

Aboriginal Peak Organisations Northern Territory (APO NT)

Submission to the House of Representatives Standing Committee

Inquiry into Homelessness in Australia

July 2020

Contents

Introduction	3
Recommendations.....	4
Response to Terms of Reference	6
1. The incidence of homelessness in Australia	6
2. Factors affecting the incidence of homelessness, including housing-market factors	7
3. The causes of, and contributing factors to, housing overcrowding	11
4. Opportunities for early intervention and prevention of homelessness	13
5. The suitability of mainstream services for people who are homeless or at risk of homelessness	15
6. Examples of best-practice approaches in Australia and internationally for preventing and addressing homelessness	16
7. The adequacy of the collection and publication of housing, homelessness, and housing affordability related data	19
8. Governance and funding arrangements in relation to housing and homelessness, particularly as they relate to the responsibility of Local, State, Territory, and Federal Governments.....	21
References	24

TERMINOLOGY	DEFINITION
ACCHO	Aboriginal Community Controlled Health Organisation
AHNT	Aboriginal Housing NT
AMSANT	Aboriginal Medical Services Alliance of the NT
ANKA	Association of Northern, Kimberley and Arnhem Aboriginal Artists
APO NT	Aboriginal Peak Organisation NT
ACHP	Aboriginal Community Housing Provider
NATSIHA	National Aboriginal and Torres Strait Islander Housing Authority Peoples
NIHG	National Indigenous Housing Guide
NGO	Non-government organisation
NRSCH	National Regulatory System for Community Housing
NT	Northern Territory

Introduction

Since 2010, the Aboriginal Peak Organisations Northern Territory (**APO NT**) alliance has been working to develop policies on critical issues facing Aboriginal people in the Northern Territory (**NT**) and to influence the work of the Australian and Northern Territory governments. As peak organisations in the NT, we share the aim of protecting and advancing the wellbeing and rights of Aboriginal people and communities. APO NT advocates for a paradigm shift that ensures a central role for Aboriginal people in decision-making and control of issues that affect Aboriginal people. APO NT promotes culturally safe and trauma-informed approaches to address homelessness for the most vulnerable, and total reform of the housing system that has failed Aboriginal people in the NT who experience homelessness at 12 times the national rate.

APO NT acknowledges the Australian Government's commitment to refreshing the Closing the Gap Strategy with the Coalition of Peaks, which would see the creation of new housing targets. APO NT believes that this new process will be contingent on the Australian Government working with and adequately resourcing Aboriginal service-providers, who have the experience providing housing services and health care to their own communities.

APO NT's submission focuses on the NT and responds directly to the terms of reference set out by the Committee, excluding terms of reference 5 and 6, which we feel are best addressed by service providers on the ground, many of whom provide specialist services. APO NT's submission acknowledges that limiting the policy framework of 'homelessness' to the absence of a 'house' is restrictive in its application to Aboriginal people in the NT, where homelands represent a different construct and value of 'home'. COVID-19 has highlighted the critical importance of the homelands and the protective role they have played in the pandemic, which is discussed in this Submission.

APO NT has drawn on its member, Aboriginal Housing NT (AHNT), for content in this submission. AHNT is the incorporated peak body for Aboriginal Community Controlled Housing organisations that provide housing/housing-related services across all regions of the Northern Territory. The AHNT Membership comprises Aboriginal Community Housing Providers, registered under the National Regulatory System for Community Housing and key Aboriginal organisations providing services in remote communities, town camps, community living areas, homelands, and outstations.

We acknowledge and support the submissions made to this Inquiry by NATSIHA, NACCHO, NAAJA, NT Shelter, Tangentyere Council, and Dr. Simon Quilty. APO NT draws the Inquiry's attention to our numerous previous submissions and recommendations relevant to this Inquiry, including the APO NT submissions to the Mental Health Commission's National Review on Housing, Homelessness and Mental Health (2017), the Preliminary Submission to the Royal Commission into Child Protection and Youth in Detention (2017), the NT Homelessness Strategy and Five Year Plan (2018), and the recent COVID- 19 Senate Inquiry (2020).

Recommendations

Recommendation 1: That homelands be recognised as safe and healthy places to live and thrive, for their current role as a refuge in the pandemic, and future role as refuges in the context of climate change, and other emergencies. That this critical part of the remote housing estate receive a significant increase in funding to ensure safe permanent or seasonal/periodic habitation by remote Aboriginal people.

Recommendation 2: Increase the supply of housing commensurate with need to reduce the rates of homelessness and overcrowding and their impacts on health, harmony, well-being, education, employment, and life-expectancy.

Recommendation 3: Implement proactive housing repair and maintenance and Housing for Health 'Survey and Fix' regimes to improve health hardware, extend the life-span of dwellings, and reduce the whole of life costs for remote housing.

Recommendation 4: Apply culturally-led sustainable design principles that place Aboriginal culture in all stages of the housing continuum, and respond to local environments and climate change.

Recommendation 5: Embed a Housing for Health approach, through key partnerships with Aboriginal Community Controlled Health Services, using evidence-based approaches to improve environmental health and housing outcomes.

Recommendation 6: Ensure adequate funding for Aboriginal Community Controlled Health Services to deliver integrated, comprehensive and culturally safe services for Aboriginal people experiencing homelessness.

Recommendation 7: That specialist homelessness services funding under the National Housing and Homelessness Agreement be based on need rather than population, with funding prioritised for culturally-safe and trauma-informed Aboriginal services.

Recommendation 8: That the APO NT Principles be adopted into service agreements with mainstream services, with monitoring and evaluation of their implementation embedded as KPIs.

Recommendation 9: Update and promote the National Indigenous Housing Guide, a best practice resource for the design, construction and maintenance of housing for Aboriginal and Torres Strait Islander people, and develop a compliance mechanism to ensure contract requirements meet the Guide.

Recommendation 10: That the Northern Territory Government be urged to finalise and implement the NT Aboriginal Contracting Framework as a priority, to provide equity in the procurement process, and increased Aboriginal local employment, genuine collaboration and co-design.

Recommendation 11: Develop a rigorous co-designed national Aboriginal and Torres Strait Islander housing condition data collection, reporting and evaluation program that adheres to contemporary data

sovereignty standards and provides collaborative partnerships led by Aboriginal and Torres Strait Islander Organisations to monitor the impact of housing policy on health indicators.

Recommendation 12: Transition the current remote public housing model, imposed on the NT from 2008, to an Aboriginal community-controlled housing model that strengthens existing organisations, provides local employment, and sustainable career pathways.

Recommendation 13: Develop a National Aboriginal and Torres Strait Housing Strategy, in consultation with the relevant national and jurisdictional peak bodies, to meet the housing needs of Australia's First Nations peoples.

Recommendation 14: Develop a national homelessness strategy that takes best practice to scale; that includes a Housing First approach; early intervention approaches to support young people at risk of homelessness; enhanced support for women and children who have experienced domestic and family violence and services; and, that supports people to maintain tenancies who are at risk of homelessness.

Recommendation 15: APO NT recommends that the Commonwealth and NT Governments commit to a joint, multi-year funding arrangement for AHNT to boost its capacity to work to advocate for and ensure the delivery of Aboriginal-led solutions to address homelessness in the jurisdiction with the highest needs and to represent the aspirations of its members.

Recommendation 16: Fund the Increased housing supply in the NT by quarantining 15% of the Australian Governments' Homebuilder stimulus scheme to increase housing in the five regions of the NT which are among the top ten regions with the highest homeless populations in the country, including increased housing on homelands, that have played a critical role in keeping people safe during COVID- 19 pandemic.

