

OCTOBER 2012

Map & Gap Analysis

PILBARA NON GOVERNMENT ORGANISATIONS



Project produced in conjunction with
Regional Development Australia Pilbara
Pilbara Development Commission



Project produced in conjunction with



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The consultants wish to acknowledge the many representatives of non-government organisations (NGOs), government agencies and other stakeholders for their contribution to this important project. The consultants would also like to thank staff of Regional Development Australia: Pilbara (RDAP) and the Pilbara Development Commission (PDC) for their support and assistance.

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Executive Summary

The project

The non-government organisation (NGO) sector has an integral role in building liveable and healthy communities, and it is widely acknowledged that the sector makes a significant contribution to the social and economic wellbeing of communities and reducing economic and social disadvantage.

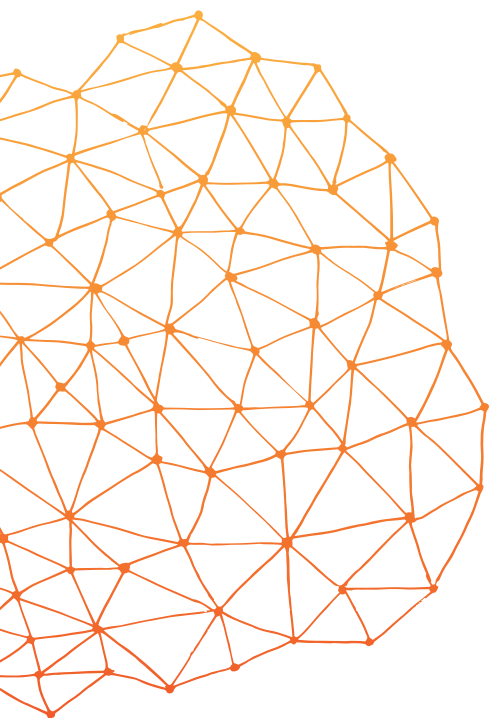
Regional Development Australia: Pilbara (RDAP) and Pilbara Development Commission (PDC) are working in partnership to support the NGO sector deliver high level, equitable human services to meet the demand of a rapidly growing population in the Pilbara.

To inform their work RDAP and PDC commissioned a map and gap analysis

of the NGO sector in the Pilbara region, appointing Jill Cameron and Associates to undertake the project in mid-2012. The project aimed to provide an accurate and current assessment of the position of the NGO sector across the Pilbara and identify how it could be supported accordingly.

The project approach used a mixed methodology across four overlapping stages. Throughout the project there was an emphasis on direct contact with NGOs and stakeholders.

Project deliverables included a database of NGOs, services and programs delivered in the Pilbara in 2012 and a report of the Pilbara NGO map and gap project (October 2012).



Stage One

Scoping and identification of Pilbara NGOs

Stage Two

Surveys and development of Pilbara NGO database

Stage Three

Consultation in the Pilbara and Perth

Stage Four

Collation, analysis and reporting

The Pilbara

The Pilbara region in the north-west of Western Australia (WA) covers more than 507,000km², with considerable distances between regional towns in the East and West Pilbara. The most recent 2011 Census counted the resident population of the Pilbara region at 59,894, of which 7,212 people (14%) were Indigenous. Most residents (70%) live in the towns of Port Hedland, South Hedland, Karratha, Newman, Paraburdoo and Tom Price, with the remaining residents (30%) living in smaller towns, pastoral leases, mining locations and Aboriginal communities.

The Western Australian government's Pilbara Cities vision is to create attractive, sustainable local communities and places where people choose to settle on a permanent basis, to bring up families with access to high standards of education, health and diverse employment and career opportunities. A well-resourced, high functioning NGO sector providing a broad range of services and programs to Pilbara communities will play a critical role in underpinning the immediate and ongoing success of the Pilbara Cities vision.

Projections for the Pilbara's resident population have continued to be surpassed by the region's population growth. *Western Australia Tomorrow*, the Department of Planning's population forecast, forecasts the Pilbara population growing to between 46,200 and 59,500 by 2026. If current trends continue, by 2035 the region's population will move closer to the Pilbara Cities scenario which has a target population of 140,000 nearly three times the current resident population. The cities of Karratha City and Port Hedland City will each be home to 50,000 residents; the sub-regional centre of Newman will be home to 15,000 people; with the major towns

of Tom Price, Onslow, Wickham, the towns of Paraburdoo, Roebourne and Pannawonica, and villages of Point Samson, Marble Bar, Nullagine, Cossack and Shellborough home to a combined 25,000 people.

The region's growing and dynamic resident population, coupled with a large transient and fly-in-fly-out workforce, presents a challenge when planning for the future needs of communities, with the uncertainty of employment projections being one factor.

High costs and rapid growth of the region are placing unprecedented demands on the community's infrastructure, including its social infrastructure and the capacity of the NGO sector to deliver services across the Pilbara community.

The NGO sector in the Pilbara

The NGO sector in the Pilbara is a reflection of the dynamic and rapidly changing nature of the region and its communities, as well as broader structural changes occurring within the NGO sector. Given this context, the Pilbara NGO database developed is a snapshot of NGOs, services and programs being delivered in the Pilbara in mid-2012.

The map and gap project identified 106 NGOs, including 18 Aboriginal Corporations, three of which are Aboriginal Medical Services. Between them, the NGOs deliver more than 180 services, programs and activities for communities living and working in the Pilbara.

The profile of Pilbara NGOs is diverse with organisations varying in their scale of operations, the mix and type of services they deliver and the locations in which they deliver services across the region.

NGOs operating in the Pilbara can be grouped into one of four types with each type sharing characteristics relating to the organisation's geographical profile or footprint (i.e. where in the region does the NGO deliver services) and whether it has a physical presence in the Pilbara or uses a fly-in-fly-out/drive-in-drive-out (FIFO/DIDO) service delivery model (i.e. does the NGO have shopfront/offices or is it FIFO/DIDO). The four types of NGOs operating in the Pilbara are a National NGO (shopfront and FIFO models), a State NGO (shopfront and FIFO/DIDO models), a Regional NGO (Pilbara wide or East/West) and Aboriginal Corporations/Associations.

Key factors affecting the sustainability of the NGO sector in the Pilbara region were related to policy and program priorities and procurement processes of funders, infrastructure, governance and management, people and the local social and economic context. The issues impacting on the capacity of NGOs to deliver appropriate, accessible and reliable services and programs are not new. The issues and challenges identified were:

- Housing,
- Pilbara NGO staff and volunteers,
- Governance of NGOs,
- The cost of doing business in the Pilbara,
- Sustainability of the NGO sector,
- Infrastructure to support Pilbara NGOs: facilities and office accommodation,
- Social and community issues relevant to Pilbara NGOs,
- The community's understanding of the NGO sector, and
- Gaps in NGO services in the region.

The project provided evidence that there is a high level of investment from governments, the private sector and philanthropic organisations and foundations in NGO services and programs in the Pilbara region. There was also evidence that a committed workforce of a large number of large and small NGOs provides a diverse range of services and programs in towns and communities across the region. Valuable knowledge and strengths were found to exist in the region's communities and NGO sector.

Whilst the project identified specific issues to be addressed to strengthen the NGO sector, the most significant gap identified was a coordinated strategic approach to planning NGO services for the region as a whole.

The future

Given the diversity of the region and its populations, a place-based approach to planning people and community-centred services, programs and facilities was identified as the most appropriate. Such an approach is consistent with the Western Australian Government's *Delivering Community Services in Partnership Policy* and needs to draw on local community knowledge and understanding. The approach also calls for a commitment to interagency collaboration at a government level as well as pooling of funding to be administered by a single government agency.

It is inevitable that as the population increases in the two Pilbara cities, some NGOs will also expand and outgrow their current accommodation. Allocation of land for future use for NGO office and service delivery accommodation is therefore important as planning for, and development of, the two cities proceeds. A framework for services and facilities should be developed in consultation with the NGO sector, reflecting the directions of the Pilbara Cities vision, settlement hierarchy and proposals to grow the region's cities, towns and communities.



Recommendations

Recommendation 1:	It is recommended that a ten year Pilbara Region Community Plan be developed.
Recommendation 2:	It is recommended that <ul style="list-style-type: none"> a. a ten year NGO accommodation and facilities plan be developed, and b. appropriately located land be allocated for NGO office and service delivery accommodation.
Recommendation 3:	It is recommended: <ul style="list-style-type: none"> a. that government funding for services to be delivered in the Pilbara region reflect real costs of operating and doing business in the Pilbara, b. that the regional price index be applied to government contracts, and c. that economic analysis be undertaken to establish the cost of delivering NGO services in the Pilbara region by recognised independent economist/s. <p>NOTE: Consideration could be given in the future to scoping a research project to identify the quantum of investment in the Pilbara for provision of human services by not for profit organisations, recognising the complexity of such a project.</p>
Recommendation 4:	It is recommended that a project be undertaken to develop options for sustainable organisation models. Options should include streamlining and/or merging of some services and regional service provision that provides choice for consumers and scale that enhances governance and capacity to deliver outcomes.
Recommendation 5:	It is recommended that a communication strategy be developed as a public relations and marketing tool to raise the profile of the NGO sector. The strategy should address the role of the NGO sector in building communities and the value the sector contributes to the community and the region.
Recommendation 6:	It is recommended that an action research project be undertaken to implement and evaluate use of ICT in areas such as virtual board membership and mentoring of CEOs and managers.
Recommendation 7:	It is recommended that a pilot project be undertaken to assess the impact of a salary structure which includes parity with government salaries and innovative incentives such as three and five year bonus payments on the retention of staff in executive or senior management positions in the Pilbara region.
Recommendation 8:	It is recommended that housing for NGO organisations include a mixed model and security of tenure.
Recommendation 9:	It is recommended that the Pilbara Association of Non-Government Organisation's (PANGO) role be expanded and the organisation be resourced <ul style="list-style-type: none"> a. as the recognised regional advocate b. to have a regional co-ordination and planning role c. to provide management support to NGOs in areas including IT, recruitment, human resource and IR advice, accounting, training and professional development d. to develop a model for sponsoring and/or managing services.



I. Introduction

1.1 Pilbara NGO map and gap project

The non-government organisation (NGO) sector has an integral role in building liveable and healthy communities, and it is widely acknowledged that the sector makes a significant contribution to the social and economic wellbeing of communities and reducing economic and social disadvantage.

Regional Development Australia: Pilbara (RDAP) and Pilbara Development Commission (PDC) are working in partnership to support the NGO sector deliver high level, equitable human services to meet the demand of a rapidly growing population in the Pilbara.

To inform their work RDAP and PDC commissioned a map and gap analysis of the NGO sector in the Pilbara region, appointing Jill Cameron and Associates

to undertake the project in mid-2012. The project aimed to provide an accurate and current assessment of the position of the NGO sector across the Pilbara and identify how it could be supported accordingly.

The following were considered as part of the project requirements:

- i. Identifying current NGOs across the Pilbara and associated services, programs, resources and key operational details,
- ii. Current challenges facing NGOs including capacity, strengths, weaknesses of the sector to meet existing service demands and governance obligations and any external support available to NGOs,
- iii. Outcomes being achieved across the region by the NGO sector and the

potential impact on the community if the most critical NGO services and programs were to fail,

- iv. The potential demand for services in context with the Pilbara Cities growth predictions and the WA Planning Commission's Pilbara Planning and Infrastructure Framework, and
- v. Opportunities and long term strategies to strengthen and improve NGOs to meet current and identified future demand.
- vi. The project deliverables included a database of NGOs, services and programs delivered in the Pilbara in 2012 and a report of the Pilbara NGO map and gap project (October 2012).

1.2 Project approach

The project approach used a mixed methodology across the key stages outlined below (see Figure 1). Throughout the project there was an emphasis on direct contact with NGOs and stakeholders.

Stage One: Scoping and identification of Pilbara NGOs (May/June 2012)

The scoping stage commenced with consultation with stakeholders, key NGOs, funding bodies, peak bodies and others supplemented with desktop research to profile NGO service provision in the region, including the funding and investment in services, and identification of potential gaps, issues and opportunities. Existing contact lists, service directories and databases were identified and sourced from organisations and stakeholders.

Stage Two: Surveys and development of Pilbara NGO database (June/July/August 2012)

The second phase involved the design and administration of surveys with NGOs and funding bodies/stakeholders (see Appendix 1 and 2), with the approach to administering the surveys outlined below. The survey data was used to populate the Pilbara NGO database and validate data from other sources.

Survey for NGOs: the project team made initial contact with NGOs by telephone to introduce the project and request information via the survey; the survey was then emailed to the nominated NGO contact. NGOs were offered the option of self-completing the survey or completing the survey by phone with a member of the project team at a convenient time. Follow up phone calls were made to NGOs and, in many cases, NGOs were contacted multiple times over an eight week period to request information for the project. In some cases, NGOs were not in a position to participate with reasons including staff/management vacancies and service demands/capacity during this period. Fifty-six NGOs of 106 NGOs listed in the database completed the survey, including those who self-completed the survey and those who completed the survey by telephone or face to face. Where NGOs were not able to provide information, details about the services and programs were sourced from funding bodies, service directories, the NGO website and other websites.

Survey for funding bodies: a co-signed letter from RDAP and PDC was sent to funding bodies inviting them to nominate a representative for the project. The project team followed up with funding bodies and representatives, with information collected via self-complete surveys and one-to-one interviews (both face to face and telephone).

Stage Three: Consultation (August/September 2012)

The third stage focused on consultation with NGOs, funding bodies and stakeholders through facilitated workshops and one-to-one interviews in the Pilbara and in Perth in August/September 2012. Workshops with NGOs were held in South Hedland (8th August), Roebourne (10th August), Karratha (10th August), Newman (13th August), Tom Price (15th August) and Perth (17th August) with a total of 37 representatives from NGOs and stakeholders in attendance. The workshop scheduled for

Onslow was replaced with one-to-one interviews (a mix of telephone and face to face). A further workshop was held in Perth with funding bodies (22nd August) with 15 participants. It should be noted that NGOs attendance at workshops was affected by their capacity on the day, with many NGOs not readily in a position to step away from their service delivery role. Where possible, the project team followed up with NGOs to offer the option of one-to-one telephone interviews at a convenient time.

Stage Four: Collation, analysis and reporting (September/October 2012)

With collation and analysis ongoing during the project, the final stage involved final collation, analysis and reporting of the project findings and delivery of the Pilbara NGO database. A strategic workshop with RDAP and PDC was held in Karratha on 6th September 2012 to consider the implications of the emerging issues, themes and recommendations, and discussions with PANGO representatives were held prior to finalising the report and recommendations. The project report was produced with recommendations relating to the current and future sustainability of the NGO sector in the Pilbara.

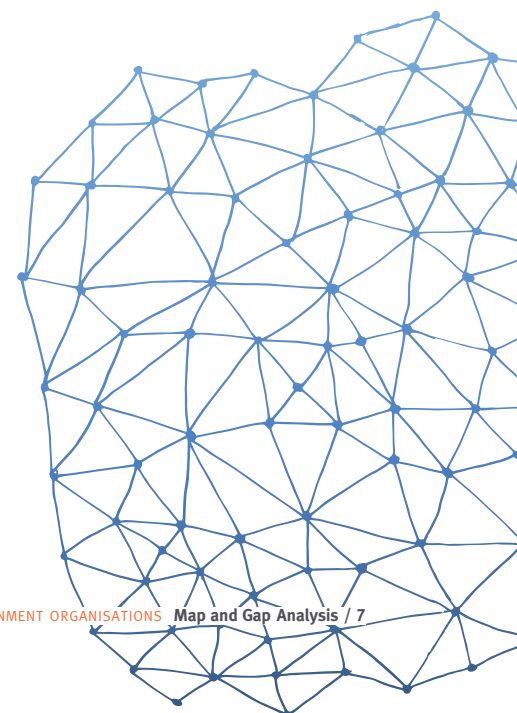


Figure 1: Project approach summary



1.3 Project scope and issues

Defining the scope of the Pilbara NGO sector

The NGO sector is recognised for its scale and diversity, both in the range of services it provides and how organisations within it are structured. Definitions of NGOs and the strategic and policy context of the NGO sector in Western Australia are discussed further in section 2.4 below.

