



**Our Community.
Our Future.
Our Homes.**

Aboriginal Employment and Business Enterprise Development Framework

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DEPARTMENT OF LOCAL GOVERNMENT,
HOUSING AND COMMUNITY DEVELOPMENT



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Definitions	
Term	Definition
Aboriginal Business Enterprise (ABE)	An Aboriginal Business Enterprise (ABE) is defined as: <ul style="list-style-type: none"> • an organisation that is 50 per cent or more Aboriginal owned or controlled that is operating as a business, including companies, incorporated associations, trusts and social enterprises or registered charities if they are operating as a business, or • another form of Aboriginal organisation as agreed by the JSC.
Eligible Enterprise (EE)	An Eligible Enterprise is a business with a minimum of 30 per cent of its full time employees who are local Aboriginal people. Eligible enterprises will be considered where they have local employees who reside in the community covered by the procurement activity; secondly, the region; and lastly, the Northern Territory.
Joint Venture	Joint Venture is defined as a collaboration between two businesses for commercial purposes. There are two types referred to by the ABED team: <ul style="list-style-type: none"> • Incorporated – a newly established legal entity as a joining of two or more organisations. It has a separate business name, ABN etc. The new business can be the head contractor. This requires a JV document which outlines the roles and responsibilities of each party including financial, governance, dispute resolutions – legally binding. • Unincorporated – an agreement between two or more organisations to use each other's services. One of the organisations would need to be the head contractor. This includes nominated subcontractor arrangements, MOUs etc. – not legally binding.
Full Time Equivalent	Full Time Equivalent (FTE) is calculated on the actual hours worked by an individual divided by the month's capped hours. The month's capped hours are based on a standard working week of 38 hours (which translates to 7.6 hours per day which in turn is 152 hours in a four week month). If there are more than 20 business days in month, the 152 hours is adjusted accordingly.
Percentage of Aboriginal employment	Percentage of Aboriginal employment is defined as the percentage of FTE staff of an organisation who identify as Aboriginal. This is recorded through progress reporting of organisations who are contracted to deliver capital works and PTM services.
Headcount	Total number of employees who worked hours on the project during the reporting month as a percentage of the workforce.
Local	Local refers to local to the community where services are being delivered.
Regional	Regional refers to regional to the community where services are being delivered.

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1. Introduction

1.1 Introduction to this document

The Northern Territory (NT) and Australian Governments are committed to ensuring, to the maximum extent possible, that housing works and related services delivered through the **Our Community. Our Future. Our Homes.** Remote Housing Investment Package (the program) are delivered by local Aboriginal Territorians and businesses.

The purpose of this framework is to describe how remote Aboriginal employment and business opportunities will be realised through implementation of **Our Community. Our Future. Our Homes.**

This framework is a living document and may be amended as the program is implemented.

1.2 Overview of *Our Community. Our Future. Our Homes.*

In 2016, the NT Government committed \$1.1 billion into remote Aboriginal community housing and an additional \$426 million into essential land servicing and infrastructure to be delivered through **Our Community. Our Future. Our Homes.**

Our Community. Our Future. Our Homes. consists of the following commitments from the NT Government over ten years:

- HomeBuild NT – \$500 million to construct new homes in remote communities.
- Room to Breathe – \$200 million to build rooms, granny flats, spaces designed to provide more living space, sleeping space and outdoor cooking places.
- Expanded Government Employee Housing – \$200 million to build additional Government Employee Housing, providing access to Government Employee Housing accommodation for locally recruited government employees.
- Additional Repairs and Maintenance – an additional \$200 million for the repairs and maintenance of remote community housing.
- \$426 million over eight years to provide essential land services and infrastructure for remote community housing.

In 2018, the Australian Government also committed \$550m over five years through the National Partnership for Remote Housing Northern Territory (NPRH NT). This agreement was signed in March 2019 and includes the following:

- \$550m to deliver additional capital works and property and tenancy management (PTM) services.

As part of the NPRH NT both Governments have agreed that the primary mechanism for the delivery of the \$550 million Australian Government contribution to remote housing will be through the NT Government's **Our Community. Our Future. Our Homes.** program, incorporating Local Decision Making principles and procurement policies.