Response to Terms of Reference

1. The incidence of homelessness in Australia

In 2008 the Australian Government's White paper, 'The Road Home' set out a national approach to halve homelessness by 2020 and offer supported accommodation to all rough sleepers who need it. We have reached 2020, and Homelessness rates in the Northern Territory remain unacceptably high resulting in negative impacts on health, food security, family safety and wellbeing, education, employment and premature deaths from preventable diseases. .

At the most recent census, the national homelessness rate is 50 per 10,000 while the NT rate is the nation's highest by far with 599 people per 10,000 homeless. This is 12 times the national rate of homelessness. Five of the top 10 regions of homelessness in the nation are in the NT, with the highest by far being East Arnhem, where 3,835 people were homeless, constituting 42.5% of that Local Government Area (LGA). West Daly follows with 31.5% of that LGA; then Roper Gulf at 27.3% of that LGA; Thamarrurr and Sandoval-Plenty regions are next with 8.6% and 7.8% people homeless respectively (ABS 2016; Law and Justice Foundation 2018). An estimated 88.5% of the NT homeless population are Aboriginal, 83% of whom live in severely overcrowded housing, with 71% of overcrowding occurring in remote communities (ABS 2016). Overcrowding is not limited to remote communities, it also occurs in town camps and homelands.

The NT also has the highest rates of homelessness across all types of homelessness as compared to the national rates. People are living in improvised dwellings, tents, or sleeping-out in the NT at 13.7 times the national rate, and people living in severely overcrowded dwellings were a staggering 22 times higher compared to the national rate (DLGHCD 2018).

Research has demonstrated that people experiencing homelessness often have a history of trauma which may be associated with the development of mental health conditions. A 2008-09 study of Darwin's Long Grass residents, commissioned by Larrakia Nation Aboriginal Corporation, remains the most comprehensive study of this community to date. The study found that the level of reported exposure to traumatic events was staggeringly high among study participants, with almost 20% found to be PTSD symptomatic based on indications of symptoms experienced in the past week and the vast majority having experienced "an extraordinary number of trauma events". Such high rates of exposure are suggested by Atkinson (2002) as evidence of cumulative trauma. The study found rates of post-traumatic stress disorder amongst urban homeless exceed that of our returning servicemen and women.

Research has found that alcohol is often used to self-medicate and manage trauma symptoms (Atkinson, 2002). Importantly, however, further research by Larrakia Nation (Taylor et al. 2011) identifies positive, strength-based qualities that were consistently present among people sleeping rough in the Long Grass community, including high levels of trust, cooperation and cohesion; loyalty and love between family members, particularly between partners; and resilience in the face of highly challenging circumstances.

The findings of these studies led to the creation and funding of a number of award-winning outreach services at Larrakia Nation (referred to under Term of Reference 8 below) and highlight the importance of a holistic approach to address the needs of Aboriginal people experiencing homelessness that prioritises issues of trauma, mental health, and alcohol and other drugs (AOD) use. The regionally specific Social and Emotional Wellbeing (SEWB) models adopted by Aboriginal Community Controlled Health Services (ACCHSs) in the NT also reflect this approach, however these teams require adequate and consistent funding to service this high-needs population.

Providing these kinds of integrated, comprehensive and culturally safe services in combination with better-funded emergency and permanent housing is likely to reduce expenses in other areas, such as secondary and tertiary hospital care, the justice system, and child protection. This is supported by a study conducted in Katherine which found that being homeless was the most significant predictive factor for Emergency Department attendance (Quilty et al. 2016).

Across Australia, a dynamic mix of innovative service models is delivered with the aim of preventing homelessness or resolving homelessness as quickly as possible. These need to be developed to the scale of the current problem and be prioritised in the areas with the nation's highest rates as a matter of urgency. COVID- 19 has highlighted the impossibility of trying to protect Aboriginal people from a highly contagious disease who are living in severely overcrowded housing when transmission occurs, or worse, if they have no housing at all. Initiatives that provided housing for rough sleepers demonstrated what can be achieved with political will, and they must be maintained. A significant effort to return people from urban areas to remote communities and onto the homelands ultimately became an exercise in shifting the problem, rapidly increasing the numbers of people on homelands resulting in increased levels of overcrowding, with the homelands service providers stretched beyond capacity. These impacts were detailed in the APO NT submission to the Senate Inquiry on COVID- 19 and are highlighted in AHNT's article 'COVID- 19 highlights NT housing needs' in the June edition of Land Rights News (NLC, 2020).

2. Factors affecting the incidence of homelessness, including housing-market factors

Factors affecting homelessness are many and varied. Aboriginal homelessness stems primarily from the displacement of people from their ancestral lands through colonisation. A history of violence, dispossession, forced removals, forced movement to 'settlements' and 'missions', discrimination, and racism have followed.

The lack of housing in remote and regional areas and the overcrowding and conflict this creates has increasingly led to urban drift. This contributes to the high rates of homelessness as well as a disconnection from country, family and culture, and increases associated mental and emotional ill-health (Holmes and McRae Williams 2008; Taylor et al 2011). While this is a widely observed phenomenon, the full extent and impact of mobility factors are complex and not necessarily well understood. It remains to

be seen if there will be any sustained changes to the mobility patterns of people due to COVID-19; however, the urban centres will continue to be major hubs that attract short-term visitors.

The absence of a 'housing market' in remote and regional areas can be seen in terms of a different form of 'valuing' land to the dominant society. The land tenure under the *Aboriginal Land Rights (Northern Territory) Act 1976* (ALRA) recognises the traditional ownership and occupation of the land by Aboriginal people and the importance of their connection to Country. 'Country', and the complex relationship Aboriginal people have with the land and seas of their customary clan estates is integral to Aboriginal life. These relationships continue to define and govern the social, cultural, spiritual, and territorial aspects of people's lives across Australia, and strongly so in the NT.

The ancestral lands of Aboriginal people in the NT represent a different construct of 'home' and 'homelessness', and an understanding of this needs to translate to the policy and service response framework. Despite the long and hard-fought gains of the homelands movement in the 1980s-90s the current status of homelands is indicative of a long line of policies that have starved the homelands of funding and ignored Australia's commitments to self-determination as signatory to various the UN Conventions and Declarations.

The right to adequate housing is guaranteed in Article 11(1) of the International Covenant on Economic, Social, and Cultural Rights and is recognised in more than 10 different texts adopted by the United Nations. In 2000, the UN Committee on Economic, Social, and Cultural Rights strongly recommended the Australian Government develop a federal housing strategy and ensure all state and territory governments establish housing policies in line with such a strategy. Twenty years on there is still no national Aboriginal housing strategy; conversely, over this period there was a shift away from self-determination through decisions at both the Commonwealth and Territory level.

In 2006, the UN Special Rapporteur on the Right to Adequate Housing, visited Australia and concluded that "Australia has failed to implement its international legal obligation to progressively realise the human right to adequate housing...", making specific recommendations to address what he described in his report as "a serious national housing crisis." (Kothari, M. 2006). In March 2017, following a visit by the UN Special Rapporteur on Indigenous Rights to the NT, it was reported in the media:

The Special Rapporteur was "appalled" by run-down and overcrowded housing at Indigenous settlements in Darwin, likening the conditions to the developing world. "...some houses that don't even have toilets. There are many families in one house. This is really so dismal considering how rich Australia is." The contractors who built the homes were non-Indigenous, and subsequently "the design of the houses is not really culturally appropriate" (SMH, 2017).

The NT has 96 major and minor Aboriginal communities and 613 recorded homelands dispersed widely across the NT. The vast majority of these communities are in very remote locations as defined by the 'The

Australian Statistical Geography Standard (**ASGS**) Remoteness Structure'. Over 51,000 Aboriginal people live in very remote Aboriginal communities or homelands (21% of the total NT population) (NTG 2018).

