

City of Greater Geraldton

Municipal Service Delivery proposal for Kardaloo Aboriginal community

INTRODUCTION

As part of the State Governments commitment made in the National Partnership Agreement on Remote Indigenous Housing, the Department of Local Government with the City of Greater Geraldton (the City) and WALGA have been working towards developing new proposed municipal service delivery arrangements for Kardaloo Aboriginal community. The proposed model of municipal service delivery defines the roles, responsibilities, funding and timeframes required for delivery.

The development of a proposed model for service delivery is a further exploration of the work from the Scoping and Costing Study completed in November 2011 by LG Consulting, to identify the best model of local government service delivery Kardaloo Aboriginal community.

THE COMMUNITY

The Aboriginal community of Kardaloo Farm, also known as Wandanooka is located 26kms north east of the townsite of Mullewa and 98kms from Geraldton. The community is located on Aboriginal Lands Trust land, title number 1981/166 registered to Wandanooka Aboriginal Corporation. The community is registered as part of the Mallewa-Wadjury Native Title claim.

The Kardaloo Aboriginal Corporation is registered with the Commonwealth Office of the Registrar of Indigenous Corporations (ORIC) and regulated under the Corporations (Aboriginal and Torres Strait Islander) Act 2006 (CATSI Act). It is understood that the Kardaloo Aboriginal Corporation (KAC) replaces the Wandanooka Corporation.

The community has approximately 35 residents on a permanent basis. There are 5 homes in the community managed by the Department of Housing Gascoyne Midwest District Manager. The homes are connected to grid supplied power, bore water (2 production bores) and septic tanks.

The Mid-West Employment and Economic Development Aboriginal Corporation (MEEDAC) receive FaHCSIA Municipal Services (MUNS) funding currently (to 30 June 2012) to deliver municipal services, while Pilbara Meta Maya receive Department of Housing Remote Area Essential Services Program (RAESP) funding to deliver essential services.

PROPOSAL

The City has proposed to formalise service delivery arrangements currently provided to the Kardaloo Aboriginal community and to maintain the current standard of services for those listed below.

The City will provide the following services:

- Waste management, including collection and disposal
- Maintenance of access and internal roads
- Environmental health activities
- Emergency management activities

The proposed model of service delivery is based on maintaining the community at the same population level and not increasing the service level standards or investing in new infrastructure.

SERVICES

The City has outlined below the proposed service activities that could be delivered:

Waste Management

1. Community waste collection has been identified to require maintenance of existing infrastructure, with minor upgrades to storage area / collection point.

The Community has in place 2 x 1100 litre bins which are positioned at the entrance to the community. It is proposed that this collection point be fashioned into a more permanent space, with the construction of a hard surfaced platform to hold the bins and provide easier access for hauling.

There are also approximately 100 car bodies throughout the community that need to be crushed and shredded for removal by Sims Metals. Estimation costs for this work to be obtained at time of services being agreed.

2. The Disposal of community waste has been identified as maintaining existing arrangements, of fortnightly collection from the community by contractor (Veolia) and transferred to Geraldton landfill, with waste collections from all other areas.
3. The Community unlicensed Landfill site is inoperable and requires decommissioning¹. There are two other locations where domestic waste has been deposited uncontrolled. In total there is approximately 1000m³ of uncontrolled waste material. The City has identified two options for the decommissioning of this site and controlling legacy waste:
 - a. DIA authorise the City to close the main site by pushing waste material into the trench and covering and nominate it to DEC as a contaminated site.
This would require the trench to be filled and other areas to have waste buried in situ and managed by the land owner (DIA) as contaminated sites. The land owner may be required to perform ground water table sampling and other activities.
 - b. Remove the waste items from the community and close the main trench site.
This would require the City to transport all waste materials from the community to the Geraldton landfill, and closure of the community site.

The City would favour option B, as this is the least risk adverse option available to the City, for future maintenance of the landfill site.