For the purposes of the Pilbara NGO map and gap project, the NGO sector has been defined to include NGOs with a focus on delivering community and human services in the Pilbara. The mapping exercise has excluded NGOs involved in culture and arts activities, and sport and recreation organisations and/or groups. In doing so, the consultants acknowledge the positive contribution of both culture and the arts, and sport and recreation in building community capacity and healthy communities.

A further focus of the NGO mapping exercise was to prioritise services that were being delivered face to face in the Pilbara, noting that there are additional statewide and national NGO services that are accessible remotely (i.e. via telephone and web, email, live chat and online support groups) or on a fly-in-fly-out basis. Only NGO services with a physical presence (this includes fly-in-fly-out and drive-in-drive-out service delivery models as well as NGOs with a shopfront or office) in the Pilbara region have been included in the Pilbara NGO database.

Scope of the Pilbara NGO database

The NGO sector in the Pilbara is a reflection of the dynamic and rapidly changing nature of the region and its communities, as well as broader structural changes occurring within the NGO sector (outlined in section 2.4 below). Given this context, the Pilbara NGO database is a snapshot of NGOs, services and programs being delivered

in the Pilbara in mid-2012. The NGOs in the database are identified by the name of the legal entity, trading name or the name by which they would be recognised in the community. It is likely that the mix of NGOs, services and programs will change in the future. The issues and factors impacting the future sustainability of the Pilbara NGO sector are discussed in section 4, Discussion of issues.

It should be noted that during the course of the project, a number of state government tendering processes were underway but not concluded. Further to these, there were regional planning exercises underway that will inform the future commissioning and provision of services. The following were identified during the project and may result in changes to NGO providers, services and programs in the short and medium term:

- Disability Services Commission (DSC) has commenced a Statewide Sector Development Plan which may result in changes to commissioned services. In addition DSC has established a new NGO in the Pilbara to deliver region-wide services for people with disabilities. The NGO, Empowering People in Communities (EPIC), has been incorporated and is intended to be operational by the end of 2012.
- Department of Housing is in the process of commissioning Tenancy Support Services for Public Housing with the program aim to increase the capacity of tenants to independently manage their tenancies. The statewide program will provide support services for public housing tenants including Aboriginal tenancy support services in town based communities and regional and remote communities.
- Drug and Alcohol Office (DAO) in the Department of Health has recently awarded new contracts for alcohol and drug services in the Pilbara and Kimberley regions, with two of the three Pilbara services (Hedland, Karratha and Newman) being awarded to NGOs. At the time of the report these were not yet operational.¹

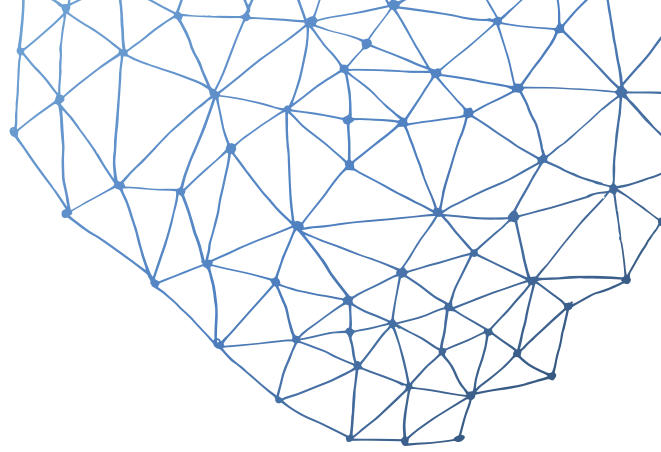
- Office of Aboriginal and Torres Strait Islander Health (OATSIH) awarded funding for the construction of a Residential Alcohol and Drug Rehabilitation Facility in the South Hedland vicinity.
- The recently established Western Australian Mental Health Commission has developed a whole of government ten year strategic policy: *Mental Health 2020: Making it personal and everybody's business* to guide the future commissioning and provision of services for people with mental health issues in the community.

Further to these activities, there will be other developments and initiatives which will shape the profile of NGOs, programs and services in the Pilbara going forward.

Confidentiality and reporting

During the project the project team spoke and met with many representatives from NGOs, stakeholders, funding bodies, the corporate and government sectors. The findings from the consultations, discussions and survey responses have been analysed and reported so as not to identify any individuals and/or organisations.

In assuring participants of the confidentiality of our discussions and the information provided there were concerns expressed by NGOs and others about the presentation and use of financial information. There were examples of both NGOs and funding agencies having confidentiality agreements regarding funding arrangements and, therefore, not being in a position to supply financial details. For the purpose of this report, information on funding sources has been reported where available (see section 3.3), however financial details have not been presented.



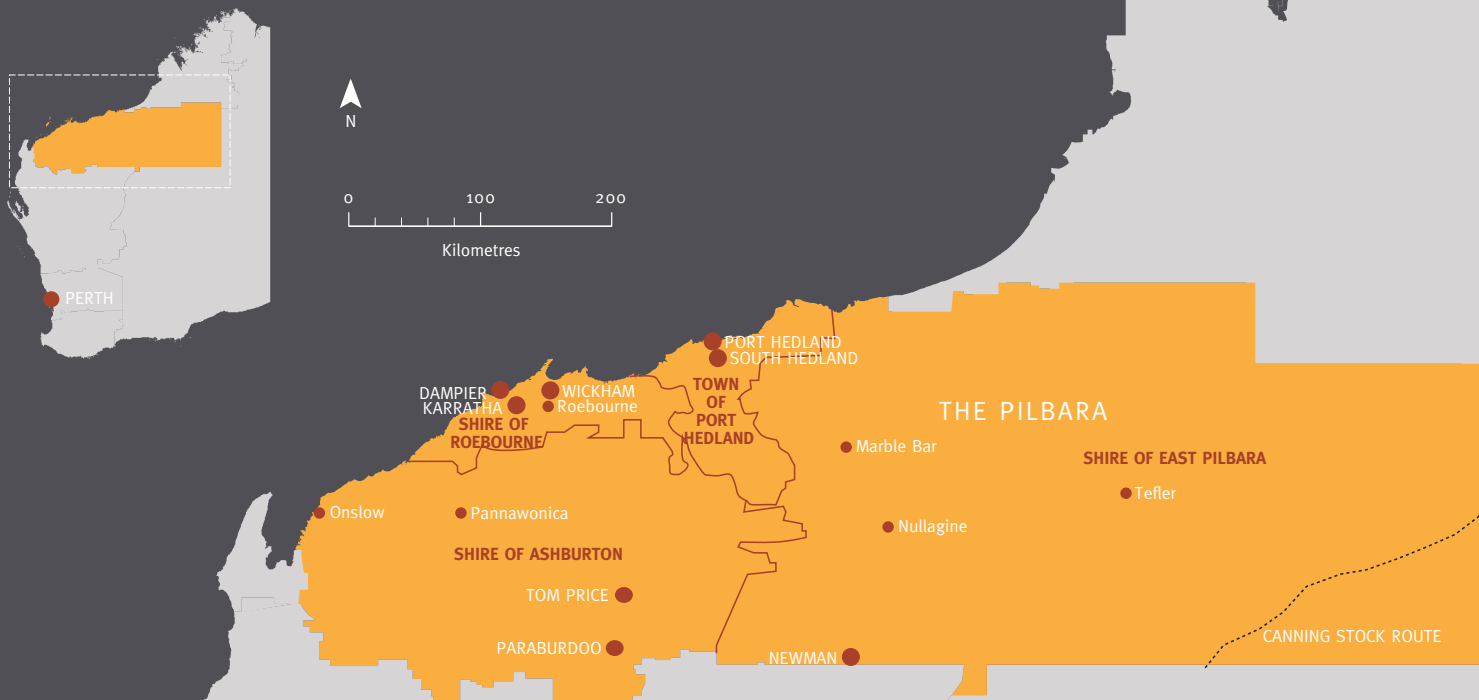
2. Context for the Pilbara NGO map and gap project

2.1 Pilbara population profile

The Pilbara region in the north-west of Western Australia (WA) covers more than 507,000km², with considerable distances between regional towns in the East and West Pilbara sub-regions (see section 2.2). The drive between the regional towns of Karratha and Newman, for example, is more than 600 kilometres. In the West Pilbara, the distance between Port Hedland and Karratha is 240 kilometres.



Figure 2: Map of the Pilbara region



The most recent 2011 Census counted the resident population of the Pilbara region at 59,894, of which 7,212 people (14%) were Indigenous². The median age of Pilbara residents was 32 years compared to 36 years for WA³. Two-thirds (66%) of Pilbara residents were aged 25 to 64 years, compared to 54% for WA, with a smaller proportion of people aged 65 years and over resident in the Pilbara (2%) compared to WA (12%). There were more males (62%) than females (38%) resident in the Pilbara, compared to the 50%:50% ratio for WA.⁴ Most residents (70%) lived in the towns of Port Hedland, South Hedland, Karratha, Newman, Paraburdoo and Tom Price with the remaining residents (30%) living in smaller towns, pastoral leases, mining locations and Aboriginal communities.

Projections for the Pilbara's resident population have continued to be surpassed by the region's population growth. Western Australia Tomorrow, the Department of Planning's population forecasts, forecast the Pilbara population growing to between 46,200 and 59,500

by 2026.⁵ If current trends continue the region's population will move closer to the Pilbara Cities scenario which has a target population of 140,000 by 2035.⁶

While the Pilbara resident population is growing, alongside it is a large non-resident population of predominantly construction and fly in-fly out (FIFO) workers.⁷ This adds a significant number of people to the region's day to day population which is not reflected in the resident population figures.

The 2011 Census counted an additional 24,492 people staying in the Pilbara on Census night who were away from their place of usual residence.⁸ Analysis conducted for the Pilbara Industry's Community Council (PICC) in 2010⁹ indicated that while the resident population of the Pilbara is likely to increase to approximately 62,500 in 2020 if the number of FIFO and construction workers are included the total population of the region will be approximately 98,000 (38%) higher than the resident only figure. This mirrors the 2011 Census figures where the non-resident population added 40% to the resident population figures.

The Pilbara has a growing and dynamic resident population coupled with a large transient and FIFO workforce. This presents a challenge when planning for the future needs of communities, with the uncertainty of employment projections one factor. PICC notes that the use of resident only population data 'does not provide the full story of people working in the Pilbara who draw to some degree on local services of key population centres.'¹⁰ With the scale of the transient FIFO community in the Pilbara, the future commissioning and delivery of community and human services will need to take into account both the residential and non-residential communities as they grow.

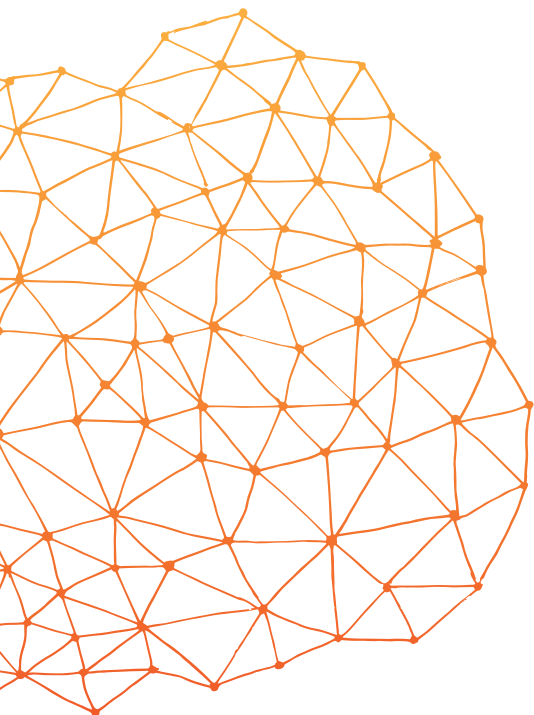
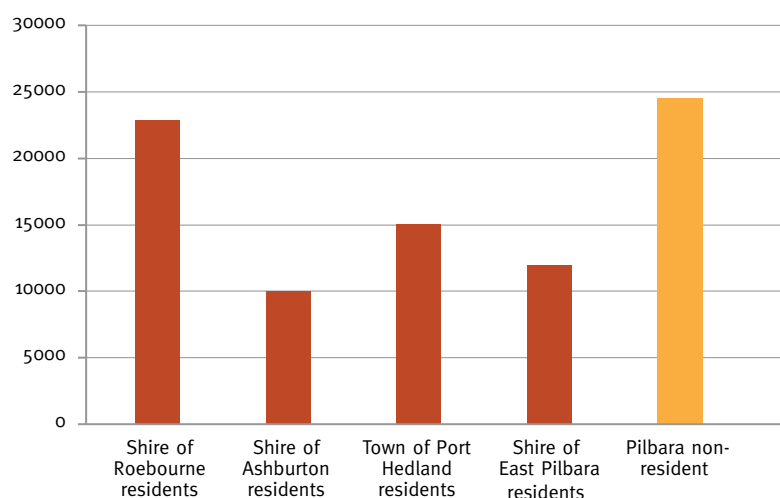


Figure 3: Resident population by Pilbara Local Government Area (ABS Census 2011)



2.2 Pilbara communities by Local Government Area

The Pilbara region comprises four Local Government Areas (LGA) of varying size and population in two sub-regions, East and West Pilbara.

West Pilbara:

- The Shire of Roebourne covers 15,197km² and has the largest resident population of 22,900, of which 2,025 (9%) people are Indigenous. Residents live primarily in the towns of Karratha, Dampier, Wickham, Roebourne, Cossack and Point Samson.¹¹
- The Shire of Ashburton is spread over 105,647km² with a resident population of 10,001, of which 933 people (9%) are Indigenous.¹² Most residents live in the towns of Onslow, Pannawonica, Paraburdoo and Tom Price and the Aboriginal communities Bellary Springs and Wakathuni.

East Pilbara:

- The Town of Port Hedland is the smallest of the four LGAs, covering just 11,844km² with a resident population of 15,044 of which 2,223 people (15%) are Indigenous. Residents live primarily in the adjoining centres of Port Hedland and South Hedland.¹³
- The Shire of East Pilbara is the largest LGA in terms of land area at 387,571km². The resident population is 11,950 of which 2,028 (17%) are Indigenous. Residents live in the towns of Newman, Marble Bar and Nullagine and communities of Jigalong, Punmu, Parngurr, Irrungadi, Pipunya and Goodabinya.¹⁴

2.3 Strategic context: Pilbara Cities Vision

The Pilbara region is experiencing unparalleled economic growth and is a region that has become synonymous with the resource boom and spiralling living costs. The *2011 Regional Price Index for Western Australia* found the Pilbara the most expensive region in Western Australia with the index for a basket of goods and services (comprising food, drink, tobacco, clothing, housing, health,

transport and recreation) being 137 or 37% higher than Perth (the Kimberley was the second highest index at 120 or 20% higher than Perth).¹⁵ The high costs and rapid growth of the region is placing unprecedented demands on the community's infrastructure including its social infrastructure and the capacity of the NGO sector to deliver services across the Pilbara community.

The state government has recognised the role of the Pilbara region in the future of Western Australia and nationally, with the implementation of the Pilbara Cities vision in 2009 and the \$1.2billion Royalties for Regions commitment to an infrastructure and services program to meet the region's growing needs and demands.¹⁶ The Pilbara Cities vision is to create attractive, sustainable local communities and places where people choose to settle on a permanent basis, to bring up families with access to high standards of education, health and diverse employment and career opportunities. A well-resourced, high functioning NGO sector providing a broad range of services and programs to Pilbara communities will play a critical role in underpinning the immediate and ongoing success of the Pilbara Cities vision.¹⁷

By 2035 the Pilbara will have a population of 140,000, nearly three times the current resident population. The cities of Karratha City and Port Hedland City will each be home to 50,000 residents; the sub-regional centre of Newman will be home to 15,000 people; with the major towns of Tom Price, Onslow, Wickham, the towns of Paraburdoo, Roebourne and Pannawonica, and villages of Point Samson, Marble Bar, Nullagine, Cossack and Shellborough home to a combined 25,000 people.