The importance of the homelands to the NT and their contribution to the Australian economy through the contemporary Aboriginal art industry and carbon abatement programs is well documented (Altman, 2005; Altman 2009). However, funding models have marginalised homelands in recent decades. The need to recognise the value and importance of homelands was recently highlighted by Djambawa Marawili AM, Chairman of the Aboriginal Art peak body, Arnhem North Kimberly Artist Aboriginal Corporation (**ANKA**) and Chairman of Laynhapuy homelands, members of Aboriginal Housing NT (**AHNT**). In October 2019 at a public lecture, Mr. Marawili called for a Federal House of Representative Inquiry into the homelands. The last in-depth national evaluation of homelands was over 30 years ago; the 1986-87 House of Representatives Inquiry into the Aboriginal homelands movement in Australia. At the lecture, Mr. Marawili made a compelling appeal:

In our homelands, living on our ancestral Country, we are culturally rich with our inherited language, song, dance, patterns, stories and knowledge of the details of Country, animals, seasons, weather patterns and the natural world. We are also materially poor, and our people have levels of serious illness, which are completely unacceptable in a rich country like Australia.

To continue the important work of looking after Australia's first high culture, we need more respect and understanding. We need wider Australia to properly understand that in the homelands, in our communities on Country, we are caring for the oldest living culture on earth; and we are the only people qualified to look after this global inheritance. These are not just words about a distant imagined past; this is reality. We need support for our self-determination to care for the seeds of a shared future for all Australians.' (Northern Institute, 2019)

Mr. Marawili also presented the Homelands Statement, *Homelands are Places of Strength and Opportunity* (Marawili, 2019). The Homelands Statement parallels the sentiment of the Uluru Statement from the Heart. APO NT draws the Inquiry's attention to this statement which has been provided at [Attachment A](#).

A snapshot of two NT homelands service providers who are members of AHNT, provides a glimpse into the diversity of challenges facing these specialised service providers that have been compounded by the impacts of COVID- 19, as homelands in remote areas became the safest place for people to be:

Ingkerreke Resource Services (Ingkerreke) is the largest outstation/homelands service provider in Central Australia. Their headquarters are in Alice Springs, and their closest Homeland is 20km from Alice Springs, their furthest is in the Watarrka region approx. 350km from Alice Springs. Ingkerreke provides Housing Repairs and Maintenance and Municipal and Essential Services on 46 homelands with a total of 226 houses.

The effects of COVID-19 on the Ingkerreke homelands have been challenging. In late March-early April there was a big movement of people from Alice Springs to the homelands. The flow-on effect included increased water usage, greater demands on power (solar power/ diesel for generators), waste removal and septic systems. We had homelands that were very rarely occupied being places of refuge for large family groups worried about their elders and children, and occupancy jumped from as low as 1-2 persons to greater than 20. Right at the start Ingkerreke faced many delays on permits to be able to deliver essential services, requiring large numbers of phone calls to whoever we could to be able to rush the process. Ingkerreke were blocked from carrying out essential services for at least a couple of weeks. During this time Ingkerreke assisted in the delivery of food and essential items to homelands where residents were restricted from travel. Ingkerreke found themselves bound by funding restraints, with an increase in services comes an increase in expenditure. Luckily they were able to access funds through the COVID allocation from the Commonwealth to the Central Land Council.

If there was a further influx of people back to the homelands, Ingkerreke only has current funding to support the services on the ground. Due to recent relaxed restrictions, people have started moving around again; when borders open it is envisaged that people will move back to homelands to keep themselves and family safe. Service providers will be encouraging residents to stay on their homelands, and Service providers will require additional funding and support to make this happen.

Bawinanga Aboriginal Corporation (BAC) is located at Maningrida in Arnhem Land and is the largest organisation in Maningrida. BAC maintains 32 Homelands and outstations surrounding Maningrida across vast distances, and provide and maintain power, water, housing, schools, and septic services, with assistance from the NT Government. BAC manages the housing and construction program, a mudbrick factory, the Land and Sea Rangers Program, the Arts Centre, the Women's Centre, the Museum, and a Civil Works program that includes maintaining roads and the air strip, a heavy vehicles workshop, and small cars repair shop. BAC also provides the 'Tucker Run' to homelands and outstations, which was a critical service during COVID-19.

Maningrida had an influx of people in response to COVID-19, which hit toward the end of the Wet Season, and the BAC Rangers and Housing Team had to speed up their efforts on the homelands by cutting down wet season growth, spraying weeds and general maintenance work. The numbers of people on the homelands expanded as people moved from town to Community to homelands for safety. The local population was estimated at 4,000 people. The Tucker Run provided essential food deliveries, as well as medication supplies, plus spotlights, torches, batteries, knives strong enough to break through buffalo bone, tents, mattresses, fish lures, hand reels and more. The 'Run' traverses dusty bush roads across rocky outcrops, flood plains, rivers, creeks, along red, yellow and black tracks.

As the largest organisation and employer in Maningrida, BAC is where the community looked to for leadership, direction, guidance and support in response to COVID-19. However, BAC was not included in the preparation of the local pandemic plan. Further, it was not allocated extra resources to support the population it serviced, drawing on its own reserves after the funding had run out in the crisis.

Increased support and investment to the homelands through an extension of the NTG housing program is a necessary priority. This will ease the severe overcrowding in communities and positively impact health and wellbeing. The local Aboriginal organisations that resource homelands provide a diverse range of support and simultaneously support local market economies. It is important that the responsiveness and responsibility borne by AHNT members during the pandemic is matched with a rapidly expanded housing program managed by Aboriginal housing providers. Prioritising resources in the COVID-19 Recovery is needed as a matter of urgency in the NT. There remains a very real risk that remote communities may follow the path of Indigenous communities in the United States, with disproportionately high rates of infection and mortality, if and when COVID-19 takes hold (Akee 2020). As CEO of NACCHO warned, “I can’t be any blunter... if COVID-19 gets into our communities, we are gone.” (Turner, 2020)

Recommendation 1: That homelands be recognised as safe and healthy places to live and thrive; for their current role as a refuge in the pandemic, and future role in the context of climate change, and other emergencies. That this critical part of the remote housing estate receive a significant increase in funding to ensure safe permanent or seasonal/periodic habitation by remote Aboriginal people.

Recommendation 2: Increase the supply of housing commensurate with need to reduce the rates of homelessness and overcrowding and their impacts on health, harmony, well-being, education, employment, and life-expectancy.

3. The causes of, and contributing factors to, housing overcrowding

The lack of housing supply and the lack of suitable housing are both major contributors to the staggering rates of overcrowding in the NT. Housing reflects the most basic of human needs. Without safe, suitable, and appropriate housing that strengthens and supports quality of life, the health outcomes of Aboriginal people in the NT will remain unchanged.

The significant levels of overcrowding in remote communities place severe pressure on electricity, sewage and water infrastructure, requiring repairs and maintenance which in many places fail to keep up with demand. Poor housing and health infrastructure pose considerable challenges for healthy living practices, leading to higher incidence of communicable diseases and common infectious and parasitic conditions. These contribute to poor growth and development, and also exacerbate existing chronic disease (Hall 2020; Bailie and Wayte 2006).

A recent data linkage study from the NT found a significant association between housing and child development. It found that overcrowding and poor living conditions contribute to poorer physical and socio-emotional outcomes for Aboriginal children, concluding that 'improvements in housing can be expected to translate into gains in child development outcomes for Indigenous children'. Lower housing standards were also found to be the most significant factor influencing decreased school attendance observed in NT remote Aboriginal communities (Silburn et al. 2014).