Roads

1. There is one Access Road via a through road to the community:
 - a. The Carnarvon-Mullewa Road², is a sealed through road commencing from Mullewa past Kardaloo Community that is being maintained by the City for the benefit of Mount Gibson Iron Ltd Talling Peak Mine under a public road agreement and lapses in the near future. The City will need to negotiate for maintaining the road infrastructure to accommodate service delivery to Kardaloo.
 - b. The City undertakes regular maintenance of the unsealed road (2.8kms) that provides access into the community off the Carnarvon-Mullewa Road. A specific timetable is not set for maintenance. The City has identified there are two options going forward for the maintenance of this section of road:
 - i. Maintain the current unsealed condition of the road, through regular grading when machinery is in the area.

¹ The council have approached the Departments of Environment and Conservation (DEC) and Indigenous Affairs (DIA) to confirm the process. DIA need to nominate to DEC all 3 sites to be decommissioned, with no legacy impact on management or installation of ground water bores.

² Mainroads WA classifies the Carnarvon-Mullewa Road as a minor local road, under the responsibility of the Local Government.

- ii. Construct a sealed road in place of the current unsealed section (2.8kms), then maintain to the same standard as the internal (sealed) roads.
2. Internal Roads – The City proposes to maintain the sealed internal ring road (1.84kms) to the current standard.
3. Drainage – The City will continue to maintain the graded earth diversion drain that was installed by the City previously to divert water from the community, by removing plant growth and repairing erosion
4. Street lighting – The City proposes to maintain the current level of street lighting (3) and liaise with Western Power on any infrastructure issues. There may be future capacity for the City to assume responsibility of the consumption costs, provided the funds can be captured through this process. It is estimated that consumption costs are approximately \$200/year.

Environmental Health

It is proposed the City continue to include Kardaloo into their Environmental Health activities under the current MoU resource sharing arrangements with Bundiyarra Aboriginal Community Aboriginal Corporation, which include:

- Pest management
- Animal management
- Maintenance of community open spaces, through the prevention of weeds, rodents and dust mitigation strategies as part of the community clean-up activities
- Education about personal and home hygiene
- Monitoring community water, waste water and rubbish, to maintain a clean safe community

These arrangements are currently funded by the Department of Health to the City and are delivered across the Midwest region, which encompasses Kardaloo community. In future this funding may not be provided to the City, but may be directed to Bundiyarra Aboriginal Community Aboriginal Corporation to deliver activities as part of the draft regional plan identifying Bundiyarra Aboriginal Community Aboriginal Corporation as the hub service provider to remote communities from Geraldton, leaving the City without the current control mechanisms with the activities. The City would remain responsible for inspections activities and would insist upon a Service Level Agreement with Bundiyarra Aboriginal Community Aboriginal Corporation and the Department of Health.

There may be scope for the City to include water quality testing and septic tank inspections in their regular duties within the community, to align with the service provided in Mullewa and to the level provided by the RAESP program.

It is also proposed that the City could partner with DIA to assist the community to maintain small crop growing areas, as currently funded through Healthy Communities funding, to enable the community to source fresh vegetables and promote healthy outcomes. Continuation of funding for this enterprise activity would be sought through DIA, provided community interest remains.

Emergency Management

The City proposes to maintain the current level of emergency management activities, utilising the Local Volunteer Fire Brigade to assist the community with fire prevention activities such as fire break management, the Mullewa Town Brigade to respond to incidents and the City to maintain the flood banks. There is the potential for the City to investigate the installation response infrastructure, such as fire sprinkler systems in the 5 houses and an additional pump to ensure appropriate flow in the event of a fire.

It is also proposed that the community be included in the City's broader emergency management arrangements and that educational activities with community residents are coordinated with FESA.

FUNDING

The purpose of this service delivery model is to investigate the costs associated with delivering municipal services to Kardaloo Aboriginal community. The City currently delivers a number of service activities to the community through the course of conducting normal business to surrounding areas including Mullewa. Within this model, these costs are captured to ensure the City is funded accordingly.

Currently services to Kardaloo community are funded through FaHCSIA Municipal Services (MUNS) funding to MEEDAC and Department of Housing Remote Area Essential Services (RAESP) funding to Pilbara Meta Maya.

The City receives Federal Assistance Grants of approximately \$235,000 for the total Aboriginal population across the City, estimated to be 2,582, of which 35 reside in Kardaloo community. This amount is insignificant in the cost of delivery of municipal services to the community and therefore any funding required would be sought outside of this allocation.