The Pilbara Cities vision acknowledges there are challenges in moving forward including the high cost of housing with a gap between housing supply and demand; the region's infrastructure has not kept pace with growth; the region's community services facilities are aging and inadequate; that Education and

Health services are below expectations; the decline in small businesses which in part stems from the cost of doing business in the region; and the region's sense of community is in decline, adversely impacted by workforce FIFO rosters and 12 hour shifts.¹⁸

The response to date of the Pilbara Cities program has included the development of numerous community infrastructure projects in the region's towns. The *2012 Pilbara Planning and Infrastructure Framework* states that the growing population 'provides impetus and motivation for establishing a higher threshold of facilities and services in the region.'¹⁹ The Framework cites the adequate provision of childcare and affordable office and residential accommodation for provider organisations and their staff as key issues impacting on the future provision of community support.²⁰

The community infrastructure projects that are in progress and/or completed as part of the Pilbara Cities program include:

- Community facilities: South Hedland Community Centre and Library, Frank Butler Community Centre (Karratha), Pam Buchanan Family Centre (Karratha), Onslow Community Centre and Onslow Community Development Fund.
- Service worker accommodation: Warrambie Service Workers' Accommodation (Karratha) and Osprey Service Worker Accommodation (South Hedland).
- Recreation facilities: South Hedland Multi-Purpose Recreational Facility, Karratha Leisure Complex, Newman Sport Facility Enhancements and the Tom Price Sports Precinct Development.
- The Pilbara Cities initiatives start to address the gaps in community infrastructure in the region. However, the Pilbara NGO map and gap project highlights the scale of challenges facing the NGO sector (discussed in section 4).

2.4 Strategic context: NGOs

Economic and social significance of NGOs

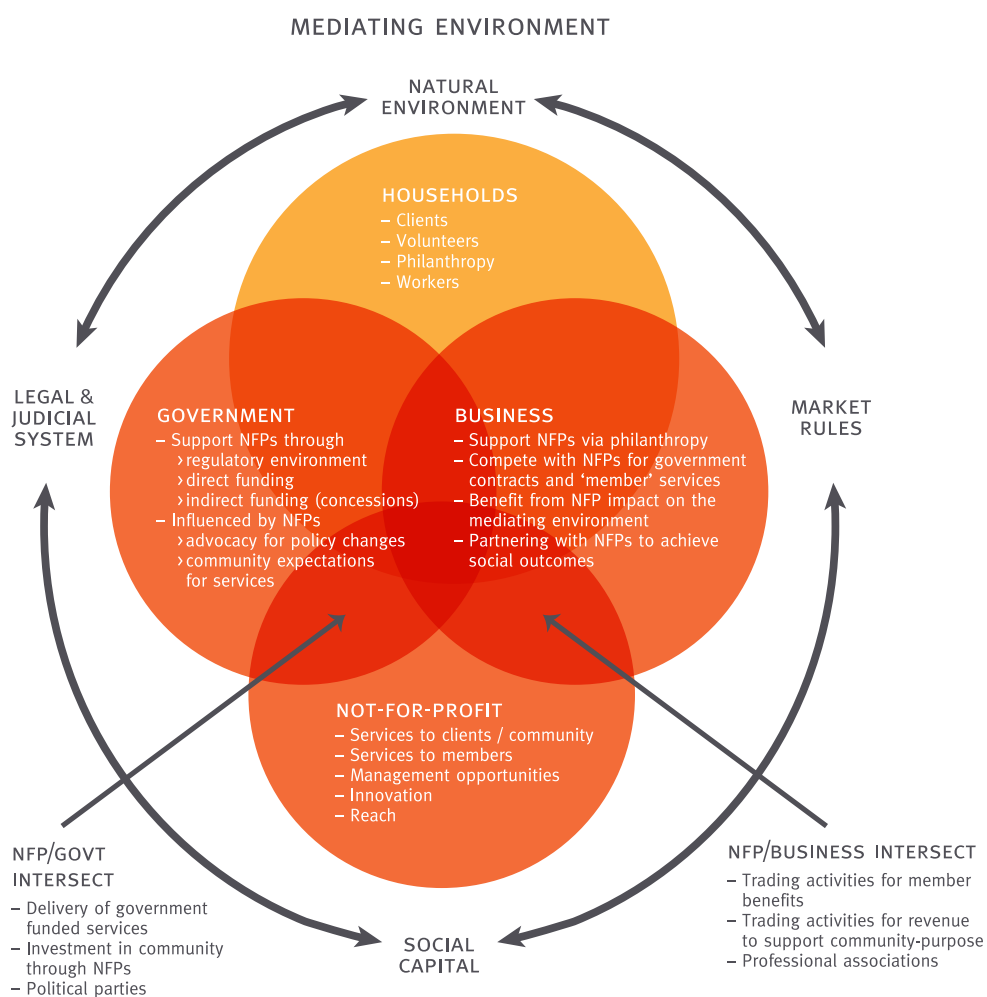
As outlined above (section 1.3) for the purposes of the Pilbara NGO map and gap project, the NGO sector has been defined to include NGOs delivering face to face community and human services in the Pilbara.

The NGO sector, also known as the Not-For-Profit (NFP) and 'third sector', makes a significant contribution to the economic and social wellbeing of West Australians. In a growing body of work about the role and value of the NGO sector there has been some focus on re-naming the sector to describe what it does, rather than what it does not. This would see the sector being referred to as the community benefits sector, rather than the non-government or not-for-profit sector.

The Productivity Commission's report on the *Contribution of the Not-for-profit Sector* identified 59,000 economically significant NGOs across Australia and stated that 'the extent of NFP activity is often taken as an indicator of the health of society.'²¹ NGOs are driven by their 'community purpose' and are one part of 'civil society': which describes 'the relationships and associations that make up our life at grass-roots levels of society, in families, neighbourhoods and voluntary associations, independent of both government and the commercial world.'²²

Despite the NGO sector's economic and social significance, the Productivity Commission found that the level of understanding amongst the wider community of NGOs role and contribution was 'poor and deserves attention.'²³ This view was consistently reflected in the consultations with Pilbara NGOs (see section 4.9). Many felt that the perception of the NGO sector was either neutral or negative. That the NGO sector is diverse and complex in its operations and activities is one factor influencing perceptions of the sector, with Figure 4 showing the multiple ways NGOs interact with government, business and households.

Figure 4: Interactions between NGOs, government, business and households, Productivity Commission, 2010²⁴



Delivering Community Services in Partnership

The state government's *Delivering Community Services in Partnership (DCSP) Policy* (2011) acknowledges the important role NGOs play in the wellbeing of the state. The policy 'seeks to improve outcomes for all Western Australians by building a genuine partnership between the public and not-for-profit community sectors in the policy, planning and delivery of Community Services in Western Australia.'²⁵ The DCSP Policy is part of the state government's response to the State Economic Audit Committee's

(EAC) 2009 report *Putting People First, Partnering with the Community and Business to Deliver Outcomes*.

The policy sets out six partnership principles and six behaviours to guide the relationship between the non-government and government sectors (the Nature of the Relationship). Partnership 'based on mutual trust and respect, with openness and transparency'²⁶ is one of the six principles (see Appendix 5). Replacing the Funding and Purchasing Community Services Policy (2002), the DCSP Policy describes the funding and contracting options for the purchase of services from the NGO sector and the

measures to reduce the administrative burden imposed on the NGO sector by Public Authorities. This includes the option of long-term service agreements with the policy noting that funding certainty can 'enhance the capacity of organisations to make long-term strategic decisions, attract and retain personnel, manage operational risk and deliver better value for money outcomes.'²⁷

The policy addresses recommendations from the EAC report, which mirrored the Productivity Commission's nation-wide findings of the NFP sector. The Commission concluded that reform is urgently needed to address the inadequate contracting processes that adversely affect the efficiency and effectiveness of delivery of services by NFPs including 'overly prescriptive requirements, increased micro-management, requirements to return surplus funds and inappropriately short-term funds.'²⁸ The EAC recommended that the outsourced delivery of human services by community organisations must be freed from unnecessarily prescriptive processes and controls and the burden of multi-layered reporting obligations.'²⁹

As part of its commitment to sustainable funding and contracting with the NGO sector and to ensure a fair and appropriate price is paid by government for services from the NGO sector, the state government allocated funding of \$600 million over four years in the 2011-12 Budget. Component I included 15% upfront across-the-board price adjustment for eligible NFP contracts effective from 1 July 2011, with all eligible contracts amended to reflect the *Non Government Human Services Sector Indexation Policy*, with prices on eligible contracts increased by an additional 4% in 2011-12. Component II will be rolled out from July 2013 with an injection of \$117 million over a two year period equivalent to an average increase of 10% across eligible contracts. Component II is intended to address funding pressures, including historical funding inequities, and is not intended to increase service provision or meet unmet demand.³⁰

Separate from the state government's DCSP Policy, the federal government introduced legislation in 2012 following a Fair Work Australia order to award equal pay for those in the social and community services sector. The federal government has committed \$2.8 billion for funding adjustments, with pay increases for eligible sector workers across Australia taking effect over an eight year phasing from December 2012.³¹

2.5 Pilbara stakeholders

In addition to individual NGOs and state and federal government departments contracting community services in the Pilbara, there are numerous key stakeholders with varying roles in relation to community services and the NGO sector. These include the Pilbara Association of Non-Government Organisations (PANGO), the Western Australian Council of Social Service (WACOSS), Local Government, Regional Development Australia Pilbara (RDAP), Pilbara Development Commission (PDC), Federal Government, Western Australian State Government, resource companies and Lotterywest.

Pilbara Association of Non-Government Organisations (PANGO)

The Pilbara Association of Non Government Organisations (PANGO) is the peak body for the non-government community services sector in the Pilbara. Established in 2005 and functioning as a membership based NGO, PANGO's mission is to strengthen the community services sector in the Pilbara through leadership, collaboration and advocacy. Its vision is for the Pilbara to be a region with a strong, vibrant and sustainable community services sector.

With limited resources, PANGO's activities have included a policy and advocacy role with, for example, PANGO recommending the introduction of a regional CPI to reflect the cost of living and operating in the region in its submission to the 16th Series Australian Consumer Price Index Review.³² More recently PANGO has called for parity in the payment of

district allowances between community service organisations and public servants in the Pilbara.³³ PANGO has consistently identified and advocated for funding for Pilbara NGOs to reflect the higher regional costs, including the high cost of housing (see section 4), which adversely impact on the capacity and sustainability of the NGO sector. Participating via video-conferencing, PANGO is represented at the WA Peaks Forum which comprises representative peak bodies from across the WA community services sector.

PANGO has a sector development function focusing on building capacity in the NGO sector in the Pilbara through training and workforce development, joint projects, and consultancy services. For example, PANGO delivers governance training in partnership with ConnectGroups for board members of NGOs and has partnered with WACOSS to deliver financial training for NGO boards and management. PANGO is currently delivering an Indigenous Community Leadership Development Program as a joint initiative with WACOSS and MODAL (a business training consultancy). The program is aimed at Indigenous managers, coordinators and team leaders working in the Pilbara community services sector to enhance their leadership and management skills and knowledge whilst achieving a Diploma of Management.³⁴

Western Australian Council of Social Service (WACOSS)

As the statewide peak body for the social service sector WACOSS's role includes policy, research and advocacy work. This has included making an annual Pre Budget Submission to the state government outlining the key priority recommendations to meet the immediate and pressing needs of the Western Australian community. The need for a sustainable community services sector across the state is one of the priorities identified by WACOSS in its 2013-14 submission.³⁵

WACOSS provides training, consultation and organisational support for NGOs including those operating in the Pilbara region. Where possible, WACOSS works in partnership with local agencies such as PANGO. Secretariat services for the WA Peaks Forum are provided by WACOSS.

Local Government

The role of LGAs providing community services across Western Australia varies. Each of the Pilbara LGAs undertakes community planning and development with activities including community strategy and planning, community and cultural grants/sponsorship, community development, roles in networks and stakeholder groups, facilities ownership and management and varying roles in the delivery of community services and programs, with some LGAs being contracted to deliver government funded programs. Examples for each of the four LGAs (noting that they are each involved in other community related activities) included:

- The Shire of Roebourne has been a partner in the development and delivery of new community infrastructure including the Frank Butler Community Centre, Karratha Leisure Complex, Pam Buchanan Family Centre and The Youth Shed with other partners including federal and state government agencies, Lotterywest and resource companies. The Shire coordinates a training program including cultural awareness training workshops, youth suicide prevention assistance training, grant writing and corporate governance.
- The Shire of Ashburton has Community Service Managers in Onslow and Tom Price with strategic oversight of community services in and around the towns. The Shire is contracted by the state government to deliver youth services in Onslow.
- The Town of Port Hedland manages the JD Hardie Youth Centre, a youth, family and children's community hub in South Hedland which employs five staff including a supervisor, families

and children program officer and community development trainee. The centre is subsidised by the Town with the facility providing ten office spaces for lease for local organisations including NGOs.

- The Shire of East Pilbara is finalising a Community Wellbeing Strategy and in 2011 engaged Youth Advisory Council of Western Australia (YACWA) to consult with young people living in Newman, Marble Bar and Nullagine to inform the development of the Shire's Youth Plan.

Regional Development Australia: Pilbara

Regional Development Australia: Pilbara (RDAP) is a not-for-profit organisation (or NGO) formed as part of a federal government initiative to support regional development across Australia. RDAP works in partnership with all levels of government, industry and the non-government sector, to help build and strengthen communities in the Pilbara region. RDAP's mission is to develop and strengthen Pilbara communities through leadership, collaboration and the provision of responsive and innovative services.

Strong communities is one of RDAP's five key result areas with the key challenges identified as the need for additional funding to deliver new programs and services, securing funding in a challenging economic environment and working within a constantly changing political context. RDAP's aspiration for the future is for improved community programs, to develop a means of measuring social growth and development in the region, and enhancing governance practices of community and Indigenous organisations. RDAP's stated role in this area includes playing a leadership role in the improvement of non-government community services in the Pilbara region. RDAP is the facilitating partner for the Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA) West Pilbara Communities for Children program.

Pilbara Development Commission

The Pilbara Development Commission (PDC) and the Pilbara Cities program (which will be brought into PDC from the Department for Regional Development and Lands in October 2012) is a statutory body established under the Western Australian Government's Regional Development Commissions Act 1993. PDC plays a key role in the social and economic development of the Pilbara and works to inform, partner with and advocate for Pilbara communities in relation to regional priorities in accordance with the expectations of its stakeholders.

PDC's Strategic Plan 2010-2013 identified strategic priorities to ensure the delivery of quality infrastructure and programs in the region. The priorities include: creating affordable housing and commercial property in the Pilbara through adequate land release and innovative solutions; supporting vibrant, self-determined communities actively engaged in community services, activities, events, arts and culture; developing the infrastructure to support community need and economic growth in the Pilbara; and working alongside Indigenous Australians to participate in the social and economic development of the Pilbara in a culturally appropriate environment.³⁶

Royalties for Regions funding is delivered through grant processes which have been managed by PDC, including grants delivered through Pilbara Cities.

State government

The state government's role in the Pilbara and other regions includes planning, commissioning and purchasing community services delivered by NGOs. Many state government departments have a presence in the Pilbara, with some departments being direct providers of tertiary and statutory services and services which may otherwise be provided by NGOs.



For example, the Department for Child Protection has six offices in the Pilbara (in Karratha, Port Hedland, Newman, Roebourne, Onslow and Tom Price) and is involved in a multi-function partnership at Jigalong Community. The Department of Health delivers primary and allied health services via Population Health and in collaboration with other health providers and NGOs in the region including the three Aboriginal Medical Services. The Department of Health is a provider of community mental health services, drug and alcohol services, aged care, and maternal and child health services. In other parts of Western Australia some of these services are delivered through the non-government sector.