The program aims to support the development of remote Aboriginal communities through the following objectives:

1. Community engagement and local decision making

- a. Identify and develop accommodation options through community engagement and local decision making bodies with capacity building, where appropriate.



- b. Build positive relationships based on openness and transparency.
- 2. Reducing overcrowding and improving accommodation outcomes**
 - a. Reduce overcrowding by increasing the supply of new housing and extending existing homes.
 - b. Increase access to a range of appropriate, place-responsive accommodation options to meet community needs.
 - c. Upgrade and maintain existing houses to an appropriate standard.
- 3. Improving social and economic outcomes**
 - a. Contribute to social and economic development of remote Aboriginal communities by ensuring, to the maximum extent possible, that housing services are delivered by local Aboriginal Territorians and businesses.
- 4. Value**
 - a. New housing is appropriate without being excessively expensive.
 - b. Reduce whole of life cost of delivering and managing accommodation through innovation and economies of scale at pace with industry and community capacity.

2. The Aboriginal Employment and Business Enterprise Development Framework

This framework outlines:

- the rationale for achieving forty per cent Aboriginal employment for the total capital works and PTM workforce through the program for 2019-20, increasing by two per cent per year onwards;
- strategies that will be implemented to achieve the above targets; and
- how the department will monitor and report on these targets.

2.1 Objectives

The objectives of this framework include to:

1. Increase the proportion of (preferentially local) Aboriginal staff who are employed through the program.
2. Build Aboriginal Business Enterprise (ABE) capacity and capability to be able to independently deliver housing-related works and services.
3. Collaborate with other NT and Australian government and non government agencies to support a coordinated approach to building Aboriginal employment and business opportunities in remote NT communities.

2.2 Key principles

The following principles will guide delivery of the activities outlined within this framework:

- Maximising Aboriginal participation
- Maximising Aboriginal employment
- Developing pipeline of works
- Developing targeted packages to suit ABEs and long term contracts
- Achieving value for Territory

2.3 Linkages

This framework will be integrated with all other elements of the program, including:



- **Local Decision Making:** In line with the NT Government’s Local Decision Making Framework Policy and the Remote Engagement and Coordination Strategy (RECS), the levels of community participation include informing, consulting and active participation. Community members are involved at the beginning to have their say in the design of their homes as well as being empowered to determine where and when works will happen. Recognising that every community is unique, local decision making governance structures vary with some communities choosing the use of established Housing Reference Groups and Local Authority groups, and some communities preferring community meetings. To ensure that the program is developed in true partnership with Aboriginal communities, trained Aboriginal interpreters are available throughout each phase of engagement.
- **Capital Works** (including Room to Breathe, HomeBuild NT, Government Employee Housing and Infrastructure): The delivery of infrastructure, new builds and expanded living spaces to improve the supply of remote housing and reduce overcrowding.
- **PTM services:** The delivery of effective PTM services in order to increase the standard of remote housing and increase sustainability of tenancies.

2.4 Scope

The following will be included within this framework:

- Identification of opportunities and implementation of strategies to build the remote Aboriginal workforce in relation to housing works and related services.
- Identification of opportunities in relation to, and implementation of strategies to support, business enterprise capacity development for ABEs.
- Changes to systems and processes within DLGHCD to preferentially employ ABEs to deliver housing-related works and services.
- Program procurement activities.

2.5 Key result areas

The following key result areas (KRAs) align to the objectives of this framework:

OBJECTIVE
KEY RESULT AREA 1: Increase the proportion of (preferentially local) Aboriginal staff who are employed through the program.
KEY RESULT AREA 2: Build ABE capacity to be able to independently deliver remote housing works and services.
KEY RESULT AREA 3: Collaborate with other NT and Australian government and non government agencies to support a coordinated approach to building Aboriginal employment and business opportunities in remote NT communities.



Key Result Area 1: Increase the proportion of (preferentially local) Aboriginal staff who are employed through the program.