Cost of Delivery

The below table outlines the costs the City would require to deliver municipal services to Kardaloo Aboriginal community. These costs have been determined based on maintaining the standard of services currently provided to the community and no need for future capital investment in infrastructure.

Service	Operating / pa	Capital (yr. 1)
<i>Waste Management</i>		
Collection and disposal	\$11,000	\$30,000
Landfill (option b)	\$0	\$100,000
<i>Roads</i>		
Access Roads		
1. Carnarvon-Mullewa Road	\$225,000	\$0
2. Community Road (option ii)	\$21,000	\$140,000
Internal Ring Road (1.84kms)	\$13,800	\$0
Street Lighting (3) consumption	\$250	\$0
Drainage	\$1,200	\$0
<i>Environmental Health Programs</i>	\$6,835	\$0
<i>Emergency Management</i>		
Prevention activities	\$1,200	\$0
Response infrastructure	\$1,200	\$15,000
TOTAL	\$281,485	\$285,000

These costs are indicative of the funding required to deliver services at the current standard with some minor improvements, such as building a holding platform for the waste bins and sealing the access road between the Carnarvon-Mullewa road and the internal community ring road, i.e. 2.8kms.

These costs have been estimated at current market value and will need to be reviewed in line with the City's CPI reviews.

Funding Sources

This model has determined the current levels of funding and sources provided for Kardaloo community municipal service delivery is primarily through MUNS and RAESP funding from both the Commonwealth and State governments.

The expectation of WA Government for future funding arrangements for the City is to capture these current funding sources and include a component of the Emergency Services Levy (ESL) and a rate equivalent payment from the community. There would also be opportunities to align current WA Government funding, such as the Environmental Health program, Indigenous Roads and Emergency management, to ensure activities delivered by the City are funded accordingly.

Both the ESL and rate equivalent would need to be determined at the time of commitment to deliver services. It is anticipated the City would apply a rate equivalent of that charged to the Pindar Township, which offers a general comparison of distance and services.

GOVERNANCE ARRANGEMENTS

Local Planning - inclusion into the City of Greater Geraldton.

The community is held in trust with the Aboriginal Lands Trust under title number 1981/166 to Kardaloo Aboriginal Corporation, managed by the Department of Indigenous Affairs on behalf of the land owners, the Department of Regional Development and Lands.

The community is included in the Mallewa-Wadjury joint Native Title claim, over the Tallering Peak Iron Ore area.

Formal access arrangements for the City will be developed as part of the service agreement, entitling the City to access the community in the course of undertaking general business.

The Department of Planning developed a Community Layout Plan under the Aboriginal Settlements Guideline State Planning Policy 3.2 in 2007, to guide development of the community. This plan has not been finalised or endorsed by the City.

Prior to agreement of service delivery, the City would require the Department of Planning to revise the Community Layout Plan to cover only current community infrastructure, the potential pastoral plot for community farming and the future expectation of no further growth.

Service Delivery Arrangements

The delivery of services to Kardaloo Aboriginal community will be an agreement between the City, the WA Government and the Kardaloo Aboriginal Corporation through a Service Level Agreement.

There may also be the requirement for MoU arrangements between specific Government agencies and funding streams relevant to service activities, such as Environmental Health or independent service providers such as Bundiyarra Aboriginal Community Aboriginal Corporation.

RISK MANAGEMENT

The City has identified a number of risks that should be mentioned in development of this service delivery model.

1. Expectation of an increase of service standards in the future.
2. Deterioration of community infrastructure, such as water sources, septic tanks, which may fall to the City to remedy.
3. Evaluation of proposed costs to align with the City's CPI exceeding the level of funding agreed.
4. Growth of the community beyond the capacity of the agreed level and standards of services.
5. Inability to effectively collect a rate equivalent payment from the community.
6. Lack of control over service providers directly funded to deliver municipal services, such as Bundiyarra Aboriginal Community Aboriginal Corporation and their environmental health activities.
7. Lack of a strong Kardaloo community governance structure to maintain a service delivery relationship with.