Resource industry in the Pilbara

The resource industry in the Pilbara has been a significant contributor to the state and national economies. As part of the industry's presence in the Pilbara, many resource companies have had ongoing involvement in and commitment to the region's towns and communities. While some of this has been contextual, with the closed towns of Dampier, Newman, Tom Price, Paraburdoo and Wickham undergoing a process of normalisation from the 1980s, the resource industry continues to have a considerable role in the Pilbara's towns and communities.

As part of their commitment to the Pilbara, resource companies have invested in community and social infrastructure including the NGO sector. While companies' approaches and priorities vary, they have been informed by mechanisms including social impact assessments, community and stakeholder engagement – for example, community consultative and advisory groups – social and economic research, and community development plans. Together, resource companies in the Pilbara support a

diverse range of community programs, services and initiatives in areas including sport and recreation, health and wellbeing, culture and the arts, education and training, training and employment for Indigenous people, community capacity and development, town infrastructure and the environment.

In accordance with their identified priorities, resource companies have supported individual NGOs with direct funding and investment, from one-off community grants to multi-year partnerships with NGOs. Alongside funding, companies have provided in-kind support for NGOs, for example, through allocating housing to community organisations and providing or investing in community infrastructure and/or facilities. The approach to investing in NGOs is increasingly collaborative with a focus on delivering positive benefits and outcomes for local communities. The Productivity Commission's report on the NGO sector noted that 'some leading corporate organisations [are] moving away from cash donations to active involvement on a longer-term basis'.³⁷ There were multiple examples of resource companies and NGOs working in this way in the Pilbara.

Lotterywest

Lotterywest operates under the Lotteries Commission Act (1990) and is a state government statutory authority reporting to the Premier of Western Australia as the Minister responsible under the Act. Lotterywest has responsibility for administering the official State Lottery in Western Australia and for raising and distributing the funds for the beneficiaries in accordance with the Act.

As part of its functions, Lotterywest provides grants to NGOs and local government for a wide range of purposes. These include grants for 'buildings for service delivery,

renovations of office and activity spaces and fit out of work areas, community spaces (including building or fit-out of community centres), furniture and equipment, playgrounds, skateboard parks, vehicles, trails and pathways in the natural environment, conservation and protection of heritage, community events and performing arts in regional and remote areas, information technology and websites, emergency relief, volunteer and leadership development, organisational development including feasibility studies and projects that explore opportunities, address community issues and disadvantage or raise awareness, research and big ideas (ideas that have great public reach, benefit future generations or provide for significant change).'³⁸

Between July 2011 to July 2012, of the organisations that fell within the scope of the NGO map and gap project, Lotterywest grants were approved for five organisations in the Shire of Ashburton, three organisations in the Shire of East Pilbara, five organisations in the Shire of Roebourne and 15 organisations in the Town of Port Hedland. Across the four local government areas more than one grant was approved for four organisations. Twelve grants were approved for information communication technology or website enhancement, four for a vehicle, four for training and development, four for a contribution to a new building or upgrading of existing premises, three for equipment, three for emergency relief and one for organisational development.

3. NGO sector in the Pilbara

3.1 NGO sector in the Pilbara

Summary profile of Pilbara NGO sector

The map and gap project identified 106 NGOs that collectively deliver more than 180 services, programs and activities for communities living and working in the Pilbara. The profile of Pilbara NGOs is diverse with organisations varying in their scale of operations, the mix and type of services they deliver, and the locations in which they deliver services across the region. There was considerable diversity in the length of time NGOs had been present in the region. Some NGOs had accrued more than 25 years experience operating in the Pilbara and at the other end of the spectrum others had been operating in the Pilbara for no more than one or two years. In addition to existing organisations, NGOs new to the Pilbara were also establishing themselves during the course of the project (see section 1.3).

NGOs operating in the Pilbara can be grouped into one of four types, with each type sharing characteristics relating to the organisation's geographical profile or footprint (i.e. where in the region does the NGO deliver services) and whether it has a physical presence in the Pilbara or uses a FIFO/DIDO service delivery model (i.e. does the NGO have shopfront/offices or is it fly-in-fly-out/drive-in-drive-out). The four types of NGOs operating in the Pilbara were:

NGO type	Description
National NGO (shopfront and FIFO models)	NGOs were national (Australia-wide) or international in profile, with the NGOs having national headquarters and/or a state head office to support service delivery in the region. Examples include The Smith Family, Frontier Services, World Vision and Beacon Foundation. Nearly all of the national NGOs have one or more shopfronts in the Pilbara for service delivery.
State NGO (shopfront and FIFO/DIDO models)	NGOs provided services in multiple regions across Western Australia, and have headquarters in Perth or another WA city/town. The state NGOs used one of two models to deliver services and programs in the Pilbara: <ul style="list-style-type: none"> – State NGOs with shopfronts, for example Anglicare WA, Relationships Australia and CSSU deliver services in multiple regions across Western Australia with a head office in Perth – State NGOs with FIFO/DIDO deliver services in the Pilbara by flying or driving in and out of the region, for example, Constable Care Child Safety Foundation, Family Planning Sexual Health Service, Ngala and Indigenous Parent Factor Program. Many of these organisations are involved in building capacity within the NGO sector in the Pilbara (and other regions) through training and development programs, provision of external support and partnering with regional NGOs.
Regional NGO (Pilbara wide or West/East)	Regional NGOs were those NGOs operating in the Pilbara region only (i.e. they were local to the Pilbara and did not deliver services outside of the region). Within this group there were NGOs delivering services across the region (in three or four LGAs) and NGOs delivering services in one or two LGAs: <ul style="list-style-type: none"> – Pilbara wide NGOs included those organisations delivering services across the region, including towns and communities in the West and East Pilbara. For the purposes of defining West and East Pilbara we have defined the West Pilbara to include the Shires of Roebourne and Ashburton, and the East Pilbara to include the Town of Port Hedland and Shire of East Pilbara. – West or East Pilbara NGOs were those NGOs operating at a sub-regional level, with some organisations operating in one location only and others operating within one LGA or across two LGAs.
Aboriginal Corporations/Associations	There were numerous Indigenous organisations in the Pilbara (see Section 3.5), some but not all of which had a community or human services delivery role that fits within the scope of the project and its definition of Pilbara NGOs. This included Indigenous NGOs delivering services for local Indigenous people and communities such as the three Aboriginal Health Services in the region, and some Foundations and Trusts which have been established to manage compensation from resource companies for land use, for example, IBN Pty Ltd, Gumula Corporation and Kalyuku Ninti - Puntuku Ngurra Limited trading as Kanyirninpa Jukurrpa (KJ).



Using the types above, the profile of NGOs in the Pilbara region included:

- Eleven National NGOs, of which nine have shopfronts/offices in the region.
- Thirty-one State NGOs, of which 24 have shopfronts/offices in the region and six deliver services using a FIFO/DIDO model.
- Thirty-nine Regional NGOs, of which nine operate across the Pilbara region. Fourteen NGOs are based in the East Pilbara (Town of Port Hedland and Shire of East Pilbara) and 16 NGOs in the West Pilbara (Shires of Roebourne and Ashburton).
- Twenty-five Aboriginal Corporations and NGOs with Indigenous clients and communities as their primary target group delivering services in various locations across the Pilbara, including three Aboriginal Medical Services in the region.

3.2 Pilbara NGO sector profile

The following is a summary of responses to the NGO survey (see Appendix 1 for NGO survey).

Management structure and strategic planning

In terms of governance arrangements, all of the NGOs responding to the survey had either a board or management committee with some NGOs having an executive committee as an additional structure. Many of the NGOs were membership based with members including, for example, families of children using services, residents of seniors or aged care facilities, or women accessing health and support services for women. While membership was not universally a requirement to use services, some Aboriginal Corporation NGOs required membership, with a demonstrated connection to land the criteria for access to services and support.

Nearly all of the NGOs surveyed stated that the organisation had a current strategic plan or equivalent, with plans

most commonly being for three years and some with a five year timeframe. Only one NGO was working with a ten year plan. Several respondents noted that the organisation's strategic plan was under review or currently being updated. A small number of NGOs did not have a current strategic plan.

Human resources: staff and volunteer profile

The diverse profile of NGOs in the Pilbara was reflected in the number of staff employed to deliver services (noting that the NGO survey asked for staff numbers and not full time equivalent/FTE). The number of staff employed by NGOs ranged from one person employed part-time to more than 80 staff of which approximately half were employed full-time and half part-time. Most NGOs surveyed employed no more than ten staff in the Pilbara region with many employing no more than five staff. However there was a cohort of NGOs employing more than 20 staff reflecting the scale and scope of these NGO's services, programs and activities. For some NGOs, such as Playgroups and Toy Libraries, the organisation's services and activities were all delivered by volunteers with support from Perth-based peak organisations (i.e. Playgroup WA and the Western Australian Association of Toy Libraries).

Nearly all NGOs employed both full-time and part-time staff, with part-time employment common in many NGOs. In some NGOs the number of staff employed part-time represented between one-third and one-half of all staff. One NGO commented that they needed to offer flexible and part-time working options to attract and retain staff, however it required more management time to administer and ensure the service was appropriately staffed.

In the NGO survey and discussions with NGOs, many organisations commented on the adverse impact of high staff turnover in the sector (discussed in section 4.3).

While there were several examples of NGOs with staff with an average length of time working in the Pilbara of ten years or more, these were outliers and it was far more common for the average length of employment to be no more than two years, with many averaging no more than one year.

Numerous NGOs stated that they currently had staff vacancies and during the course of the project fieldwork the project team found there was a noticeable movement in staffing. Those organisations with vacancies commented on the impact on the NGO's capacity to deliver services with some smaller NGOs needing to withdraw or scale down services and/or programs until the position/s were filled. NGOs reported that they were regularly recruiting to fill staff vacancies, with shift work, health care and residential roles particularly challenging to recruit and retain suitably skilled and experience staff. Recruiting male workers for roles with NGOs was another challenge.

Few Pilbara NGOs responding to the survey involved or used volunteers in their organisation, with some exceptions. For many NGOs, it was not appropriate to involve or use volunteers in the delivery of services and programs. Others commented that the cost of recruiting and supporting volunteers outweighed the benefits, with some noting that volunteer turnover was high and volunteers didn't stay long. Some NGOs required volunteers to have a Working with Children check and Federal Police clearance which could be a barrier for potential volunteers.

For those NGOs that involved and used volunteers in their services and programs, the most common types of roles included mentoring and role modelling, and fundraising and events. Some state and national NGOs had volunteer coordinators, who were often based outside of the Pilbara, with the role of supporting, training and coordinating volunteers.

Collaborative working in the Pilbara

Across the Pilbara, the project identified multiple networks, groups and forums which facilitated dialogue and activity between sectors and partners including NGOs, local government, state and federal government departments, the business community, resource companies and other stakeholders. Many of the networks and groups were facilitated by local, state or federal government (see Appendix 4 for the forums and groups identified through the NGO survey and discussions). Where feasible, NGOs participated in the networks and forums that were relevant to their agency and client group. In the project discussions and consultations, NGOs commented that attending the multiple forums and networks placed demands on their organisation's resources.

In addition to networks and forums, NGOs were involved in the governance and management of other NGOs through representation on management committees and boards. This was particularly the case for Pilbara or regional NGOs where management took place locally.

Pilbara NGO funding sources

In profiling the NGO sector in the Pilbara the project sought to identify the sources of funding for Pilbara NGOs' programs, services and activities (see section 1.3). Historically NGOs across Australia have received much of their funding from government, with other sources of funding including philanthropy (from individual donors and corporate support) and self-generated income (for example, through fundraising and other activities such as Op Shops). The Productivity Commission's report on the Australian NFP sector notes that local government can provide support for NFPs both in cash and in-kind.³⁹

The mix of funding sources for Pilbara NGOs reflected the Productivity Commission's finding that there is increasing diversity in funding and

income sources amongst NGOs. This was mirrored in the Pilbara where NGOs had multiple funding sources and funding streams made up of recurrent funding, fixed funding, one-off grants or sponsorship as well as NGOs deriving income from fees for services (for some a response to government policy, for example, the Home and Community Care program), fees from membership and fundraising.

While many Pilbara NGOs' primary funding source was the state and/or federal government via a variety of funding programs, there were several NGOs operating without government funding. Many Pilbara NGOs accessed funding from resource companies with a presence in the region, with some involved in multi-year partnerships or relationships and others accessing one-off community grants and sponsorship or receiving in-kind support. Some Indigenous Corporations in the Pilbara have partnered with and funded Pilbara NGOs to deliver community and human services for Indigenous members and communities, whereas others have developed and are delivering their own in-house services. Lotterywest has been a source of funding for some Pilbara NGOs (see section 2.5), while some organisations have a policy of not accessing funding derived from gambling. The four LGAs have supported NGOs via community funding programs on a comparatively small scale.

Table 1 is a summary of the identified funding sources for Pilbara NGOs for 2011-2012 and 2012-2013, noting that during the project NGOs advised of the sensitivities regarding the disclosure of funding amount from different funding sources (see section 1.3). This included recurrent funding programs and funding for one-off grants.

Table 1: Summary of funding sources for Pilbara NGOs (2011-2012)

Funding sources	
State government	Alcohol and Drug Authority Department for Child Protection Department for Communities Department of Corrective Services Department of Education Department of Health Department of Housing Department of Indigenous Affairs Department of Justice Department of Regional Development and Lands Disability Services Commission Drug and Alcohol Office Mental Health Commission Office of Crime Prevention Office of Multicultural Interests Pilbara Development Commission State Attorney General's Department Western Australian Police Service
Federal government	Aboriginal Hostels Ltd Attorney General's Department Department of Education, Employment and Workplace Relations Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA) Department of Health and Ageing Department of Regional Australia, Local Government, Arts and Sport Department of Sustainability, Environment, Water, Population and Communities Department of the Prime Minister and Cabinet Office of Aboriginal and Torres Strait Islander Health (OATSIH)
Local government	Town of Port Hedland Shire of Roebourne Shire of East Pilbara Shire of Ashburton
Philanthropy and community investment	Resource companies including: BHP Billiton Rio Tinto Chevron Woodside FMG Newcrest
Other	Regional Development Australia (Communities for Children) Lotterywest Healthway





3.3 Summary of NGO services by location

The Pilbara NGO database provides details of the organisations, services, programs and activities being delivered in the region in mid-2012 including details of NGO objectives, location and opening times. The following summary provides an overview of the type of community and human services being delivered by NGOs in the region with an overview by sub-region, local government area and town. Through the project consultations, gaps in services were identified and these are outlined in section 4.10 (noting that they do not represent a community needs survey or analysis).

Pilbara wide services

Amongst NGOs operating in the Pilbara, there were numerous organisations delivering services for people and communities across the region. These include mobile services which travel across the Pilbara to deliver services and support, and organisations with offices, staff and/or resources in multiple Pilbara locations. There were a number of NGOs working across the region with a focus on capacity building, training and development within the NGO sector including in the areas of early childhood education, protective behaviours and leadership.

Pilbara wide NGOs included those delivering a range of health care and support services including emergency and remote health services, health promotion and prevention programs and initiatives, primary and allied health care services, workplace health and wellbeing programs, suicide prevention programs, and activities supporting the health and wellbeing of the Pilbara workforce.

There were some Pilbara NGOs providing services for children and families in numerous locations across the region, and other NGOs with

services targeting young people in schools offering career development, mentoring and opportunities focused on the transition from school to further education and employment. A number of NGOs provided support services for Indigenous children in schools aimed at improving educational outcomes with others focused on Indigenous employment programs and sexual health in Indigenous communities.

A number of NGOs delivered support and respite services across the region for frail aged, people with disabilities, people with mental health issues and their carers. Community legal and advocacy services were delivered in multiple locations including financial counselling, housing and homelessness advice and support, and support for women and children experiencing domestic violence. Amongst those NGOs operating in the training and employment area some delivered services across the region.

