVICES DIVISION**

### **ROLE AND FUNCTION OF THE ABORIGINAL SERVICES DIVISION**

The Aboriginal Services Division of the Department for Human Services brings together Aboriginal policy, service and program areas which were formerly part of three pre existing portfolios, the South Australian Health Commission, the Department for Family and Community Services and the Department of Housing and Urban Development.

The Division has been established as a source of dedicated, specialist advice and expertise on Aboriginal policy and service provision, gives legitimacy and recognition to the Aboriginal voice and experience in the development of public policy.

The Division works in unity with Aboriginal people of South Australia in striving to raise the quality of life and total well being ensuring:

- ◆ Respect for cultural beliefs;
- ◆ Recognition of wisdom and knowledge of Aboriginal Elders, kinship systems and relationship with land and sea; and
- ◆ Respect for human rights, social justice and principles of reconciliation.

The Division also acts as a change agent to provide advice to Government concerning service provision to Aboriginal people and resource allocation for Aboriginal programs and services.

### **METHODOLOGY FOR ALLOCATION OF RESOURCES**

In October 1999, the Division produced its “Journey Paper” which outlines the strategic directions for the Aboriginal Services Division. The Paper clearly outlines the guideposts and values of the Division and details the approach for identifying what the Division wants to achieve.

Allocation of resources is based around the priorities set in the Journey Paper.

The current allocation of resources is detailed in Appendix A.

## PROGRAM DESCRIPTIONS

The programs identified as the core business of the Aboriginal Services Division are:-

- ◆ Improving emotional, physical and social well-being outcomes for Aboriginal people and improve Aboriginal employment opportunities in, and access to, human services;
- ◆ Contributing to the Department's corporate objectives by being the principal source of informed advice to the Chief Executive, the Minister and other Divisions.
- ◆ Taking a lead role in the drive for a conceptual policy and planning framework with a focus on Aboriginal communities, Aboriginal specific human services, prevention, inter-agency cooperation and consumer involvement.
- ◆ Developing strategic directions, planning and implementation strategies, and best practice modelling across Government in Aboriginal health, housing and welfare service provision, at state and national levels.
- ◆ Monitoring the improvement of health status and well being eg. the Aboriginal community in South Australia.
- ◆ In partnership with other Department of Human Service Divisions ensuring the equitable distribution of resources for Aboriginal support services by the Department of Human Services Divisions, and other Government Departments and Commonwealth.
- ◆ Providing high level coordination of Aboriginal specific developments and service improvements, program design and procurement.
- ◆ Taking a lead role in the development, implementation of an Aboriginal workforce plan across the Department. Evaluating existing cross-cultural training initiatives across the human services and develop a sustainable implementation framework.
- ◆ Developing, where appropriate, Aboriginal specific trials and evaluate projects that support the strategic direction of the Department and national initiatives;
- ◆ Undertaking research and information collection to support strategic planning and policy development;
- ◆ In collaboration with relevant Aboriginal community controlled bodies, providing support for service planning, coordination, purchasing, monitoring/evaluation of efficiency and effectiveness of services, business improvements and management development;
- ◆ Monitoring key National and State Inquiries and other significant reports;
- ◆ Facilitating and coordinate exchange of information on Aboriginal matters within Aboriginal Services Division and with other Divisions and key stakeholders.

## **GRANTS TO ABORIGINAL HUMAN SERVICES ORGANISATIONS**

The Aboriginal Services during 1999-2000 provided the following organisations with recurrent funding. A brief description of each organisation and its linkages back to the Division's business is provided below:-

### **Aboriginal Health Council                      1999-2000 Budget (net) - \$1,639,200**

The Aboriginal Health Council is an Aboriginal Community controlled health organisation that became incorporated under the SA Health Commission Act.

The Council is the peak Aboriginal advisory body on Aboriginal health related matters in South Australia and has state-wide representation.

### ***Kumangka Youth Service                      1999-2000 Budget - \$83,000***

Kumangka Youth Services is an Aboriginal owned not for profit organisation founded to service the needs of "at risk" Aboriginal Youth who frequent inner city Adelaide. Services include primary health care programs, street work services, a crisis response service and a case management program.

### **Ceduna-Koonibba Aboriginal Health Service Inc 1999-2000 Budget - \$357,600**

The Ceduna-Koonibba Aboriginal Health Service is an Aboriginal Community controlled health organisation that became incorporated under the SA Health Commission Act.

The Service operates from a Community Health Centre in Ceduna and also provides services to Koonibba Aboriginal Community. The Service provides Extensive clinical and health education programs.

The Aboriginal Services Division is a substantial contributor of financial resources.

### **Nganampa Health Council                      1999-2000 Budget - \$1,153,200**

The Nganampa Health Council is an Anangu community controlled health organisation providing primary health care services to all people living on the Anangu Pitjantjatjara lands, situated in the north-west of South Australia. The Council has six major clinics and three clinics in smaller communities across the Anangu Pitjantjatjara Lands. Administrative services are provided in Alice Springs.

Total funding to Nganampa Health in 1999-2000 was \$8.2 million of which the Aboriginal Services Division contributed \$1.53 million. Programs funded by the Division include Environmental Health and Patient Transport.