Crowding has also been found to compound psychosocial stress and ill health due to issues of food insecurity and the sharing of limited resources, as well as an increased exposure to tensions and conflict

within the home, and a lack of privacy and personal space (Bailie and Wayte 2006). While these issues have been documented for many decades they remain unaddressed with ongoing negative impacts.

More recently, the longitudinal study conducted by Lowell et al. in 2018 identifies insufficient housing as the greatest challenge remote NT families experience in 'growing up' their children. Crowding, insecure housing and the resultant absence of control over living conditions are the key sources of distress associated with overcrowding. The impacts of crowding, including food insecurity, sickness transmission and sleeping disturbances are just some of the copious factors that generate conflict between family members and significantly impact health, wellbeing, work and school attendance (Lowell et al. 2018). This study reinforces innumerable others that have long called for equitable access to housing through sufficient and sustained investment in an integrated approach, engaging all stakeholders.

The historical shortage of housing in the NT remains the primary driver of overcrowding, and the need for increased housing in many remote communities is overwhelming and extends to the homelands. Despite significant government programs delivering new and refurbished housing in remote communities in the NT, levels of overcrowding are not anticipated to improve, mainly due to population increases and attrition of existing housing stock.

Addressing homelessness in the NT is not only about building more housing. The type of housing and the placement of housing is a consideration too. For example, living in contrived 'settlements' on traditional land of other Clans has complicated the complex underlying cultural issues about sovereignty, authority and leadership, particularly as they relate to engagement with governments.

Further, current processes result in housing design for remote desert, savannah and tropical communities that is often inappropriate for climatic conditions and suffer from a lack of cultural or community input. What works for mainstream Australia does not directly translate to the needs of Aboriginal people. That governments continue to impose western urban-style dwellings that are not fit-for-purpose, confined to major settlements of remote communities, on the ancestral lands of others, is an example of mainstreaming and a passive form of institutional racism. The result is substandard housing that does not support cultural life and has profound negative impacts on the social and emotional well-being and health of Aboriginal people.

APO NT recommends a paradigm shift that places Aboriginal cultural leadership at the centre of decision-making in all aspects of the design process to address overcrowding.

Recommendation 3: Implement proactive housing repair and maintenance regimes and Housing for Health 'Survey and Fix' program to improve health hardware, extend the life-span of dwellings, and reduce the whole of life costs for remote housing.

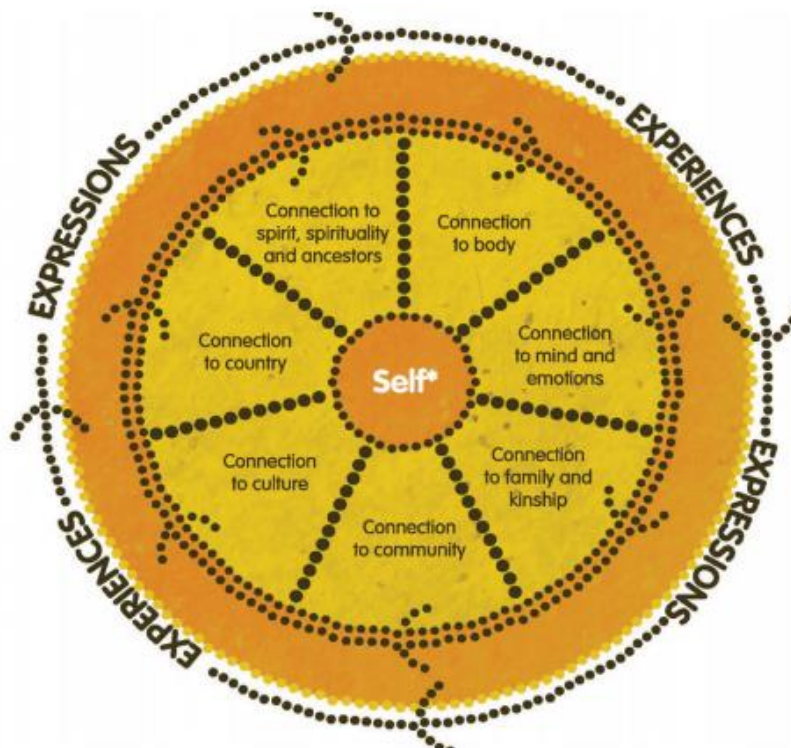
Recommendation 4: Apply culturally-led sustainable design principles that place Aboriginal culture in the centre of all aspects of design, including responding to local environments and climate change.

4. Opportunities for early intervention and prevention of homelessness

APO NT supports the adoption of a Housing for Health approach through key partnerships between housing and the health sector. This should include an Aboriginal-led process to build an Environmental Health workforce for the NT that can support improved health literacy and healthy living practices at the local level.

As mentioned above, the regionally adapted SEWB models adopted by ACCHSs in the NT are holistic and culturally informed approaches to address the needs of Aboriginal people that integrate treatment of trauma, mental health, and alcohol and other drugs (AOD) use.

The SEWB framework pictured below provides a map that identifies distinct domains of connection which influence the health and wellbeing of individuals, families and community. The term 'connection' refers to the diverse ways in which people experience and express these various domains of SEWB throughout their lives. Knowing how disruption can happen within the domains of SEWB and what underpins these disruptions will lead us to becoming 'Trauma Informed'.



*This conception of self is grounded within a collectivist perspective that views the self as inseparable from, and embedded within, family and community.

© Gee, Dudgeon, Schultz, Hart and Kelly, 2013
Artist: Tristan Schultz, RelativeCreative.

AMSANT has identified eight core principles that capture the broader concepts of being Trauma Informed. These are:

1. Understand trauma and its impacts;
2. Create environments in which families and social groups feel physically, emotionally and spiritually safe;
3. Provide culturally competent staff – staff respect specific cultural backgrounds including reflection of self as a cultural bearer;
4. Empower and support clients' control;
5. Share power and governance including individuals and families in the design and delivery of programs;
6. Integrate and coordinate care to holistically meet the needs of individuals;
7. Support relationship building as a means of promoting healing; and
8. Enable recovery.

Recovery from a situation of poor physical or mental health is unlikely whilst people are living rough and continue to be exposed to ongoing traumatic events. Research has identified that the provision of safe, secure housing is often an essential first step in recovery (Micah Projects 2016; Bodor et al. 2011). This accords with the clinical experience of clinicians in SEWB/AOD services within Aboriginal primary health care. Patients who are homeless, living in inadequate housing, and/or who are not having other basic needs met, including income and basic family support, will be less likely to benefit from counseling or other therapeutic treatment unless these issues are addressed. Indeed, many clients may recover with cultural, practical and psychosocial support.

Within the mainstream policy and service delivery paradigm the social and cultural context of Aboriginal communities is frequently perceived as a barrier or problem to overcome or be circumvented. Rather than working with Aboriginal communities in a way that respects cultural values and draws strength from Aboriginal knowledge systems and practices, mainstream systems commonly perceive culture in terms of deficit.

A positive form of early intervention that may reduce the impacts of periods of homelessness in urban centres is strengths-based cultural activities for 'visitors', including those with periods in the Long Grass. Currently, with very few exceptions, the art-based cultural industry is remote focused. ANKA and Desert for example, act as peak organisations to 'keep art, country and culture strong'. Art centres in communities are the hub of cultural activity, and the strength of the art is grounded in relationship to Country and the homelands. Tangentyere Artists provides this type of service in Alice Springs, however no parallel centre exist in Darwin; Addressing this gap with 'Cultural Hubs' in urban settings will enable 'culture-based economies' to continue in town.

Recommendation 5: Embed a holistic Housing for Health approach, through key partnerships with ACCHOs and, using evidence-based approaches to improve environmental health and housing outcomes.

Recommendation 6: Ensure adequate funding for ACCHSs to deliver integrated, comprehensive and culturally safe services for Aboriginal people experiencing homelessness.