The proximity of Karratha and Hedland saw a number of NGOs operating in and around the two towns, reflecting the larger population of the towns and their roles as regional centres. These included NGOs delivering workforce development, employment and training services for Indigenous people and communities, mobile hearing and ear screening services for Indigenous children throughout the West Pilbara, literacy, numeracy and mentoring for disadvantaged children and young people and their families, and some community migrant services.

West Pilbara

Alongside NGOs servicing the whole of the Pilbara region, the West Pilbara region was serviced by 16 regional NGOs of which seven were located in the Shire of Roebourne and nine in the Shire of Ashburton. While many of these regional NGOs serviced one town and/or

community, there were numerous NGOs providing outreach services to towns and communities further afield. For example, some Karratha and Roebourne based NGOs serviced the Onslow community more than 300 kilometres away.

Shire of Roebourne: Karratha, Dampier, Roebourne, Wickham

Within the Shire of Roebourne many NGOs were based in Karratha and/or Roebourne with some organisations servicing the towns of Karratha, Dampier, Roebourne and Wickham (which are in close proximity given the scale of the Pilbara region).

Across the Shire, early childhood education and care services included occasional care, early learning centres, out of school care and vacation care, playgroups, parenting and literacy development programs, school readiness initiatives and a number of toy libraries. In Wickham (50 kilometres from Karratha and 15 kilometres from Roebourne), NGO services included an early learning centre, out of school care and playgroup, with NGO services in Roebourne including child care centre, Indigenous children and family services, and peer support, leadership and parent support for Indigenous school aged children and young people. Youth services in Roebourne included a youth centre, youth activities and parent and community engagement for at risk young people.

NGO services delivered in and around Karratha included counselling services for family and domestic violence, support services for parents undergoing separation and victim support services. There were a number of crisis accommodation services in the Karratha/Roebourne area including NGO services for victims of domestic violence and for homeless at risk young people. Emergency relief services for people in need of assistance were provided by a number of NGOs.

Various NGO services for frail aged and people with a disability were available in locations across the Shire including in-home care and support and in Roebourne centred based respite care and carer support. The Indigenous primary health service in Roebourne provided services for the Roebourne communities and communities through the Shire.

Shire of Ashburton: Tom Price, Paraburdoo, Pannawonica, Onslow

Most NGOs in the Shire of Ashburton were based in Tom Price and the neighbouring town of Paraburdoo (80 kilometres away) with other organisations located further away in Pannawonica and Onslow.

NGO services for children and families included long day care in Tom Price, playgroups in Onslow, Pannawonica and Tom Price, early learning centres in Onslow, Pannawonica and Paraburdoo, and toy libraries in Paraburdoo and Tom Price. A mobile NGO children's service based in Tom Price serviced the Paraburdoo and Onslow communities and the Indigenous communities of Bellary Springs and Wakathuni (where there was an Early Childhood Centre managed by an Indigenous NGO).

Tom Price and Paraburdoo had community centres delivering a range of programs and activities for the wider community. NGO services in Tom Price included family and domestic violence counselling and women's health promotion. A men's shed in Paraburdoo focused on male health and wellbeing.

Youth services including information, support and counselling were provided by NGOs in Tom Price and Paraburdoo with the Shire of Ashburton delivering youth services and programs in Onslow. Some services for frail aged and people with a disability were provided by an NGO working across the Pilbara (along with the Department of Health), and an Indigenous NGO had plans to develop residential accommodation for elders in Tom Price.

East Pilbara

Similar to the West Pilbara region, the East Pilbara (covering the Town of Port Hedland and Shire of East Pilbara) was serviced by national, state and regional NGOs. Of the 14 regional NGOs servicing the East Pilbara area, eight were located in the smaller but more populated Town of Port Hedland, and six in the geographically larger and more remote Shire of East Pilbara. NGOs based in the Town of Port Hedland primarily serviced people living in and around South and Port Hedland.

Town of Port Hedland: Port Hedland, South Hedland

Amongst NGOs with a presence and/or office in South Hedland and Port Hedland were those delivering services for children including early childhood education and care and out of school care, a toy library and playgroup. Services for young people included some residential crisis accommodation, including care for young people on supervised bail, a youth centre with a program of activities and support including education programs and activities supporting Indigenous students in school.

NGO services provided counselling and support services, including services for teenagers and adults, and services for women including domestic violence support services. There was a victim support service and emergency relief services to assist people in need.

Services delivered by NGOs included centre-based respite care and carer support services for people who are frail aged and/or with a disability, and retirement accommodation for seniors. There were some employment related services for people with disabilities. There was some support services delivered by NGOs for family members and carers of people with mental health problems.

In Hedland there were numerous NGOs delivering services for Indigenous people and communities including legal services, primary health care and wellbeing services, alcohol and drug support services, crisis accommodation, social and wellbeing services, and employment, education and training.

Services for women living in and around Hedland included women's health and wellness services and programs, crisis accommodation for women and children, and a maternal health care and hostel for Indigenous women. Other community health related services included a harm minimisation needle and syringe program, and a new drug and alcohol support service (see section 1.3).

Shire of East Pilbara: Newman, Marble Bar, Nullagine

Many of the NGOs in the Shire of East Pilbara were based in Newman, the largest town in the Shire, with services including town-based services and facilities and mobile services focused on Indigenous communities outside of Newman. Early childhood education and care services in Newman included long day care and an early learning centre, a toy library, playgroups and mobile playgroups servicing Newman and surrounds.

There were numerous Indigenous NGOs working in and around Newman providing community development programs and initiatives, primary health care and wellbeing services, employment and training initiatives, and drug and alcohol support services.

A Newman based NGO provided support, day respite, and respite care services for frail aged, people with disabilities and their carers in Newman, Nullagine, Marble Bar and Jigalong. The neighbourhood centre in Newman provided a range of community activities and programs. NGO services for women and their families escaping domestic violence were provided in Newman including crisis accommodation and emergency relief.

3.4 Indigenous organisations in the Pilbara

NGOs in the Pilbara delivered programs, activities and services across the community with a focus on specific target or client groups. Amongst the Pilbara NGOs there were numerous Indigenous corporations and organisations which deliver a variety of services for local Indigenous communities and language groups. As part of this project the NGO database identified 25 Indigenous organisations delivering community and human services. However this is not a complete list of all Indigenous organisations based in the Pilbara region and does not include those with responsibilities for the management of an individual community. Further to these, there were seven NGOs whose programs and services had Indigenous clients as their primary target group.

Indigenous organisations operate under a range of governance structures. These include:

- Registration with the Australian Securities and Investment Commission (ASIC) under the *Commonwealth Corporations Act 2001* as companies limited by guarantee or proprietary limited companies eg IBN Pty Ltd, Gumula Corporation and Kalyuku Ninti - Puntuku Ngurra Limited trading as Kanyirninpa Jukurrpa (KJ),
- Registration under the Commonwealth Office of the Registrar of Indigenous Corporations (ORIC) under the *Corporations (Aboriginal and Torres Strait Island) Act 2006* (CATSI) eg Ashburton Aboriginal Corporation,
- Incorporation under the Western Australian *Associations Incorporation Act 1987* eg Jigalong Community Inc.

Prescribed bodies corporate established specifically for the purpose of Native Title determination or to hold native title in trust are outside the scope of this project. Some foundations and trusts established to manage compensation from resource companies for land use are included in the data base, although the list is not comprehensive. Some trusts and foundations are managed externally by appointed trustees who manage funds in accordance with legally prescribed deeds.





4. Discussion of issues

4.1 Overview

In addition to mapping the profile of NGOs in the Pilbara the project objectives included identifying and evaluating the current challenges facing the NGO sector including the capacity, strengths and weaknesses of the sector and identifying opportunities and strategies to strengthen and improve NGO services to meet current and identified future demand.

Key factors affecting the sustainability of the NGO sector in the Pilbara region were related to policy and program priorities and procurement processes of funders, infrastructure, governance and management, people and the local social and economic context. The issues impacting on the capacity of NGOs to deliver appropriate, accessible and reliable services and programs are not new. During the project the consultants were cognisant of the numerous studies and projects undertaken in the Pilbara region where NGOs had readily

contributed and that NGOs were weary of further consultation and problem identification. An undertaking has been made by RDAP and PDC to communicate the findings of the project with NGOs and stakeholders who contributed.

The following issues and challenges are discussed below, with recommendations in section 5.2:

- Housing,
- Pilbara NGO staff and volunteers,
- Governance of NGOs,
- The cost of doing business in the Pilbara,
- Sustainability of the NGO sector,
- Infrastructure to support Pilbara NGOs: facilities and office accommodation,
- Social and community issues relevant to Pilbara NGOs,
- The community's understanding of the NGO sector, and
- Gaps in NGO services in the region.

4.2 Housing – a cross-cutting issue

Access to affordable and secure housing for NGO employees was the most significant challenge and cross-cutting issue for the NGO sector in the Pilbara. Housing impacted in multiple ways and affected the capacity of individual NGOs and the sector to attract and retain suitably qualified and skilled staff, enabling (or not) NGOs to effectively deliver services for their clients and Pilbara communities. The lack of access to affordable housing for NGO employees coupled with NGO wages (which are comparatively low for the region) was a barrier to people choosing and/or continuing to work in the NGO sector.

The extent of the Pilbara's affordable housing challenge has been well documented. The PDC's most recent housing and land snapshot (quarter to June 2012) gave the average rental cost of a two bedroom property in South Hedland at \$1,408 per week and in Karratha at \$1,191 per week, the Pilbara towns where many NGOs are located and staff reside.⁴⁰ The cost to buy a two bedroom property was more than \$680,000 in South Hedland and more than \$640,000 in Karratha.⁴¹ The picture was similar in the East Pilbara, where the rental cost for a two bedroom property in Newman was \$1,300 per week.⁴² By all the accepted housing affordability measures the cost of housing relative to the NGO sector's wages in the Pilbara makes housing unaffordable.

In response to the housing challenge, some NGOs had invested in housing for staff (none were in a position to provide affordable housing for all of their staff) however given the high cost of housing, this was an option available to few NGOs. Others had chosen to provide a housing allowance or subsidy for staff, contributing directly towards their housing costs as part of a salary package to attract and retain staff to work in the region. However, there were many NGO employees whose housing circumstances involved house-sharing (for some, up to

eight people shared a three bedroom house) and living in caravan parks for extended periods of time.

Pilbara NGOs acknowledged that many of their employees were the partners of resource sector employees, where housing was provided as part of a salary package. The resource sector also contributed directly to the provision of affordable housing for NGOs with numerous NGOs having access to some resource industry housing for their staff. While welcoming of this arrangement, there was some uncertainty regarding the security of tenure as resource companies were reviewing their housing policies and use of housing stock.

The state government's Pilbara housing initiative for key workers funded through Royalties for Regions has seen the development of Warrambie Estate in Karratha (comprised of 100 units completed in 2012) and the Osprey Key Worker Village in Hedland currently under construction (to comprise 293 units). NGOs with a presence in Karratha acknowledged that the key worker housing development was a positive step towards better meeting the housing needs of the NGO sector, and "had made a difference" for those NGOs successful in securing a unit/s in the ballot.

However there was a view that a development housing key workers in one estate or neighbourhood was less preferable to a mixed or integrated approach and a perception that the estate design and location favoured singles and couples more than families, which in turn limited recruitment options for NGOs. A key concern expressed by both NGOs and stakeholders was that the rent set for the key worker housing remained high for staff on NGO wages and there was a lack of housing choices for those employees and households who fell just outside the eligibility criteria.

Preferences expressed by NGOs were for a housing allowance (or salary package) that reflected the cost of housing in the region, rental cost for the key worker development to reflect NGO wages and income rather than the market rent and for future key worker housing developments to be designed for a mix of housing styles to cater for a variety of household types and, preferably, be integrated into the wider community.

"The rent for a house is more than staff are paid (in our service) – even when we pay above the award."

(Stakeholder comment)

"The rent of \$400 to \$420 per week for staff living in a key worker housing unit is still high for a single person on an NGO salary."

(Stakeholder comment)

"Rentals must be set as a 'percentage of income' rather than a 'percentage of market' to be genuinely affordable for the lower income workers in the NGO sector."

(Stakeholder comment)

4.3 Pilbara NGOs staff and volunteers

4.3.1 Pilbara NGO staff

The NGO sector workforce was diverse and ranges from people who have lived and worked in the Pilbara for many years, many of whom had demonstrated a long term commitment and depth of understanding of the Pilbara, to people who were newcomers to the region some of whom had limited or no previous experience in the NGO sector.

Critical issues and challenges that impacted negatively on the quality and consistency of NGOs' services included recruitment, retention and high staff turnover, replacement of staff on leave and/or absent, and professional supervision and development. Despite the challenges, the perception of the Pilbara NGO workforce amongst those participating in the consultations was positive, with descriptions including:

- Committed and *“certainly not doing the job for the money”* (Stakeholder comment),
- Skilled, talented, creative, lateral thinking and passionate,
- Connected and supportive with strong networks and willingness to work together and share information and knowledge,
- Strengthened by the local knowledge of *“the people living here and seeing and living the issues every day - unlike Perth-based contract managers”* (Stakeholder comment),
- Willing to do whatever is needed for clients which often includes tasks that fall outside of service contracts and are not reflected in reports,
- Resilient and able to cope with anything that happens.

i. Recruitment

Recruitment of skilled, qualified staff was influenced by the capacity of NGOs to offer competitive salaries and/or appropriate housing. Whether a position was advertised widely or locally was generally influenced by the availability of affordable housing. Although the pool of potential community sector workers from amongst the partners of people employed in the resource sector included skilled, experienced people, the ability of organisations to match skills to job requirements was often limited.

Some larger organisations were able to pay above award wages which improved their capacity to retain staff and attract staff from other NGOs when recruiting.

An approach adopted by a number of organisations was to advertise positions as part time/job share. The flexibility of this recruitment approach had achieved positive outcomes for these organisations and their employees. Other suggested approaches to the challenge of recruitment included:

- Recruiting outside of the Pilbara and Western Australia,
- Statewide and national services offering secondments to staff who bring skills and experience,
- Succession planning by training and developing Pilbara based staff and leaders,
- Offering incentives, for example, return flight to Perth once a year, a higher pay rate than metropolitan counterparts to recognise isolation and level of responsibility and extended stay in Perth when attending professional development courses.

“The nature of our programs and services means we need experienced people to work for us – but often expediency rules the day.”

(Stakeholder comment)

“The pool of people from which we can select is small and often limited to people who have a partner who has accommodation as part of their employment package.”

(Stakeholder comment)

“Staff with partners in the resource sector often prefer the flexibility of casual employment arrangements to fit in with their partners' rosters.”

(Stakeholder comment)

ii. Retention and high staff turnover

The project found that many NGO employees stayed with an organisation for less than 12 months, with numerous NGOs commenting that it was common for staff, particularly those new to the region and sector, to move into better paid positions in government or the resource sector.

Frequent and high staff turnover had multiple impacts for NGOs, for example, poor continuity of service and potentially poor outcomes for clients (particularly if a key member of staff left), reduced productivity associated with the time involved in recruiting, re-establishing relationships with other agencies and loss of corporate history/knowledge. Understaffing frequently occurred when there were staff vacancies which placed additional demands on the remaining staff to deliver a full service.

For some organisations, particularly small NGOs, staff rosters were a continuous challenge, accentuated when there was a high proportion of part-time and casual staff. Other organisations had developed flexible approaches to rosters and been able to retain staff and meet their own service needs.

“Two years is a long time in a position – people should get a bonus if they stay for two years – and after five years, they deserve long service leave.”

(Stakeholder comment)

“At least one-third of staff change every quarter.”

(Stakeholder comment)

“Only one staff member has been through the accreditation process – everyone else is new.”

(Stakeholder comment)

iii. Replacement of staff on leave or absent

Limited availability and the cost of employing relief staff were the most frequent reasons for not replacing absent staff, with the remaining staff under increased pressure to deliver the service.

“It’s almost impossible to replace staff who are on sick leave or annual leave.”

(Stakeholder comment)

iv. Professional supervision and development

The challenges and approaches to professional supervision and development varied significantly across organisations depending on their location, size and scale of operation and financial position.