The program’s Aboriginal Business Enterprise Development Unit (ABEDU) will work with each community to identify where there may be opportunities for ABEs to train or employ Aboriginal people, who are preferentially local, through the program. When ABEs express interest or demonstrate capacity to train and employ Aboriginal staff, the ABEDU will make referrals to Workforce Training Coordinators (WTCs) at the Department of Trade, Business and Innovation (DTBI) as per the Memorandum of Understanding (MoU) currently in development. WTCs will then work closely with ABEs, and non-ABEs who employ Aboriginal staff, to assess their needs and provide them with information and support in relation to:

- Identifying skills and relevant qualifications for trainees and staff.
- Seeking funding to deliver pre-employment training programs.
- Identifying Registered Training Organisations (RTOs) who may be able to provide training.
- Increasing the annual minimum Aboriginal FTE involved in capital works and property and tenancy management.

STRATEGIES
Identify and establish ongoing employment opportunities for local Aboriginal staff through development of long-term community-specific housing plans (eg. Engagement with CDP, labour hire organisations) and contract arrangements
Identify and refer ABEs to DTBI for access to workforce development programs
Monitor contractor employment data and identify contractors that may need assistance.

Key Result Area 2: Build ABE capacity and capability to be able to independently deliver remote housing works and services.

The community engagement process for the program involves identifying ABEs that operate locally and have capacity or aspirations to deliver works under the program. The capacity building process involves an initial assessment of each ABE that is interested in participating in the program. The program will collect information around financial capacity and resources, human resources, and operational considerations including workplace health and safety, governance, systems and processes. This will ensure that appropriate contracts can be awarded to ABEs.

Initial assessment of ABE capacity will also include discussing with ABEs about their preferences in terms of how they would like to grow their business. For example, tenancy management is another option for services that could be delivered locally – however this option may not be appropriate for when communities decide that this brings too much complexity in negotiating family and community relationships through the kinship system. This process will be determined through a Local Decision Making (LDM) approach.

As it can be difficult for these organisations to plan for the long term with short term contracts only, a key initiative within this KRA is to trial Remote Contract Framework Agreements (RCFA) with community-based ABEs. With five year agreements in place, the intention is to improve planning to increase the business capacity of ABEs as they deliver works as part of the program.

Efforts to build long term capability of the housing sector to employ ABEs to deliver works are driven by the procurement process. As the focus of the program is on economic development within remote communities, Requests for Tenders are to comply with:

- NT Government Procurement Governance Policy and Procurement Rules.
- An annual minimum of 40% Aboriginal employment is required for works delivered under the program, which will increase two per cent annually until the target cap of 46% is reached. Where possible it is expected that Aboriginal employees will be drawn from the specific community where the works are to be undertaken.
- The requirement for local Aboriginal business development to enable sustainable training and apprentices.

In line with the commitment for Aboriginal business development, local employment and to enable sustainable training and apprentices, procurement strategies are based on the following order of priorities:

1. direct engagement of local/community based ABE organisations via a select tender process;
2. direct engagement of regional based ABE organisations via a select tender process; or, if not available; and
3. engagement with Territory based organisations, wherever possible, through an open tender process.

Each tender, whether using select or open tender, will be assessed for Value-for-Territory. This assessment considers both price and non-price criteria including (but not limited to) past performance in remote locations, contractor capacity, contractor capability, local content and Aboriginal employment opportunities. The **Our Community. Our Future. Our Homes.** Procurement Framework outlines the program's approach to procurement.

STRATEGIES

Develop ABE Capacity Framework and business tools including Business Overview, Capacity Statement, Due Diligence Check

Develop and trial RCFA for delivery of five year contracts

Support ABEs to apply for tenders and deliver works

Identify and support joint venture opportunities where ABEs do not have capacity to independently deliver works

Connect ABEs with supply chain stakeholders to improve construction

Deliver annual Industry Forum for stakeholders in the housing and construction sector to network and share information

Provide information and support directly to ABEs around business development, including OCOFOH Bulletin

Clarify definition of Aboriginal Business Enterprise (ABE) and embed within stakeholder communication/engagement and program management documents

Embed business development principles throughout community engagement processes, governance and program management

Develop and maintain interest register and database of ABEs

Key Result Area 3: Collaborate with other NT and Australian Government and non government agencies to support a coordinated approach to building Aboriginal employment and business opportunities in remote NT communities.