5. The suitability of mainstream services for people who are homeless or at risk of homelessness

Fundamental differences exist between approaches of mainstream services and Aboriginal-led and staffed organisations. Many large non-Aboriginal NGOs dominate the homelessness space and absorb much of the funding allocations.

Compared with the experience in similarly developed settler countries, Indigenous engagement in Australia is not based on a comprehensive legal framework or treaty that enshrines certain rights for Aboriginal people or significant levels of control. Experience from overseas also emphasises the importance of investing in Indigenous governance capacity and related resources (Hunt 2014).

Responding to issues that disproportionately impact Aboriginal people requires approaches grounded in Cultural knowledge, Cultural responsiveness, understanding of history and its impacts, using appropriate forms of communication and providing Cultural Safety. These features are integral for providing a sense of safety and critical for responding in ways that 'do no harm' when people are at their most vulnerable.

The need for culturally-informed responses has been driven by Aboriginal scholars (Dudgeon et al. 2014) and is now gaining recognition, however, it requires transforming an 'industry' built around homelessness that has been criticised for maintaining a status quo of dependence at best, and can retrigger or compound trauma at worse.

Challenging the status quo to address the underlying issues of structural disadvantage has been driven by the Aboriginal sector. The dominance of large non-Indigenous NGOs, raised questions about their ever-expanding footprint, both in terms of service type and geography. *Is such expansionism predatory in nature? Does it constitute a contemporary form of colonising? Can non-Aboriginal agencies with origins in a welfare model genuinely empower Aboriginal people? Is this on their agenda?* As the answer to some of these questions might be 'yes', how can mainstream services support positive change?

To address these concerns, in collaboration with other Aboriginal peak bodies, the APO NT Partnership Principles (The Principles) were developed in 2013 as a guide for NGOs engaging in Aboriginal service delivery or development work. The Principles signpost how to support self-determination through collaborative efforts and partnerships that strengthen and rebuild the Aboriginal community-controlled sector. The Principles are provided in Attachment B.

The APO NT Principles have been endorsed by over 22 organisations, inconsistency in their application has led to the development of a 'monitoring and evaluation' process. APO NT recommends that these Principles be embedded in service agreements with mainstream services, including government and the NGO sector, with monitoring and evaluation of their implementation embedded into annual KPIs in service agreements.

There are many successful Aboriginal led programs that need to be emulated and increased to respond to the high rates and urgency of need (see examples under Term of Reference 8. below). Wherever

possible, housing and homelessness services for Aboriginal people should be provided by Aboriginal organisations. Where such capacity does not yet exist, these services should be provided in a manner that promotes Aboriginal approaches to responding to issues by Aboriginal people. The APO NT Principles have been developed as a guide for ways non-Aboriginal organisations can support self-determination and improve their collaborative efforts to strengthen and rebuild the Aboriginal controlled service sector in the NT.

Recommendation 7: That Specialist Homelessness Services funding under the National Housing and Homelessness Agreement to be based on need rather than population; with funding prioritised for culturally-safe and trauma-informed Aboriginal services

Recommendation 8: That the APO NT Principles be adopted into service agreements with mainstream services, with monitoring and evaluation of their implementation embedded as KPIs.

6. Examples of best-practice approaches in Australia and internationally for preventing and addressing homelessness

Acknowledging • Celebrating identity • Respecting cultural history • Resourcing cultural practice • Connecting back to country • Restoring relationships • Restoring meaning & purpose

Improved housing conditions can save lives, prevent disease, increase the quality of life, reduce poverty, and help mitigate climate change. It can contribute to preventing and addressing homelessness and Closing the Gap in life and disadvantage between Aboriginal and non-Aboriginal people. A range of standards and guidelines exist that need to inform policies to prevent homelessness and severe overcrowding, and improve housing standards and these require implementation in the NT.

The WHO Housing and Health Guidelines (2018) bring together the most recent evidence and provide recommendations to reduce the health burden caused by substandard housing conditions. The WHO prioritise five focus areas: Prevent and Reduce Crowding; Indoor cooling and insulation; Indoor heat; Home safety and injuries; Accessibility.

Australia's National Indigenous Housing Guide (**NIHG**) reinforces the WHO recommendations and provides a practical resource to support the planning, development, design, construction and maintenance of housing for Indigenous people. This NIHG is grounded in strong evidence-based research with its origins in the 1987, environmental health review, Uwankara Palyanyku Kanyintjaku (UPK), conducted in the Anangu Pitjantjatjara (APY) Lands. The NIHG needs to be updated and adopted as best practice. Likewise the Healthabitat's Healthy Living Practices prioritise evidence-based practices that reduce risk and improve health outcomes of occupants. Consideration is also needed to Australian Standard for Adaptable Housing; The Livable Housing Guide, and building compliance certification. Noting the NT has an 'outside building codes' category where National Construction Code is excluded (NTG 2019); while there is an expectation the NCC will be met this clause can and has provided loopholes.

Preventing and addressing homelessness and severe overcrowding as experienced in the NT requires strategies from both the top-down and the bottom-up. Key partnerships at high level between the Departments of Health and Housing are needed to redirect necessary resources to embed a holistic 'housing for health approach' that requires the renewal of the NTs Environmental Health Workforce, and resourcing programs that improve housing related outcomes in Living Skills, Tenancy Support, Health Literacy, and Social and Emotional-wellbeing.

Addressing entrenched structural disadvantage from the bottom-up involves increased support for community-led, collaborative responses that adopt a holistic, social determinants approach. Ideally these will work best through ACCHOs. We would like to draw the inquiry's attention to one such approach currently operating in Katherine that is successfully supporting a large cohort of homeless clients with complex social, emotional, and physical health needs.

The Katherine Individual Support Program (KISP) is run by Wurli-Wurlinjang Health Service (WWHS), the urban ACCHS located in Katherine. The KISP program first commenced as a pilot program in 2018 to better support the needs of the most vulnerable people of Katherine, who frequently attending the Katherine Hospital Emergency Department (ED). In part this was in response to the high rates of homelessness among people who frequently attend Katherine Hospital ED, in addition to high rates of comorbid health conditions (Quilty et al. 2016).

The KISP Program employs a Community Based Case Management approach, facilitated through fortnightly collaborative case management group meetings with other local agencies and community service providers to link clients with relevant services and address any acute needs as they arise. The WWHS KISP team acts as a central point of management and coordinating services around each client.

Interim findings from a prospective cohort study that draws on data from participants enrolled in the first 10 months found; 64% of participants met the ABS definition of homelessness; 26% reported sleeping rough; and participants averaged 2.8 chronic health conditions each, with drug and alcohol misuse being the most common (54%). Over the first 10 months of implementation, the program reduced ED presentations by approximately 23% and increased access to primary care by 90% (Quilty et al 2019a).

Anecdotal evidence provided by KISP program staff also highlights successes in supporting return to Country for a number of their clients, as well as supporting many others through the process of palliative care and death with a sense of dignity and respect. The severity of health conditions among participants is reflected by the fact that in its first year of operation, 10% of clients had died since commencing contact with the program (Quilty et al 2019b). There is no doubt that this program is providing vital support to some of the most vulnerable and disadvantaged in the community.

A number of integral components to the success of this program include:

- coordinated and led by a local Aboriginal organisation;
- dedicated funding provided for the establishment of a case management team;
- employment of local Aboriginal workforce;

Examples of highly successful Aboriginal-led programs in the NT need to be delivered at levels commensurate with the need. Below are two further examples of award-winning, Aboriginal-led programs that provide culturally-safe approaches to working with highly vulnerable people that have achieved excellent outcomes.

Larrakia Nation Night Patrol program in the Darwin region is one of a suite of Larrakia's programs that primarily focus on supporting people sleeping rough. More information can be accessed [here](#).