Investment in staff orientation, training and professional development was a cost incurred by all organisations. Given the rate of staff turnover this cost was considerably higher in the Pilbara than in the metropolitan area and could be prohibitive, particularly for small single service NGOs.

Attendance at training and professional development outside of the region was costly and, even when subsidised for example by Lotterywest, was out of reach for small NGOs who were stretched to capacity and unable to concurrently release staff and meet their legal or contractual obligations. Some organisations were unaware that they could apply to Lotterywest for financial support for training and professional development and some small organisations did not have the resources and/or time to prepare an application. Equally, attendance at training provided locally was not feasible for many smaller NGOs that could not afford to release or replace a staff member for even a short time.



Professionals who needed to complete Continuing Professional Development to maintain registration faced a further challenge in accessing the required training and professional development. While members of some professions were able to access and complete training programs on-line, the limitations of slow internet access made this difficult and the benefits of interaction in face to face training were lost.

Independent professional supervision could be difficult to achieve in smaller NGOs and communities where the boundaries between work life and non-work life blurred. This applied to CEOs and managers as well as staff. Perth-based NGOs employing local Pilbara staff used a variety of management and supervision tools and approaches with regular contact and communication between the Pilbara and Perth being key. This included regular visits to the Pilbara by Perth-based management, use of the phone and/or Skype rather than relying on email and facilitating opportunities for the Pilbara based staff to visit the Perth office.

Some professional supervision and development models that appeared to have worked effectively were:

- National or statewide organisations that arranged peer support from managers in other regions.
- An NGO provided ‘back office’ functions from Perth for its multiple services with a Pilbara based manager supporting services locally. The NGO had a commitment to building capacity in the communities in which services operate.
- A large multi-service Pilbara based NGO met its commitment to skill development and capacity building by sending staff in pairs to high level accredited training in Perth and encouraged transfer of skills and knowledge to staff in other parts of the organisation.
- ‘Virtual’ mentoring where suitable ICT was available.

4.3.2 Volunteers and Pilbara NGOs

While the engagement of volunteers amongst Pilbara NGOs was not common (with some exceptions such as playgroups and toy libraries), some NGOs had successfully engaged with volunteers whilst others had limited success. Some had adopted flexible approaches to volunteering roles and program schedules and been successful in meeting their program needs whilst fitting in with volunteers’ availability, changing work rosters and family commitments. Some organisations had established links with Perth organisations to attract volunteers.

The 2010 ABS General Social Survey defines a volunteer as someone who in the previous 12 months willingly gave unpaid help in the form of time, service or skills through an organisation or group. Across Australia, the four most common types of organisation for which people volunteered were sport and physical recreation, education and training, community/welfare, and religious groups. The Survey found that volunteer rates varied across different age groups in the population and particularly varied with life stage, with slightly more women (40%) than men (37%) volunteering, and volunteering highest amongst people aged 45-54 years, employed people (compared to unemployed and not in the labour force) and couples with dependent children aged five to 17 years.⁴³

The ABS 2011 Census provides data on the number and percentage of people over 15 years of age who had done voluntary work for an organisation or group in the previous 12 months. The percentage of people in Western Australia who had done volunteer work (16.9%) was slightly higher compared to the Pilbara (14.35%), where the rate of volunteering was highest in the Shire of Ashburton (16.5%) and similar in the Town of Port Hedland and Shires of Roebourne and East Pilbara (14.1%, 14.9%, 14.3% respectively).⁴⁴

This snapshot suggests that the level of volunteering in towns in the Pilbara does not differ greatly from the state picture. It was apparent that communities across Western Australia, and Australia, face similar challenges in attracting volunteers, particularly in the harder to fill areas of volunteering.

“The lack of affordable housing and high cost of living stops people staying in the town when they retire so we lose the people who would potentially be our volunteers.”

(Stakeholder comment)

“Shift patterns can limit availability, particularly of male volunteers.”

(Stakeholder comment)

4.4 Governance

Governance structures of NGOs providing services in the Pilbara included boards or management committees based in the Pilbara and boards based outside of the Pilbara (e.g. Perth or another Australian city). Whether registered with the Australian Investment and Securities Commission (ASIC) under the *Commonwealth Corporations Act 2001* as a Company Limited by Guarantee, with the Commonwealth Office of the Registrar of Indigenous Corporations (ORIC) under the *Corporations (Aboriginal and Torres Strait Island) Act 2006* or incorporated under the *Western Australian Associations Incorporation Act 1987*, the boards and management committees of not for profit legal entities have legal and fiduciary responsibilities and accountabilities that are increasingly complex and demanding. Boards and management committees should have sufficient skills and expertise to fulfil their responsibilities.

The pool of skilled, experienced people resident in the Pilbara and willing to volunteer and/or be elected to boards and management committees is relatively small. As a result, some people were concurrently on a number of boards/management committees and there was cross-over between members of boards/management committees and managers and staff of other NGOs. This situation has potential for conflicts of interest as well as the potential to influence the objectivity of decision-making and good governance. Some organisations had recruited 'virtual' board members with specific skills who participated in meetings via Skype.

Amongst the Pilbara regional NGOs, there were those that felt the benefits of a regional board included its local knowledge and understanding of the context in which organisations were delivering services. For those NGOs governed from outside the Pilbara, the benefits included regional services and managers being able to focus on delivering services locally without the

direct responsibilities of governance and high level reporting. The sustainability and quality of governance and organisational philosophy, values and strategy were of greater importance than the physical location of the board.

Keeping abreast of fast changing funders' policies and procurement and contracting processes can be challenging for boards/management committees, as well as for service managers and staff. PANGO and WACOSS have had an important role providing current information and governance training for boards/management committees. The Australian Institute of Company Directors has provided high level governance training for Indigenous groups and organisations and Indigenous Business Leaders. In 2011 some 19 Indigenous governance courses were delivered to Indigenous organisations in the Pilbara including those based in Karratha, Roebourne, South Hedland and Tom Price.⁴⁵

Some smaller NGOs were unaware that governance training was available or their committee members who were employed in other services were unable to leave their workplace to attend training.

“The number of people willing and able to be on a board or management committee is affected by shiftwork and rosters. It's difficult for people to make a commitment when they don't have family support.”

(Stakeholder comment)

“Governance needs to be appropriate for NGOs. The Incorporations Act places the same requirements on a volunteer club as a large NGO.”

(Stakeholder comment)

4.5 The cost of doing business for Pilbara NGOs

Cost of doing business

Factors that directly impacted on the cost of not-for-profit service providers doing business in the Pilbara included the general cost of living and housing, the cost of office accommodation, the cost of wages to recruit and retain appropriately skilled and experienced staff, the cost of goods and services, the cost of fuel and transport and the cost of loss of productivity associated with delays in accessing services and travelling between locations. The Regional Price Index (see section 2.3) highlights the significantly higher costs of living for the Pilbara compared to all other regions in Western Australia.

Some larger NGOs with multiple funding streams and providing multiple services were subsidising Pilbara services that operated with deficit budgets. Given the tyranny of distance and the cost of accommodation, some organisations found the FIFO service model more cost effective to deliver programs.

“The high cost of transport to deliver services (particularly outreach services) - tyres on a vehicle cost \$2,000, fuel costs up to \$1.75 per litre, the wear and tear on vehicles is much greater than in the city and the cost of a satellite phone for regional service delivery is \$4,000.”

(Stakeholder comment)

“Travelling from Karratha to Tom Price on an unsealed road involves a 6.5 hours drive, a four wheel drive and overnight accommodation. From Karratha to Port Hedland is a 240km trip with an overnight stay in a hotel costing \$395.”

(Stakeholder comment)

“Contracts with government should reflect the real cost of doing business in the Pilbara – they should take account of the regional price index.”

(Stakeholder comment)

“Even when funding includes some margin over and above the metropolitan unit cost, this is insufficient and does not reflect the real cost.”

(Stakeholder comment)

Procurement and contracting of NGO services in the Pilbara

There was widespread concern amongst NGOs providing services in the region that projects and programs designed centrally in Perth sometimes reflected a limited knowledge and understanding of the context in which services operated and the challenging issues staff encountered every day. In many instances an approach that engaged the community, services and stakeholders in the design of a project was fundamental to achieving desired outcomes and impact.

The Western Australian State Government's *Delivering Community Services in Partnership Policy* articulates the partnership principles and behaviours that should underpin the relationship between public and not-for-profit community sectors in the policy, planning and delivery of Community Services in Western Australia. This new approach should result in a greater emphasis on client centred and place based responses to complex issues in evidence in the region.

Many clients have multiple and/or complex issues that are often outside the service requirements specified in a contract with a single agency.

“The one size fits all approach to program and project design is flawed. The differences between metropolitan and non-metropolitan regions and between town based and small community based locations and Indigenous communities need to be better understood and reflected in service, program and project designs.”

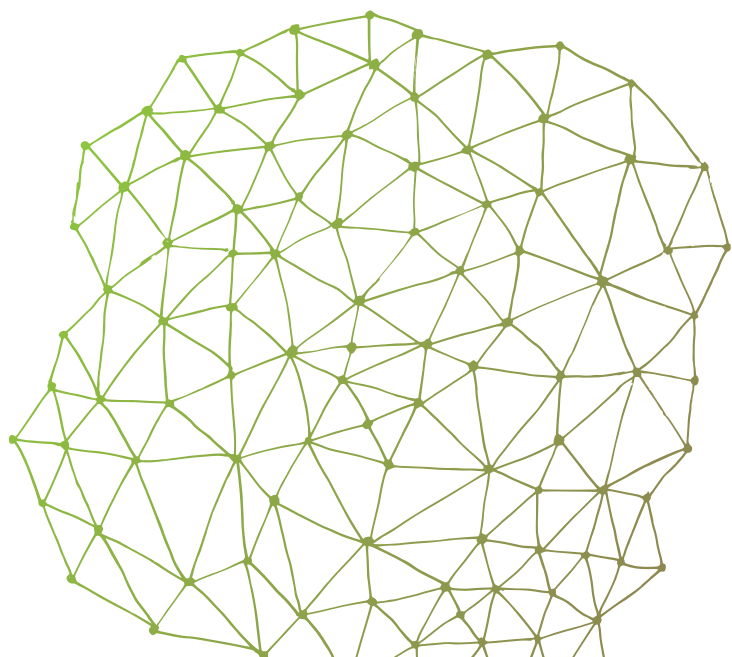
(Stakeholder comment)

“Program and project design and reporting requirements don't adequately reflect the time needed for the development phase of a project. It's unrealistic to expect specified outcomes to be delivered in the first two years.”

Stakeholder comment)

“We're often working in isolated locations and have to make decisions on a daily basis 'on the spot' in response to whatever individual circumstances present. You just have to do whatever it takes and our reporting often doesn't reflect the level of service we provide and what we do in practice.”

(Stakeholder comment)



4.6 Sustainability of Pilbara NGOs

NGOs providing services in the Pilbara included large organisations based in or out of the Pilbara (i.e. national, state and regional NGOs) with multiple income streams providing multiple services in a single community or across the region, through to small organisations (regional NGOs) with a single income stream providing a single service and small organisations operating in a voluntary capacity providing a service for a specific target group. While the large NGOs operated with different business models, there was evidence of a commitment to capacity building and staff development regardless of the location of the 'head office' of the NGO.

Some small NGOs were acutely aware that they had limited capacity and an uncertain future. The viability of smaller NGOs, some of which operated with fewer than two full-time equivalent staff including a manager, is a challenge and there is a need to look for synergies and efficiencies to ensure that services are delivered reliably to the people and communities who need them.

While historically there have been amalgamations in the region which have enhanced capacity of NGOs to deliver services, there was concern that mergers could result in a loss of 'local flavour'. However there was widespread support for the concept of 'back office' functions being provided in areas such as financial and human resource management, IT and purchasing. There is a view that PANGO is the appropriate organisation to provide support for organisations across the Pilbara and that PANGO could undertake sponsoring and/or management of some services.

"Funding has not gone up in real terms in four years – we're effectively paid less now than four years ago. Funding has increased by CPI but this is not sufficient. The 15% increase intended for wages is being used to cover costs of building, power and water."

(Stakeholder comment)

"Our funding has decreased every year for the last three years."

(Stakeholder comment)

"New facilities are needed, but the capacity of NGOs to meet outgoings needs to be factored into designs – otherwise sustainability will be a risk."

(Stakeholder comment)



4.7 Infrastructure to support Pilbara NGOs: facilities and office accommodation

The availability of secure, suitable accommodation for NGOs for administration, service delivery, meetings and a range of programs and activities varied considerably. NGOs accommodated in non-commercial facilities such as Lotteries Houses, Neighbourhood and Family Centres valued the affordability of the accommodation as well as the collaboration and sharing of resources these facilities provided. New facilities (see Appendix 7 for facilities) in the region have provided much needed additional accommodation.

However there remains a shortfall of affordable commercial and non-commercial accommodation suitable for a range of NGO services, programs and activities across the region which is exacerbated by the tight commercial rental market. For example, an NGO sub-leasing office space from a company had no option but to vacate the premises when the rent increased by 300%. Some NGOs have had access to premises owned and managed by resource and other companies or businesses and local government, often with a peppercorn rent arrangement. However there were examples of companies resuming or planning to resume the accommodation and NGOs unable to locate alternative suitable affordable accommodation. NGOs need premises that are both affordable and fit for purpose in order to effectively and efficiently deliver services.

Alongside accommodation, access to reliable Information Communication Technology (ICT) was cited as an issue for Pilbara NGOs. While access to quality ICT is assumed in the metropolitan region, its provision varies across the region with many NGOs noting that ICT was unreliable. Improved ICT infrastructure in the region would provide opportunities for cost effective communication.



“We work in very limited space. Ideally we would have another office that doubles as a shopfront for our services, but the cost of commercial space is prohibitive.”

(Stakeholder comment)

“We could have three Lotteries Houses in Karratha with more offices and more space for meetings.”

(Stakeholder comment)

“The internet is too slow for us to use technology such as Skype for meetings at the times we would want to be meeting – decent ICT will make a huge difference and will reduce some of our costs.”

(Stakeholder comment)

4.8 Social and community issues relevant to Pilbara NGOs

4.8.1 Alcohol and drug use

The multiple impacts of increasing alcohol and drug use in communities across the region were identified by service providers as a major issue that, unless addressed, will be a long term impediment to positive outcomes for individuals and communities. There was concern that increasing alcohol and drug abuse will result in a higher incidence of domestic and family violence and other health and wellbeing issues for individuals and communities. The issue was of particular concern in small towns across the region.

Whilst the issue was not confined to Indigenous communities, the concerns expressed were consistent with the 2009 Department of Indigenous Affairs Pilbara Office Roebourne Report “*Issues, Current Responses & Strategies for Consideration*”.⁴⁶

The Drug and Alcohol Office has recently awarded new contracts to alcohol and drug services in the North-West, including three services in the Pilbara. A whole of community approach that builds on the knowledge and experience of local NGOs and communities in identifying appropriate responses to managing the adverse impact of alcohol and drug use is preferred.

“We’re now seeing evidence of children and young people using drugs which is a new phenomenon in this community.”

(Stakeholder comment)

“We know that the dealers are in this community - no-one’s prepared to say who they are.”

(Stakeholder comment)

4.8.3 Culturally and linguistically diverse (CaLD) community

The Pilbara community is increasingly diverse with a growing CaLD (culturally and linguistically diverse) community living and working in the region. Contributing to the growth is the expansion of the FIFO workforce and increased recruitment of professionals and trades staff including temporary overseas workers through 457 visa sub-class, skilled workers through the Australia Skilled Migration program and Enterprise Migration Agreements.

There was concern amongst some NGOs that members of the CaLD community were not accessing services at the level that could reasonably be expected. In consultations conducted by the Office of Multicultural Interests (OMI) in South Hedland and Karratha in September 2010⁴⁷, issues identified included: lack of awareness of available services, lack of planning for the delivery of people from CaLD background, frequent turnover of staff in existing services which impacts on the quality and continuity of services, lack of public transport as well as difficulties identifying and reaching members of CaLD communities, limitations of local resources, lack of cultural awareness in the community, lack of appropriate language classes and lack of information.