To make the best use of resources and programs available to build employment and business opportunities as part of **Our Community. Our Future. Our Homes.**, it is essential to adopt a coordinated approach. The department does not have any specific business support programs and is reliant on other agencies’ speciality programs to support business growth and workforce development. Key examples include the DTBI Workforce Training and Small Business Champion programs. The ABEDU is instrumental in referring ABEs to relevant programs based on the work undertaken in investigating business capacity and supporting capability to deliver work packages via procurement processes. Opportunities will also be identified to connect up contractors with, for example, schools and employment programs, to establish traineeships and provide work opportunities for CDP participants in the delivery of housing services.

The development of the Aboriginal Contracting Framework (ACF), led by DTBI, will be integral for this key result area. DLGHCD is contributing to development of this framework. The aim of the ACF is to support Aboriginal employment and business opportunities through government contracting, including procurement and grants. This will benefit the Territory by growing the local economy, increasing business and regional development and building the local Territory workforce. The ACF may provide for further opportunities to increase economic opportunities available to ABEs.

The approach to employment and business enterprise development is underpinned by the Department of the Chief Minister’s (DCM) LDM Framework Policy. DLGHCD will support the implementation of place-based LDM approaches in each community for progressing towards the government’s long term aim of achieving community control over service delivery. In some cases this may be through the development of Multi-Agency Partnership Agreements (MAPs).

STRATEGIES
Contribute to the development of the Aboriginal Contracting Framework (ACF)
Increase awareness of and understanding about the ABE development agenda across government
Contribute to the implementation of DCM’s LDM Framework Policy by supporting community-level LDM initiatives such as Multi-Agency Partnership Plans (MAPs)
Develop a formal partnership (MoU) with DTBI to establish and support employment and business development opportunities
Refer ABEs to DTBI for business support and follow up
Link up ABEs to other government business support programs
Connect contractors to local employment providers such as CDP
Create pipeline of works to establish traineeships for local Aboriginal staff with local organisations

2.6 Outcomes

The anticipated outcomes of the Aboriginal Employment and Business Enterprise Development Framework include:

1. Increased proportion of staff who are employed through the program who identify as Aboriginal.
2. ABEs have capacity and capability to independently delivery housing-related works and services.
3. DLGHCD preferentially contracts ABEs to deliver housing-related works and services.

2.7 Success criteria

The success criteria for this project include:

- Increase in % of Aboriginal people employed to deliver housing works and services.
- Increase in % of Aboriginal workforce engaged on project works who are local to the community.
- Increase in level of CAL accreditation of ABEs.
- Increase in # ABEs contracted to deliver services.
- Increase in % of contracts carried out by ABEs rather than sub-contracted.
- Increase in % of employees of ABEs.
- Dollar value of works awarded to ABEs.

3. Planning and reporting

3.1 Planning

In line with Local Decision Making principles, the approach taken to planning for each community will be tailored to local needs, preferences and capacity. A generalised community planning process, which may look different in each community, is outlined step by step below.

1. Identify community where capital works will be undertaken. Prioritisation of works in communities will be determined through the program's Remote Housing Needs Assessment Model.
2. Undertake community engagement with relevant community stakeholders using Local Decision Making principles. This process is described in the program's Local Decision Making Guidelines.
3. Identify ABEs with capacity/aspiration for PTM or capital works and workforce development contacts.
4. Assess ABE preferences for program delivery and business growth. ABEs may or may not need business development support.
5. Liaise with DTBI to ensure support is in place through Territory Engagement and Delivery programs.
6. Provide relevant case management and support to ABEs and non-ABEs that have Aboriginal staff who are contracted for works.
7. Review and report progress.

3.2 Reporting

Reporting for this framework will occur through the following:

- Monthly reporting into program dashboard reports (including Aboriginal employment and ABE contracts awarded).
- Reporting to the Program Leadership Team (for RCFAs).
- MoU with DTBI.
- Budget Paper 3 KPIs.
- Election Commitments.

Reporting against milestones within the NPRH NT will occur against the following targets:

- Forty per cent Aboriginal employment for all capital works and PTM services for 2019-20, increasing by two per cent per year onwards.

Further details regarding milestones and payments are included within the NPRH NT.

For further details regarding reporting refer to the **Our Community. Our Future. Our Homes. Reporting Framework.**

4. Monitoring and evaluation

Monitoring and evaluation of this framework will be conducted through collection of data against metrics and key performance indicators as outlined in this document. Further details about the monitoring and evaluation process will be agreed upon as the Monitoring and Evaluation Framework for the program is developed.