Tangentyere Council's Women's and Family Safety Program, in Central Australia, focuses on women at risk of homelessness. More information can be found [here](#)

In turning the lens to best practice in housing design in the NT as a means of preventing homelessness there is significant literature but few examples. Following the wholesale transfer of housing to the Territory Government, there has been few if any examples of co-design in the housing program. Instead, we see an urban-based approach to town-planning with 'new subs' populated by poor standard suburban-style housing that is culturally non-supportive, compromises people's health, and results in overcrowding.

Professor Paul Memmott, from the Aboriginal Environments Research Centre at the University of Queensland, has been involved in Aboriginal communities in the NT for a number of decades and has watched the changes in housing policies play out. In 2015, Memmott highlighted the political imperative to deliver new housing and upgrades within government election cycles has led to a procurement process which could only be delivered by large construction companies, thus limiting the involvement of small Aboriginal building companies. This resulted in a loss of jobs in communities and a deskilling of the local workforce (Memmott, 2015).

Despite a lengthy consultative process throughout 2018 to develop an NT Aboriginal Contracting Framework to redress this imbalance, this inequitable approach continues in 2020. A strong Framework is essential to provide equity in the procurement process and increase local Aboriginal employment by awarding contracts to the local Aboriginal construction enterprises in remote areas across the NT. Further, it is important that the procurement process adheres to the NIHG and provides culturally and climate appropriate housing design. APO NT urges the NT Government to release the Draft Aboriginal Contracting Framework for comment, as a priority, to progress its implementation and address these inequities.

Building on the previous work of best practice in consultation and design by Centre for Appropriate Technology, Troppo and Health Habitat, The Fulcrum Agency is now making its mark in remote Australia. The following excerpt from 'The Architecture of Community' (Wong, 2019) provides a small summary of how a best practice approach in co-design can lead to different outcomes than initially requested through a genuine consultative, Aboriginal-led process. There is an ongoing disparity between how the above mentioned applied these principles as compared to government agencies.

The Groote Eylandt Housing Masterplan is an example of successful long-term strategy with a genuine commitment to collaboration with Aboriginal peoples that has yielded substantial success. Despite initially assigned a Strategic Plan to build 100 houses in the Groote Archipelago, the Fulcrum Agency took the time to engage with the community, organizing various community events and establishing long-term relationships with community members to more accurately understand the needs, desires, cultural necessities and work that has succeeded or failed in the past. Employing local community representatives, Fulcrum conducted surveys in language and came to the conclusion that just 6-10 houses should be built to a high quality by local contractors per year ensuring that houses are both culturally and climatically appropriate.

The agency's Groote Archipelago Housing Project (**GAHP**) has been developed alongside community members and takes into account cultural and practical needs within housing design. Its model predicts to: positively impact health and wellbeing through appropriate installation of health hardware and less exposure to mold; boost the local economy through the contribution of local Indigenous construction and maintenance teams; Allow for fluid occupation and the potential of changing family structures through adaptable housing plans; Ensure quality construction and maintenance and; Enhance thermal insulation and the capturing of local breezes through better orientation, ensuring that houses are better suited to climate and cost less to run (The Fulcrum Agency, n.d.).

Recommendation 9: Update and promote the National Indigenous Housing Guide, a best practice resource for the design, construction and maintenance of housing for Aboriginal and Torres Strait Islander people, and develop a compliance mechanism to ensure contract requirements meet the Guide.

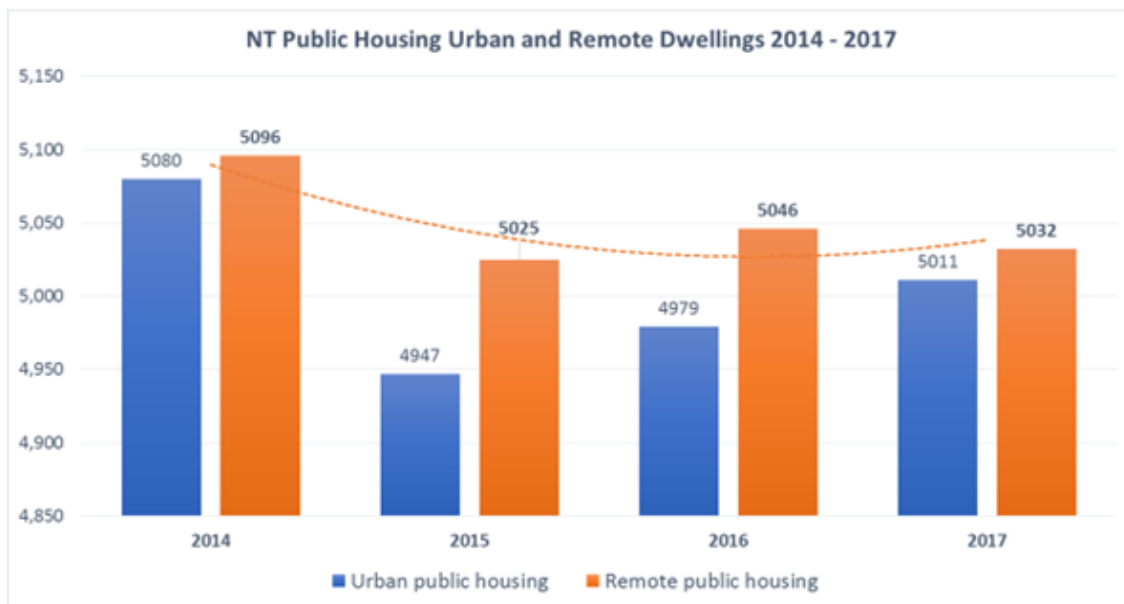
Recommendation 10: Implement the Aboriginal Contracting Framework as a priority, to provide equity in the procurement process, increase genuine local Aboriginal engagement in co-design local employment in the process.

7. The adequacy of the collection and publication of housing, homelessness, and housing affordability related data

Research, data collection and analysis in relation to housing and homelessness must consider the particular social and cultural realities of Aboriginal peoples so that this research is able to more accurately inform policy. Housing affordability, as it relates to home ownership, is currently not an aspiration for many Aboriginal people in the NT. For many Aboriginal people, the concept of 'home ownership' exists in the form of ancestral lands; Clan-based, collectivist in nature, in contrast to individual private-ownership. For others, the ability to obtain and maintain housing reflects income support payments are inadequate to allow people to maintain an acceptable standard of living. The normal level of payments (pre COVID-19 supplement) undermines the sustainability of housing at the level of the individual, community and system. The impacts of this on the residents of Alice Spring town camps and remote communities in the centre is detailed in Tangentyere Council's Submission to the Senate Inquiry. Of the many concerns it

highlights, is that the 11% recorded in as 'not in labour force' are not likely to be receiving any income at all (Klerck, 2019).

Homelessness in the NT was reported to have reduced from 730 per 10,000 in 2012 to 599 per 10,000 in 2016, a reduction from 17 times the national rate to 12 times. As the greatest incidence of homelessness in NT is due to overcrowding and predominantly occurs in remote communities, the reduction could be explained if we saw an increase in remote housing supply, however, the converse occurred. Table 1 below shows remote housing supply decreased, raises questions on how NT homelessness is calculated and to what extent it is underreported, taking into account the 'hidden homeless'.



This graph from the DLGHCD Annual Reports from 2014-2017, shows that the actual number of remote public housing dwellings decreased from 5,096 in 2014 to 5,032 in 2017. It also shows that approximately 12,000 people lived in 5,000 urban public houses, and 34,000 people lived in 5,000 remote houses. This means the level of crowding in remote areas was three times that of urban. As the Aboriginal population in the NT was projected to increase from 74,000 in 2016 to 108,000 by 2041, investment in remote housing must plan for these population projections.