The Pilbara Multicultural Association (recipient of the 2012 Western Australian Multicultural Community Service Excellence Award for accomplishing outstanding work in advancing multicultural inclusiveness and participation) is promoting awareness and acceptance within the community through the sharing of information, music, dance and food. However, the delivery of appropriate, accessible services needs to be addressed as an ongoing issue.

4.8.4 Resource sector FIFO workforce

The impact of FIFO is currently the subject of a federal parliamentary inquiry and academic studies in Australian Universities. Terms of reference for the Parliamentary Standing Committee on Regional Australia inquiring into and reporting on the use of FIFO/DIDO workforce practices in regional Australia are broad and include the extent and projected growth in FIFO/DIDO work practices, for which regions and key industries this practice is utilised, costs and benefits of the practice for companies choosing a FIFO/DIDO workforce as an alternative to a resident workforce and for individuals, the effect of a non-resident FIFO/DIDO workforce on established communities (including community wellbeing, services and infrastructure) and the provision of services, infrastructure and housing availability for FIFO/DIDO workforce employees.⁴⁸

While the results of the parliamentary enquiry and studies may influence areas such as FIFO rosters and support services, given the role FIFO plays, particularly in the construction phase of resource projects, strategies to minimise negative impacts of FIFO on communities in the Pilbara region and the organisations providing services will require ongoing attention.

Comments from NGOs were that FIFO placed additional demands on services despite the responsibility of contracting companies for the health and wellbeing of their FIFO workers and contributed to personal and family relationship issues at both the place of employment and the place of residence which come at a significant cost to the community.

“The FIFO workforce in the resource sector is one of the most significant issues for the region.”

(Stakeholder comment)

4.9 The community’s understanding of the NGO sector

While there was acknowledgement and understanding of the important role and contribution of the NGO sector in the health and wellbeing of Pilbara communities amongst NGOs and many stakeholders, there was a view that there was limited understanding of the NGO sector amongst the wider community: a finding supported by the Productivity’s Commission report on the sector across Australia (see section 2.4).

The Pilbara Cities vision provides a strategic approach to the redevelopment of the Pilbara’s cities and towns with many of the initiatives and priorities in progress or completed. However there was a view that an approach that more fully considers and integrates community and social infrastructure with built infrastructure development would be valuable in building communities. For example, there has been little promotion in the public arena of the value of the contribution NGOs make to the development of civil society and the challenging work undertaken by the NGO workforce.

“The NGO sector is not valued. In the context of the mining boom, the government has done little to support the sector.”

(Stakeholder comment)

“We deal with the kind of issues and do the kind of work people would rather not know about – but they would know if we didn’t do it”.

(Stakeholder comment)

“People generally don’t know the contribution we make to the community and take services for granted.”

(Stakeholder comment)

4.10 Gaps in services in the region

The gaps included in the following list were identified in surveys and the consultation process and reflect the knowledge, experience and understanding of people living and/or working in the Pilbara region. Some gaps identified were location specific but most were relevant, at some level, to the region in its entirety. The consultants did not undertake a formal needs assessment and the gaps listed should be considered in the detailed planning process proposed in recommendations 1 and 2.

Services and programs for children and families.

Early childhood education and care (child care) in some communities: there was a view that the Communities for Children program was having a positive impact in the West Pilbara. While the number of child care places in the region has recently increased, some gaps in childcare provision in some locations and the cost of child care were seen as impediments to access to child care.

Programs for children in the middle years (8 -15 years): across the region NGOs consistently identified a lack of programs for children in this age group.

Outside school hours care services: the supply of outside school hours care (OSHC) was limited compared with the supply of early childhood education and care. Factors contributing to the gap in provision of OSHC were identified as the availability of an appropriate venue in some locations and the availability of staff for the hours during which OSHC operates.

Emergency accommodation/safe houses for women, children and young people (accommodation and services for male perpetrators): the need for safe accommodation for women, and/or children and young people escaping family and domestic violence was identified as an issue across the region and a particular issue in smaller towns and communities where options were extremely limited. There was a view that there is a gap in the provision of accommodation and services for male perpetrators that would enable women, children and young people to stay in the family home.

Community based mental health and alcohol and drug services and programs.

Community based mental health services and programs: the Mental Health Commission's reform agenda was acknowledged in the consultation process and the objectives of providing person-centred services that support recovery and connected whole of government and community approaches were welcomed. Gaps were identified as community based services provided in other regions and the inadequate level of service provided in the Pilbara. Given the complexity of mental health issues that some mainstream and targeted services deal with on a daily basis, the availability of qualified, experienced mental health workers who could be embedded in existing organisations and services was also identified as a gap.

Community based alcohol and drug early intervention programs and treatment services: as discussed in section 4.7.1, the multiple impacts of increasing alcohol and drug use in communities across the region were identified by service providers as an issue that, unless addressed, will be a long term impediment to positive outcomes for individuals and communities. In addition to the broad range of services and programs needed to address the issue, support for community determined responses was identified as a specific gap.

Services and programs for men: NGOs identified services that address men's health including mental health and wellbeing as a key gap in the provision of services across the Pilbara. NGOs noted that a further challenge in delivering services for men is recruiting and retaining male employees to the sector. With 720 members, the Australian Men's Shed Association (AMSA) is now the largest Association in Australia focussed on men's health and wellbeing⁴⁹. The Para Men's Shed, the only men's shed in the Pilbara region, was identified as a model that could be replicated in other locations.

Emergency relief

The high cost of living in the Pilbara region is impacting on many individuals and families and the demand for emergency relief is increasing. Organisations are finding that the level of emergency relief currently available is not adequate.

Multi-functioning respite care facilities

There are some respite care services available in the Pilbara, including mobile and centre-based respite care services. The view was expressed that the availability of respite for carers and clients of disability, aged care and mental health services was inadequate, more so in smaller communities. Whilst this gap may be addressed in current and future procurement processes there was a view that in towns and communities, consideration could be given to the development of a multi-functional facility that could accommodate people with different care and support needs.

Residential aged care facilities

Despite an increasing number of inter-generation families now living in the Pilbara and a growing number of people wanting to stay in a Pilbara community post retirement, the limited affordable residential options for ageing in place and lack of aged care facilities are impediments to this occurring. This can

sometimes result in a loss of skills and experience to the community as family members from the next generation move away from the region to support their family member in a new location. There was a view that there is a gap in the range of residential aged care options available.

Public transport

The lack of availability of public transport in Karratha and Hedland was consistently identified as a gap which had consequences, for example, for low paid workers needing to use taxis to travel from home to work between Port Hedland and South Hedland. Given the importance of public transport in linking people to services and community facilities, future planning for community facilities should take account of existing and proposed public transport routes and future transport routes should take account of the location of community facilities.

Travellers' facilities

Availability of low cost accommodation and accessible ablution facilities for travellers including backpackers was identified as a gap.



5. The future

5.1 The future planning and coordination of NGO services in the Pilbara

The Pilbara NGO Map and Gap Analysis project provided evidence that there is a high level of investment from governments, the private sector and philanthropic organisations and foundations in NGO services and programs in the Pilbara region. There was also evidence that a committed workforce of a large number of large and small NGOs provides a diverse range of services and programs in towns and communities across the region. Valuable knowledge and strengths were found to exist in the region's communities and NGO sector.

Resource companies have long term plans, governments have developed comprehensive regional infrastructure plans and strategic plans have been developed by local governments. At an individual NGO level, strategic planning has been undertaken and a range of communication networks operate

for different sections of the broader NGO sector.

Despite the level of activity and investment, it was not clear that positive outcomes were being delivered and the question needs to be asked whether services and service delivery models are the most appropriate in all settings.

Whilst the project identified specific issues to be addressed to strengthen the NGO sector (see recommendations in 6.2) the most significant gap identified is a coordinated strategic approach to planning services to be delivered by the NGO sector for the region as a whole.

Given the diversity of the region and its populations, a place-based approach to planning people and community centred services, programs and facilities was identified as the most appropriate. Such an approach is consistent with the Western Australian Government's *Delivering Community Services in Partnership Policy* and needs to draw

on local community knowledge and understanding. The approach also calls for a commitment to interagency collaboration at a government level as well as pooling of funding to be administered by a single government agency.

It is inevitable that as the population increases in the region, some NGOs will also expand and outgrow their current accommodation. Allocation of land for future use for NGO office and service delivery accommodation is therefore important as planning for the two Pilbara cities and the region proceeds. A framework for services and facilities should be developed in consultation with the NGO sector, reflecting the directions of the Pilbara Cities vision, settlement hierarchy and proposals to grow the region's cities, towns and communities (see Appendix 6) to determine:

- i. What services should have a regional focus and broad target group and be located centrally in Karratha and/or Hedland and what facilities will be needed to support those services? Accessibility is an important consideration in the location of facilities.
- ii. Which of the regional services located centrally in Karratha or Hedland might be provided on an outreach basis by non-Pilbara based organisations until population targets are reached and what appropriate facilities need to be available for use/lease on a part-time basis? What services should be located in a sub-regional centre and/or town or village and are there existing facilities that are appropriate as hubs or venues for a variety of services and activities?
- iii. What services provided at a sub-regional centre and/or town or village level will continue to be provided on an outreach basis by city-based organisations and what new or upgraded facilities will be needed.

5.2 Recommendations

Recommendation 1	It is recommended that a ten year Pilbara Region Community Plan be developed.
Recommendation 2	It is recommended that <ol style="list-style-type: none"> a. a ten year NGO accommodation and facilities plan be developed, and b. appropriately located land be allocated for NGO office and service delivery accommodation.
Recommendation 3	It is recommended: <ol style="list-style-type: none"> a. that government funding for services to be delivered in the Pilbara region reflect real costs of operating and doing business in the Pilbara, b. that the regional price index be applied to government contracts, and c. that economic analysis be undertaken to establish the cost of delivering NGO services in the Pilbara region by recognised independent economist/s. <p>NOTE: Consideration could be given in the future to scoping a research project to identify the quantum of investment in the Pilbara for provision of human services by not for profit organisations, recognising the complexity of such a project.</p>
Recommendation 4:	It is recommended that a project be undertaken to develop options for sustainable organisation models. Options should include streamlining and/or merging of some services and regional service provision that provides choice for consumers and scale that enhances governance and capacity to deliver outcomes.
Recommendation 5:	It is recommended that a communication strategy be developed as a public relations and marketing tool to raise the profile of the NGO sector. The strategy should address the role of the NGO sector in building communities and the value the sector contributes to the community and the region.
Recommendation 6:	It is recommended that an action research project be undertaken to implement and evaluate use of ICT in areas such as virtual board membership and mentoring of CEOs and managers.
Recommendation 7:	It is recommended that a pilot project be undertaken to assess the impact of a salary structure which includes parity with government salaries and innovative incentives such as three and five year bonus payments on the retention of staff in executive or senior management positions in the Pilbara region.
Recommendation 8:	It is recommended that housing for NGO organisations include a mixed model and security of tenure.
Recommendation 9:	It is recommended that PANGO's role be expanded and the organisation be resourced <ol style="list-style-type: none"> a. as the recognised regional advocate b. to have a regional co-ordination and planning role c. to provide management support to NGOs in areas including IT, recruitment, human resource and IR advice, accounting, training and professional development d. to develop a model for sponsoring and/or managing services.

Appendix I: List of Pilbara NGOs by organisation name

NGOs

Aboriginal Family Law Services	Hedland Women's Refuge Inc	Onslow Playgroup
Aboriginal Legal Service of Western Australia (ALSWA)	IBN Pty Ltd	Oz Help Foundation
Acacia Support Service Incorporated	Indigenous Parent Factor Program	Pannawonica Early Learning Centre (CSSU)
Anglicare WA Inc	Juluwarlu Group Aboriginal Corporation	Pannawonica Playgroup Inc
Arafmi (WA) Inc	Kanyiminpa Jukurpa (KJ)	Paraburdoo Early Learning Centre (CSSU)
Ashburton Aboriginal Corporation	Karingal Neighbourhood Centre Inc.	Paraburdoo Toy Library
Australian Breastfeeding Association	Karratha Community House	Pilbara Association of Non Government Organisations Inc – PANGO
Beacon Foundation	Karratha Emergency Relief Organisation Incorporated (KERO)	Pilbara Indigenous Women's Aboriginal Corporation (PIWAC)
Bloodwood Tree Association Incorporated	Karratha Family Centre	Pilbara Multicultural Association Inc
Bright Stars Family Day Care	Karratha Family Centre - Karratha Humpty Dumpty Toy Library	Pilbara and Kimberley Care Inc
Bulgarra Early Learning Centre (CSSU)	Karratha Out of School Care and Vacation Care Program (CSSU)	Pilbara Community Legal Service (PCLS)
Buurabalayji Thalanyji Aboriginal Corporation RNTBC	Leadership WA	Pilbara Health Network
Cancer Council of WA	Len Taplin Children's Services - Long Day Care (CSSU)	Pilbara Joblink Inc
Child Australia (Child Inclusive Learning and Development Australia)	Len Taplin Children's Services - Out of School Care (CSSU)	Pilbara Meta Maya Regional Aboriginal Corporation
Combined Universities Centre for Rural Health	Lifestyle Solutions (Aust) Ltd	Police and Community Youth Centres (PCYC)
Constable Care Child Safety Foundation	Local Information Network Karratha (LINK)	Port Hedland Toy Library
Cooke Point Playgroup Inc	Luke Adams Foundation	Protective Behaviours WA (PBWA)
CSSU (Children Services Support Unit)	Martu People Ltd (Martu Charitable Trust)	Puntukurnu Aboriginal Medical Service (PAMS)
Dampier Early Learning Centre (CSSU)	Mawarnkarra Health Service	Regional Development Australia: Pilbara
Dampier Family Playgroup	Millars Well Early Learning Centre (CSSU)	Relationships Australia WA
David Wirrpanda Foundation	Mission Australia	Rose Nowers Early Learning Centre Inc
Drug Arm WA	Murujuga Aboriginal Corporation	Royal Flying Doctor Service
East Pilbara Independent Support Inc (EPIS)	Nameless Playgroup Association Inc	Salvation Army Crossroads West
Family Planning Sexual Health Services	Newman Day Care Centre	Southern Cross Care
Frontier Services	Newman Neighbourhood Centre	St John's Ambulance
Global Interaction	Newman Playgroup Inc	St Vincent de Paul Society
Grand Lodge of Western Australian Freemasons Homes for The Aged (Inc)	Newman Toy Library & Resource Centre	Telethon Speech and Hearing
Graham (Polly) Farmer Foundation Incorporated	Newman Women's Shelter Inc	The Para Men's Shed
Gumala Aboriginal Corporation	Ngala	The Smith Family
Hedland Emergency Relief Organisation (HERO)	Ngarliyarndu Bindirri Aboriginal Corporation	Tom Price Toy Library
Hedland Personnel Inc	Ngarluma Tharndu Karrunga Maya (Ngarluma Charitable Trust an Entity of Ngarluma Aboriginal Corporation (NAC)	Tom Price Youth Association Inc
Hedland Playgroup Inc	Ngarluma Yindjibarndi Foundation Limited (NYFL)	Treloar Child Care Centre Incorporated
Hedland Well Women's Centre Incorporated	Nintirri Centre Inc	Wangka Maya Pilbara Aboriginal Corporation
	Onslow Early Learning Centre (CSSU)	Wickham Early Learning Centre (CSSU)
		Wickham Out of School Care (CSSU)
		Wickham Playgroup Inc

Wirraka Maya Health Services Aboriginal Corporation
 World Vision
 Yaandina Family Centre Inc
 Yamatji Marlpa Aboriginal Corporation (YMAC)
 YMCA Perth Inc and YMCA Perth Youth and Community Services
 Youth Involvement Council Incorporated