### **Aboriginal Sobriety Group                      1999-2000 Budget - \$298,000**

The Aboriginal Sobriety Group was established in 1973 with a primary brief of providing care and support to Aboriginal people affected, directly or indirectly, by alcohol and/or drug abuse in the Adelaide area.

The Aboriginal Services Division is responsible for funding the operation of a Mobile Assistance Patrol in the Adelaide region.

### **Kalparrin Clinic**

**1999-2000 Budget - \$229,500**

Kalparrin Community Council was established in 1975 to provide a supportive environment and a range of treatments for Aboriginal and Torres Strait Islander individuals and their families who have become victims of substance abuse. Kalparrin operates in the Murray Bridge region and the services are provided to people in the Hills Mallee Southern Region and to people referred to Kalparrin from outside the region.

The Aboriginal Services Division is responsible for funding the operation of a Mobile Assistance Patrol in the Murray Bridge region and a sobering up unit attached to the Waili Shelter.

### **Pika Wiya Health Service**

**1999-2000 Budget - \$1,128,600**

The Pika Wiya Health Service is an Aboriginal Community controlled health organisation that became incorporated under the SA Health Commission Act in December 1984.

The Service operates from a Community Health Centre in Port Augusta and also provides services to Davenport Aboriginal Community, Nepabunna, Copley, Lyndhurst and Marree. The Service provides Extensive clinical and health education programs.

The Aboriginal Services Division is a substantial contributor of financial resources.

## **Information Regarding AHA Funding for the Commonwealth Grants Commission**

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**ABORIGINAL SERVICES DIVISION - BUDGET ALLOCATIONS 1999-2000**

| <b>Program Description</b>                        | <b>1999-2000 Budget</b> | <b>Funding Source</b>           |
|---|-------------------------|---------------------------------|
| <b>General Programs</b>                           |                         |                                 |
| Operating Costs, Executive Support Costs etc      | \$ 4,029,100.00         | Aboriginal Services Division    |
| Aboriginal Employment                             | 233,100.00              | Aboriginal Services Division    |
| Cervix Screening                                  | 148,522.00              | Cervix Screening                |
| Sexual Health Programs                            | 181,200.00              | Public & Environmental Health   |
| Health Promotion                                  | 72,300.00               | Aboriginal Services Division    |
| Cross Cultural Training                           | 72,000.00               | Aboriginal Services Division    |
| Policy and Planning                               | 129,600.00              | Aboriginal Services Division    |
| HAHU Secretariat                                  | 116,561.00              | Ministerial Council             |
| Aboriginal Youth Action Committees                | 210,000.00              | Family & Youth Services         |
| Step Down Facility                                | 192,000.00              | Metropolitan Division           |
| <i>Total General Programs</i>                     | \$ 5,384,383.00         |                                 |
| <b>Primary Health Care Grants</b>                 |                         |                                 |
|   |                         | Strategic Planning and Policy   |
| Health Programs (Aboriginal Programs)             | \$ 203,100.00           |                                 |
| Health Promotion                                  | 81,900.00               |                                 |
| Aboriginal Health Liaison                         | 31,500.00               |                                 |
| Health and Healing Project                        | 6,600.00                |                                 |
| Primary Health Care Submissions                   | 41,000.00               |                                 |
| Forging Links (Youth Mental Health)               | 41,000.00               |                                 |
| Community Targeted Projects                       | 15,000.00               |                                 |
| <i>Total Primary Health Grants</i>                | \$ 420,100.00           |                                 |
| <b>SA Aboriginal Health Projects</b>              |                         |                                 |
|   |                         | C/W Dept. of Health & Aged Care |
|   |                         | Aboriginal Services Division    |
| Operating Costs and Administration                | \$ 575,400.00           |                                 |
| Aboriginal Health Worker Review                   | 110,100.00              |                                 |
| Aboriginal Diabetes Review                        | 200,800.00              |                                 |
| Aboriginal Spiritual Health & Well Being          | 112,300.00              |                                 |
| Aboriginal Health Advisory Committees             | 105,000.00              |                                 |
| Aboriginal Health Data                            | 140,300.00              |                                 |
| <i>Total SA Aboriginal Health Partnership</i>     | \$ 1,243,900.00         |                                 |
| <b>Grants to Aboriginal Service Organisations</b> |                         |                                 |
|   |                         | Aboriginal Services Division    |
| Kumangka Youth Service                            | \$ 83,000.00            |                                 |
| Ceduna-Konribba Aboriginal Health Service Inc     | 357,600.00              |                                 |
| Nganampa Health Council                           | 1,153,200.00            |                                 |
| Aboriginal Sobriety Group                         | 298,000.00              |                                 |
| Kalparrin Clinic                                  | 229,500.00              |                                 |
| Pika Wiya Health Service Inc                      | 1,128,600.00            |                                 |
| Aboriginal Health Council (net)                   | 1,639,200.00            |                                 |
| <i>Total Grants to Aboriginal Organisations</i>   | \$ 4,889,100.00         |                                 |
| <b>TOTAL FOR ABORIGINAL SERVICES</b>              | <b>\$ 11,937,483.00</b> |                                 |