The need for a study on mobility patterns across the regions that captures more granular data has been repeatedly identified as necessary to better inform policy responses and resources. This has been called for in the Report of the Coordinator-General of the Northern Territory, 2012; the APO NT Preliminary Joint Submission (with the Human Rights Law Centre and Danila Dilba Health Service) to the Royal Commission into Child Protection (2016); the APO NT Submission to the National Mental Health Review into Housing Homelessness and Mental Health (2017) and the APO NT submission on the NT Homelessness Strategy and Five Year Plan (2018).

The Pilyii Papulu Purrukaj-ji (Good Housing to Prevent Sickness) project found that there are much higher levels of crowding in bush communities and in town than officially recorded, with an average of 7.3 and 10.8 people respectively, and up to maximums of 22 and 20 people respectively reported in households surveyed (Hall et al. 2020).

The appalling living conditions of Aboriginal people in remote communities who are excluded and marginalised from mainstream opportunity constitute the lived reality of institutionalised racism that survives today in a policy sphere characterised by tokenistic recognition. In order to enable the most basic requirement for living, a healthy house policy must move away from novelty solutions and towards a model designed on evidence-based models of quality design and implementation of regular maintenance practices (Wong, 2019). Best-practice models that will bring and sustain positive outcomes must be culturally and commercially appropriate, and led by Indigenous communities. These solutions exist in established, proven models with the Housing for Health approach championed by Health Habitat and outlined in Recommendation 4.

Recommendation 11: Develop a rigorous co-designed national Aboriginal and Torres Strait Islander housing condition data collection, reporting and evaluation program that adheres to contemporary data sovereignty standards and provides collaborative partnerships led by Aboriginal and Torres Strait Islander Organisations to monitor the impact of housing policy on health indicators.

8. Governance and funding arrangements in relation to housing and homelessness, particularly as they relate to the responsibility of Local, State, Territory, and Federal Governments.

Despite the substantial commitment from the NT Government in 2016 of \$1.1 billion for housing over 10 years, and a further \$400 million for infrastructure, with a \$550 million commitment from the Commonwealth over five years (2019-2023), the NT will retain high levels of overcrowding against population projections, particularly in large communities in the north. While it is critical that both levels of government continue to commit ongoing significant funds to expand the remote housing program to reduce current overcrowding and meet anticipated population growth, COVID- 19 has highlighted the urgency of this. The Australian Government should quarantine 15% of the \$688million COVID Recovery stimulus to urgently address Aboriginal homelessness and severe overcrowding, and in particular to those NT regions with the highest rates of overcrowding. Furthermore, these contracts should be direct tender to local Aboriginal community-controlled organisations and businesses to stimulate local economies, employ and train the local Aboriginal workforce, and continue to build the capacity to return housing control to Aboriginal corporations across regional/remote NT.

Moreover, the approach to funding homelessness services continues to rely on short-term grant funding models that are not conducive to community collaboration or long-term strategically aligned services. Efforts to improve coordination and whole-of-government working for engagement indicate that a need remains for:

- greater flexibility in funding arrangements;
- accountability systems and capacity development that reflect a whole-of-government approach;
- greater coordination of and authority for senior local staff;
- shifts in bureaucratic cultures to support collaboration; and
- investment in Indigenous governance capacity and related resources.

There have been repeated calls over many years from national Aboriginal housing leaders for a national Aboriginal housing strategy and funding for the National and Aboriginal and Torres Strait Islander Housing peak body. NATSIHA is in the process of incorporation, and will have with jurisdictional membership from across the nation.

APO NT is also calling for a wide scale reform of the NT housing system to devolve housing to Aboriginal control, with significant work underway to progress this through the National Partnership Agreement between the Commonwealth and Territory governments, supported by a Joint Steering Committee that includes the four NT Land Councils. This process is being facilitated through a Joint Steering Committee sub-committee established to progress a review of NT housing and leasing models. The Central Land Council has done substantial work to progress this through the development of an Alternative Remote Community Housing Model Background Paper, Proposal and Implementation Plan that will form part of the review. AHNT is also a member of this sub-committee. AHNT was established to drive self-determination in housing and set out three key pillars for action to guide housing reform (Weber, 2019). Important collaborative work is also underway between AHNT and AMSANT to map a holistic 'Housing for Health' model through an environmental health workforce plan.

In the NT, the diversity of Aboriginal communities, cultural heterogeneity and the remote context requires housing policies and services that are flexible and community housing providers that are culturally competent, adaptable and locally responsive.

AHNT is the incorporated specialist Aboriginal peak body. Its membership comprises the 13 key Aboriginal corporations with expertise in housing across homelands, remote Communities and town camps. This includes housing construction, management, and housing support. To provide the leadership on housing and homelessness as the peak body, government needs to adequately resource AHNT. Currently, AHNT is funded by the NT Government for just one position, with no administrative support. For direct engagement with the communities that AHNT represents across the Northern Territory, and engagement with all levels of government on the complex policy matrix of housing and homelessness, the capacity of AHNT needs to be increased to be on par with similar peaks, such as NT Shelter.

Recommendation 12: Transition from the current remote public housing model, imposed in from 2008 on remote communities, to Aboriginal community-controlled housing model that strengthens existing organisations, provides local employment, and sustainable career pathways.

Recommendation 13: Develop a National Aboriginal and Torres Strait Housing Strategy, in consultation with the relevant national and jurisdictional peak bodies, to meet the housing needs of Australia's First Nations peoples.

Recommendation 14: Develop a national homelessness strategy that takes best practice to scale; includes a Housing First approach; early intervention approaches to support young people at risk of homelessness; enhanced support for women and children who have experienced domestic and family violence and services that support people to maintain tenancies who are at risk of homelessness.

Recommendation 15: APO NT recommends that the Commonwealth and NT Governments commit to a joint, multi-year funding arrangement for AHNT to boost its capacity to work to advocate for and ensure the delivery of Aboriginal-led solutions to address homelessness in the jurisdiction with the highest needs and to represent the aspirations of its members.

Recommendation 16: Increase housing supply in the NT by quarantining 15% of the Australian Governments' Homebuilder stimulus scheme to increase housing in the five regions of the NT which are among the top ten regions with the highest homeless populations in the country, including housing on homelands, that have played a critical role in keeping people safe during COVID- 19 pandemic.

References

- ABS (2016). *Census of Population and Housing: Estimating Homelessness*. 2049.0. Retrieved from: <https://www.abs.gov.au/ausstats/abs@.nsf/mf/2049.0>
- AHNT (2020). AHNT Update: COVID- 19 highlights NT Housing needs. Northern Land Council Land Rights News, June/July edition, 2020. Retrieved from: <https://www.nlc.org.au/uploads/pdfs/LRN-11-June-FINAL-for-web.pdf>
- Akee, R. (2020). *How COVID-19 is impacting indigenous peoples in the US*. PBS NewsHour. Retrieved from: <https://www.pbs.org/newshour/nation/how-covid-19-is-impacting-indigenous-peoples-in-the-u-s>
- Altman, J. (2005). *Brokering Aboriginal Art: a critical perspective on marketing, institutions and the state*. Retrieved from: https://www.researchgate.net/publication/242397541_Brokering_Aboriginal_art_A_critical_perspective_on_marketing_institutions_and_the_state
- Altman, J. (2009). *The hybrid economy as a political project*. Retrieved from: <https://www.nma.gov.au/audio/indigenous-participation-in-australian-economies-conference/the-hybrid-economy-as-political-project>
- Atkinson, J., (2002). *Trauma trails, recreating song lines: the transgenerational effects of trauma in Indigenous Australia*, Spinifex Press, North Melbourne.
- ANKA. <http://www.anka.org.au/art-centres/anka-art-centres/arnhem-land/babbarra-designs/>
- APO NT (2018). APO NT Submission to Department of Housing and Community Development on the Draft NT Homelessness Strategy and Five Year Action Plan (2018-2023). Retrieved from: <http://www.amsant.org.au/apont/publications/submissions/>
- Bailie, R.S. and Wayte, K.J. (2006). Housing and health in Indigenous communities: Key issues in housing and health improvement in remote Aboriginal and Torres Strait Islander communities. *Australian Journal of Rural Health*. 14, 178-183. doi: 10.1111/j.1440-1584.2006.00804.x.
- Bodor, R., Chewka, D., Smith-Windsor, M., Conley, S. and Pereira, N. (2011). *Perspectives on the Housing First Program with Indigenous Participants*. Homeward Trust Edmonton
- Department of Local Government, Housing and Community Development, Annual Report 2017-18. Retrieved from: https://dlghcd.nt.gov.au/_data/assets/pdf_file/0011/589763/dhcd-annual-report-2017-18.pdf
- Dudgeon, P., Milroy, H. and Walker, R. (2014). *Working Together: Aboriginal and Torres Strait Islander Mental Health and Wellbeing Principles and Practice*. Second Edition. Commonwealth of Australia.