Aboriginal communities and homeland settlements

SHIRE OF ROEBOURNE

Cheeditha Group Aboriginal Corporation (Roebourne)
 Mingulltharndo Aboriginal Corporation (Roebourne 5 Mile)
 Weymul Aboriginal Corporation (60km out of Karratha-Cheratta)

SHIRE OF ASHBURTON

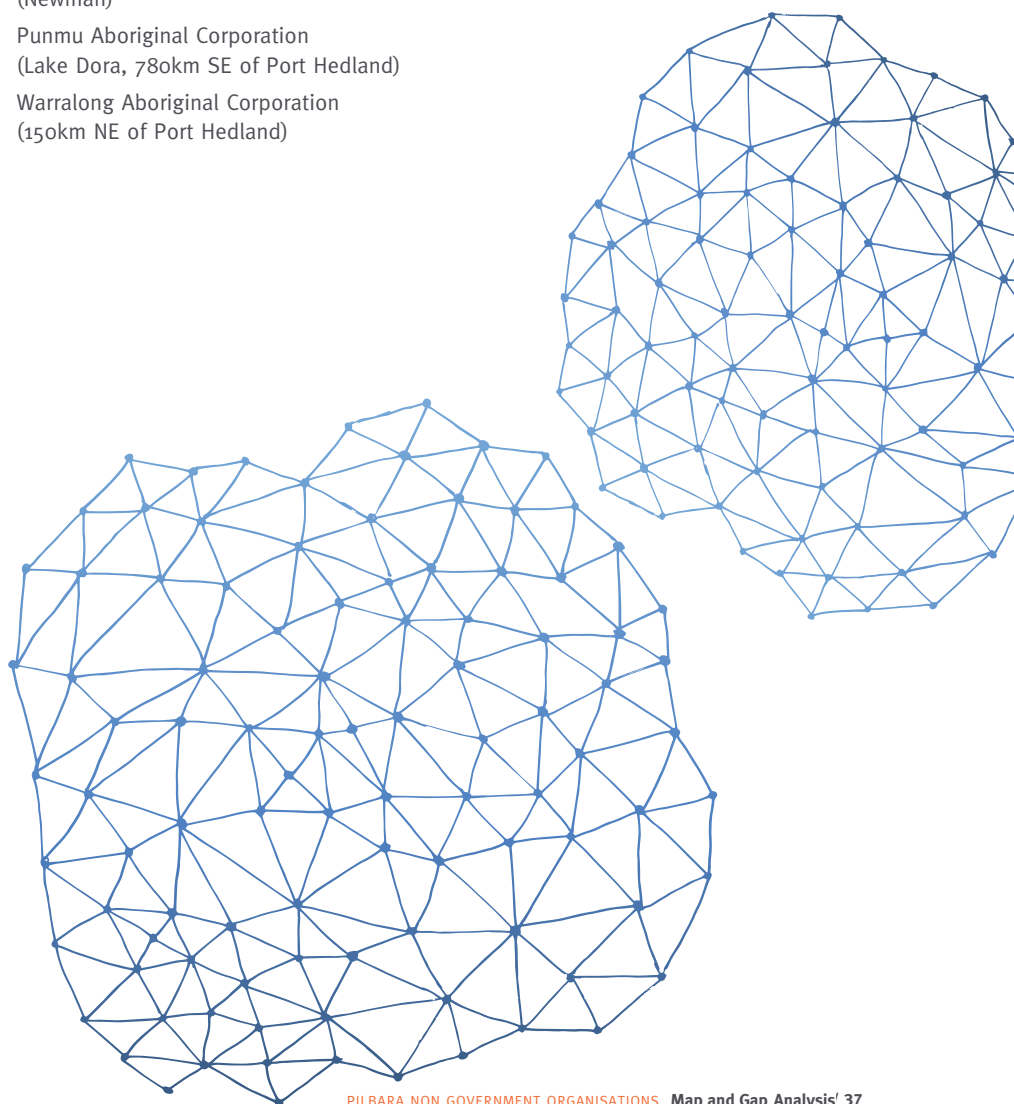
Innawonga (Bellary Springs, 25 km SE of Tom Price)
 Bindi Bindi Community (Onslow)
 Ngurawaana Group Aboriginal Corporation (100km SE of Karratha)
 Wakathuni Aboriginal Corporation (20km SE of Tom Price)
 Youngaleena Bunjima Aboriginal Corporation (25kms out of Munjina Roadhouse)

TOWN OF PORT HEDLAND

Jinparinya Aboriginal Corporation (30km north of Port Hedland)
 Marta Marta Aboriginal Corporation (30km north of Port Hedland)
 Mugarinya Community Association (Yandeyarra, 130km south of Port Hedland)
 Tjaka Boorda Community (Port Hedland)

SHIRE OF EAST PILBARA

Irrungadji Group Association (Nullagine)
 Jigalong Community Inc (165km east of Newman)
 Kiwirrkurra Community (NT Border)
 Kunnawarritji Aboriginal Corporation (Well 33 780 km SE of Port Hedland)
 Mirtunkarra Aboriginal Corporation (Goodabinya/Marble Bar)
 Nomads Charitable & Education Foundation (Carlindie, Strelley, Warralong)
 Parnngurr (Cotton Creek, 370km east of Newman)
 Pipunya Community Inc (Marble Bar)
 Parnpajinya Aboriginal Association (Newman)
 Punmu Aboriginal Corporation (Lake Dora, 780km SE of Port Hedland)
 Warralong Aboriginal Corporation (150km NE of Port Hedland)



Appendix 2: Pilbara NGO networks and forums

	Location
Aboriginal Health Planning Forum	
Aboriginal Playgroup Working Party	
Alcohol Management Plan	Port Hedland
Child Protection Agency Committee	
Community Safety and Crime Prevention Group	Port Hedland
Department of Child Protection Group	Newman
Early Years Groups	Hedland, Karratha, Tom Price
East Pilbara Volatile Substance Use Working Group	East Pilbara coordinated by South Hedland ICC, FaHCSIA
East Pilbara Youth Engagement Partnership	East Pilbara
Health Advisory Group	
Hedland Aboriginal Forum	Port Hedland
Hedland Says No To Violence Working Committee	Port Hedland
Hedland Youth Stakeholder Action Group	Port Hedland
Liquor Accord Group	Newman
Local Advisory Group: sexual health	Roebourne
Local Drug Action Group	
Minerals Council of Australia: Women in Mining Working Group	
NAIDOC Working Committee	
Newman Community Consultative Group	Newman
Pilbara Australian Government Employment Services Group	
Pilbara Aboriginal Health Forum	
Pilbara Apprenticeship Group	
Pilbara Child Safety Network Meetings	
Pilbara Indigenous Organisations CEOs Group	
Pilbara Industries Community Council	
Pilbara Workforce Development Alliance	
Pilbara Volatile Substance Use Working Group	Port Hedland
Roebourne Driving Forum	
Sexual Health Advisory Group	
West Pilbara Early Years Group	West Pilbara
West Pilbara Communities for Children	West Pilbara
Western Desert Volatile Substance Use Working Group	
Western Desert Youth Involvement Council	
Youth Coordinators Group	Roebourne
Youth Alliance	Newman

Appendix 3:

State Government's Delivering Community Services in Partnership Policy, 2011

NATURE OF THE RELATIONSHIP

The Policy seeks to improve outcomes for all Western Australians by building a genuine partnership between the public and not-for-profit community sectors in the policy, planning and delivery of Community Services in Western Australia.

The partnership is based on the following:

PARTNERSHIP PRINCIPLES

A commitment to improve social, cultural and economic outcomes for the Western Australian community.

A collaborative approach to decision-making and working together recognising the interdependence in the delivery of Community Services.

A partnership based on mutual trust and respect, with openness and transparency in all activities.

A recognition of the value and contribution of both sectors in the design and delivery of Community Services and the important roles each play in the wellbeing of the community.

An enduring commitment to the sustainability of Community Services.

A commitment to empowerment of service users in the planning, design and delivery of Community Services.

BEHAVIOURS

An enduring focus and drive to deliver demonstrable improvements in outcomes for all Western Australians.

Consultation on all significant issues, including the development of policy, planning and service design.

Transparency in decision-making, including through the sharing of data and information, basis for funding decisions and contracting requirements.

An interdependent approach to the planning and delivery of Community Services.

Public Authorities and Organisations work together to ensure that funding levels are sufficient for sustainable Community Services.

Engagement of citizens in the ongoing planning, design and delivery of Community Services through direct and indirect methods of consultation and representation in the development of service delivery.

Public Authorities are expected to engage with the not-for-profit community sector in a manner that is consistent with the Partnership Principles and Behaviours. The Department of Finance, Government Procurement, will develop standardised documentation and guides to support Public Authorities translate these principles and behaviours into practice (refer to the Reducing the Administrative Burden section of the *Policy* for more information).

Appendix 4:

Pilbara Cities settlement hierarchy

Function	Priorities	Target population (by 2035)	Footprint (approx area ha)
City	Karratha	50,000	5,000
City	Port Hedland	50,000	7,000
Sub-regional centre	Newman	15,000	800
Major town	Tom Price	25,000 (total all other settlements) The population and footprint of these settlements will be largely determined by mining and oil and gas related industry in the locality)	
Major town	Onslow		
Major town	Wickham		
Town	Paraburdoo		
Town	Roebourne		
Town	Pannawonica		
Village	Point Sampson		
Village	Nullagine		
Village	Marble Bar		
Village	Cossack		
Village (subject to investigation)	Shellborough		
Aboriginal communities			*
TOTAL		140,000	

Source: Pilbara Planning and Infrastructure Framework, Western Australian Planning Commission, November 2011, p.12

* “Community layout plans (prepared under State Planning Policy 3.2 - Planning for Aboriginal Communities and endorsed by the WAPC) provide an analysis of need and plan for existing and future demand for housing and infrastructure in aboriginal settlements. These plans are generally updated every five years and, where these have been prepared, should be consulted with regard to housing requirements for specific settlements”⁵⁰

Appendix 5:

Facilities including libraries and community resource centres

West Pilbara

Shire of Roebourne

Dampier

Dampier Community Hall, High Street
Dampier Library, High Street
Millars Well & Dampier Pavilion

Karratha

Frank Butler Community Centre (formerly Bulgarra Community Centre), Hunt Way
Karratha Family Centre, corner Balmoral and Warambie Roads
Karratha Library Temporary Location: Pam Buchanan Family Centre, Gardugarli Drive, Baynton West
Pam Buchanan Family Centre, 51 Gardugarli Drive
The Youth Shed, corner of Hillview and Balmoral Roads
Welcome Lotteries House, 7 Morse Court

Roebourne

Roebourne Community Hall
Roebourne Community Resource Centre
Roebourne Library, Corner Sholl and Padbury Streets
Roebourne Youth Centre

Wickham

Wickham Library, Tamarind Place

Shire of Ashburton

Bellary Springs

Community Centre
(30km Northeast of Paraburdoo)

Onslow

Onslow Community Resource Centre, corner of Third Avenue and McRae Place
Onslow Library, Second Avenue
Onslow Multipurpose Complex
RM Forrest Memorial Hall, Second Avenue
Shire Hall, Second Avenue

Pannawonica

Pannawonica Library, Pannawonica Drive
Sports Pavillion

Paraburdoo

Ashburton Hall and Lesser Hall
Karingal Neighbourhood Centre, Lot 1 Ashburton Ave, Paraburdoo

Paraburdoo Library
(rear of the Ashburton Hall)
Sports Pavillion

Tom Price

Civic Centre
Community Centre
Nintirri Neighbourhood Centre
Tom Price Library, Central Road, Tom Price
Recreation Centre
Sports Pavillion

East Pilbara

Town of Port Hedland

Port Hedland

Andrew McLaughlin Centre, Keesing Street, Cooke Point
Port Hedland Library, Dempster Street

South Hedland

Bloodwood Tree Association, 19 Hamilton Road
JD Hardie Centre, Cottier Drive
Well Women's Centre, 3 Leake Street
Lawson Street Youth Centre, 34 Lawson Street
South Hedland Library, Leake Street
South Hedland Lotteries House, 2 Leake Street
Wanangkura Stadium, Hamilton Road
Wangka Maya Pilbara Aboriginal Language Centre, 67 Throssell Road

Shire of East Pilbara

Marble Bar

Marble Bar Civic Centre
Marble Bar Public Library, Shire Office, Francis Street
Marble Bar Community Resource Centre, 11 Francis Street

Newman

Newman Community Hall, Mindarra Avenue
Newman Community Library
Newman House, 46 Iron Ore Parade
Newman Neighbourhood Centre, 2 Mackay Street
Newman Recreation Centre, Corner Fortescue and Gregory Avenue
Newman Youth Centre, Corner Moondoorow Street and Hilditch Avenue, Newman

Nullagine

Gallop Hall
Nullagine Community Resource Centre, 39 Gallop Road
Nullagine Public Library
(next to Gallop Hall)

Appendix 6: Western Australian peak bodies

Aged and Community Services (WA) (ACSWA)

Community Legal Centres Association (WA) (CLCA)

Financial Counsellors Association of WA

Linkwest (State Association for Community, Neighbourhood and Learning Centres)

Men's Advisory Network (M.A.N.)

National Disability Services (NDS)

Playgroup WA

Shelter WA

Volunteering WA

Western Australian Association for Mental Health (WAAMH)

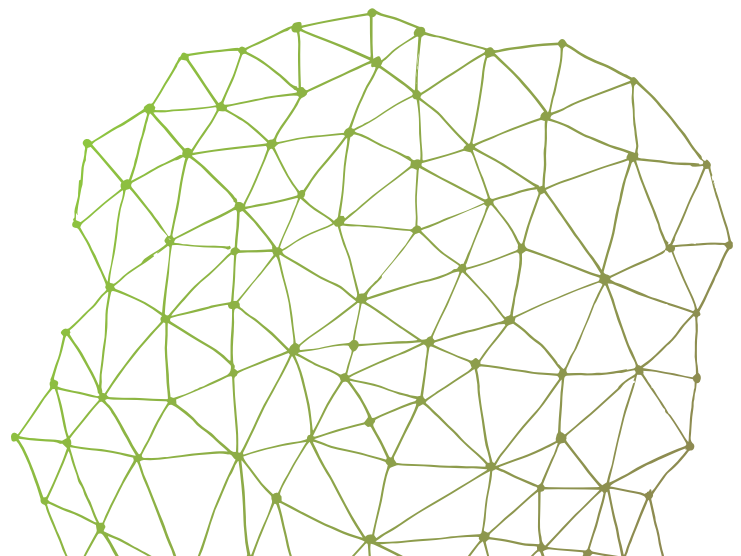
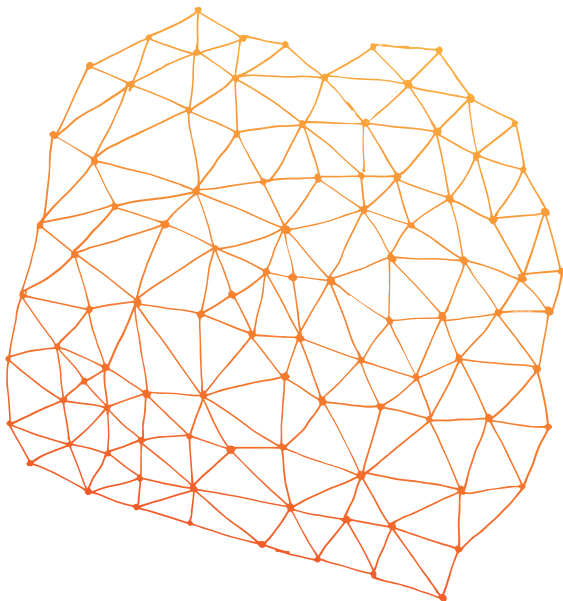
Western Australian Association of Toy Libraries (WAATL)

Western Australian Council of Social Service (WACOSS)

Western Australian Network of Alcohol and other Drug Agencies (WANADA)

Women's Council for Domestic and Family Violence Services (WA) (WCDFVS)

Youth Affairs Council of WA (YACWA)



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