Hall, N.L., Memmott, P., Barnes, S., Redmond, A., Go-Sam, C., Nash, D., Frank, T.N. and Simpson, P. (2020). *Pilyii Papulu Purrukaj-ji (Good housing to prevent sickness): a study of housing, crowding and hygiene-related infectious diseases in the Barkly Region, Northern Territory*. Brisbane, Australia: The University of Queensland.

Holmes, C. and McRae-Williams, E. (2008). *An investigation into the influx of Indigenous 'visitors' to Darwin's Long Grass from remote NT communities – Phase 2*. Monograph series No. 33. National Drug Law Enforcement Research Fund. Retrieved from: <https://www.aic.gov.au/publications/ndlerfmonograph/monograph33>

Human Rights Commission (2009). Sustaining Aboriginal Homeland Communities. In, Human Rights Commission (2009) *Social Justice Report 2009*. Retrieved from: <https://humanrights.gov.au/our-work/chapter-4-introduction-social-justice-report-2009>

Hunt, J. (2013). *Engaging with indigenous Australians: exploring the conditions for effective relationships with Aboriginal and Torres Strait Islander people*. Closing the Gap Clearinghouse Report. Retrieved from: <https://www.aihw.gov.au/reports/indigenous-australians/engaging-with-indigenous-australia-exploring-the/contents/table-of-contents>

Klerck, M (2019). Submission to the Senate Inquiry into the Adequacy of Newstart and Related Payments and Alternative Mechanisms to Determine the Level of Income Support in Australia. Alice Springs, NT: Tangentyere Council Aboriginal Corporation.

Kotari, M. (2006) United Nations Special Rapporteur on adequate housing. Mission to Australia 31 July – 15 August 2006. Preliminary Report. Retrieved from: <http://www.nwhn.net.au/admin/file/content2/c7/United-Nation-Special-Rapporteur-on-Adequate-Housing-Mission-to-Australia-2006.pdf>

Koziol, M. (2017). UN 'appalled' at Indigenous youth detention and living conditions. Sydney Morning Herald. Retrieved from: <https://www.smh.com.au/politics/federal/united-nations-appalled-at-indigenous-youth-detention-and-living-conditions-20170403-gvcdqe.html>

Law and Justice Foundation (2018) *Homelessness in the Northern Territory: key facts*. Retrieved from: [http://www.lawfoundation.net.au/ljf/site/templates/resources/\\$file/Homelessness_NT.pdf](http://www.lawfoundation.net.au/ljf/site/templates/resources/$file/Homelessness_NT.pdf)

Lowell, A., Maypilama, L., Fasoli, L., Guyula, Y., Guyula, A., Yunupingu, M., Godwin-Thompson, J., Gundjarranbuy, R., Armstrong, E., Garrutju, J. and McEldowney, R., (2018). The 'invisible homeless' – challenges faced by families bringing up their children in a remote Australian Aboriginal community. *BMC Public Health*, 18(1).

Marawili, D (2019) Homelands Places of Strength and Opportunity, *ANKA Arts Backbone*, 18(2) and 19(1), August 2019.

Micah Projects (2011). *Housing First: A roadmap to ending homelessness in Brisbane*. 500 lives 500 Homes. Retrieved from: https://micahprojects.org.au/assets/docs/Publications/20161129_Housing-First-Roadmap-WEB.pdf

Northern Institute (2019) *Homelands and their future: A perspective from Baniyala*. Retrieved from: <https://www.cdu.edu.au/northern-institute/events/homelands-and-their-future>

Northern Territory Government (2018). NT Government Response to the Senate Inquiry into Regional Inequality in Australia. Regional Inequality in Australia, Submission 92.

Northern Territory Government (2019). Building Control Areas: Building outside control areas. Retrieved from: <https://nt.gov.au/property/building-and-development/build-in-a-controlled-area/building-control-areas/building-outside-of-building-control-areas>

Office of the Northern Territory Coordinator-General for Remote Services Report, Department of Housing, Local Government and Regional Services, Northern Territory Government, 2012

Quilty, S., Shannon, G., Yao, A., Sargent, W. and McVeigh, M.F. (2016). Factors contributing to frequent attendance to the emergency department of a remote Northern Territory hospital. *Medical Journal of Australia*, 204(3), 111. doi: 10.5694/mja15.00648

Quilty, S., Wood, L., Scrimgeour, S., Shannon, G., Sherman, E., Lake, B., Budd, R., Lawton, P., & Moloney, M. (2019a). Addressing Profound Disadvantages to Improve Indigenous Health and Reduce Hospitalisation: A Collaborative Community Program in Remote Northern Territory. *International journal of environmental research and public health*, 16(22), 4306. <https://doi.org/10.3390/ijerph16224306>

Quilty, S., Wood, L. and Gazey, A. (2019b). Katherine Individual Support Program First Evaluation Report. School of Population and Global Health, The University of Western Australia, Perth, Western Australia.

Silburn, S., McKenzie, J., Gutheridge, S., Li, L. and Li, SQ. (2014). Unpacking Educational Inequality in the Northern Territory. *2009 - 2017 ACER Research Conferences*, 5.

Taylor, P., Walker S.J. and Marawili B. (2011). *Message in the bottle: A survey of drinking patterns and attitudes about alcohol policy amongst Darwin's homeless*. Larrakia Nation Aboriginal Corporation, Research Division. Retrieved from: <http://www.larrakia.com/wp-content/uploads/2014/05/Message-in-the-Bottle.pdf>

The Fulcrum Agency. (n.d.). Case Study: Groote Eylandt Housing Masterplan. Retrieved from <https://www.thefulcrum.agency/case/groote-eylandt-housing-masterplan>

Turner, P. (2020). *The Impact of COVID-19 on Indigenous Peoples*. United Nations Policy Brief No 70. Retrieved from: https://www.un.org/development/desa/dpad/wp-content/uploads/sites/45/publication/PB_70.pdf

Weber, L. (2019) Housing Futures: A Journey of Self- determination for Housing in the Northern Territory, Parity, December 2019, Vol 32 - Issue 10, Council to Homeless Persons.

Wong, K. (2019) Working in Indigenous communities: Fourth World problems. Retrieved from <https://architectureau.com/articles/fourth-world-problems/>

World Health Organisation (2018). *WHO Housing and health guidelines: Recommendations to promote healthy housing for a sustainable and equitable future*. Retrieved from: <https://www.who.int/publications/i/item/who-housing-and-health-guidelines>