



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 (**freehold**), 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 a **metal recycle operator**. 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 a waste contractor and transfer to Geraldton landfill, with waste collections from all other areas. **This service is costed on the basis of disposal volume of [2x1100ltr skip bins] on a fortnightly basis, with transport and landfill fees included in contract arrangements.**
3. The Community Landfill – there are 3 informal sites containing various levels of refuse, estimating 1000m³ in volume **at present, the sites** require decommissioning¹.

The City has identified two options for the decommissioning of community landfills:

- a. *Close the sites by covering and list as contaminated sites.*
This would require the sites to be buried and maintained by the land owner (DIA) as contaminated sites. The City may be required to perform water table sampling and other activities. **This option would involve heavy earth moving machinery to bury the sites. The City would be required to hire machinery and labour to perform the burial.**
- b. *Remove the landfill items from the community and close the sites.*
This option would require the current volume [1000m³] of waste to be transported to Geraldton landfill site and the community landfill to be covered with earth and closed. The City would need to tender for a contractor to carry out these works, including the transport and disposal of the waste. Disposal fees would need to be estimated by the City and covered in any funding arrangements.

The City recommends pursuing option a, closing of the community landfill site by burial as this option has a minimum impact on the City's funding requirements and capacity of the Geraldton landfill site.

The City has a residential rubbish rate of \$1.20 per lift – this amount could be applied to Kardaloo, provided the tonnage was of a similar volume. Alternatively if the volume was higher than regular residential waste, the community could be charged a differential rate.

Transport Infrastructure

1. There are two Access Roads to the community:
 - a. The Carnarvon-Mullewa Road, commencing from Mullewa towards Kardaloo Community is approximately 35kms of sealed road that was previously maintained by the Mount Gibson Iron Ltd Talling Peak Mine Community Trust. As this Trust is due to cease 2013, the City will be responsible for maintaining the road infrastructure to accommodate service delivery to Kardaloo.

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.

- 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.
 - 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 directly to Bundiyarra to deliver activities, 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 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 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 **install response infrastructure, in the form of a water tank available for any fire fighting emergencies.** The tank would be a capital item approximately

\$15,000. It is strongly suggested that this tank be located on a neighbouring property in close proximity to Kardaloo and be used similar to other bush fire water tanks located around the Mullewa district. These tanks are serviced, used and maintained by the local farmer and located adjacent the road reserve for access by fire fighting equipment on nearby properties including Kardaloo.

The City would be responsible for fire mitigation activities, including maintaining a 3 meter mineral earth firebreak around the perimeter of the community, a 20 meter firebreak around houses and buildings and a 100 meter fuel separation zone. These activities are estimated at \$3,000 per year. 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.

Service Transition Timeframe

The City may choose to transition services over a number of years, to eliminate risk exposure to continued service delivery if the community status changes.

Given the City has identified that a future outcome for the community is the potential integration with Mullewa, transitioning services over a number of years allows the potential for this to happen, without large capital injections for service delivery.

The City may choose to provide a number of services in the first two years and then re-asses the longevity of the service delivery program and community future. An example of this, may include:

Year 1.		Year 2.	
Services	Costs	Services	Costs
• Environmental Health	\$6,835	• Environmental Health	\$6,835
• Waste collection and Disposal	\$11,000	• Waste collection and Disposal	\$11,000
• Emergency Management	\$4,500	• Emergency Management	\$4,500
	\$22,335	• Road (access) maintenance	\$7,500*
			\$29,835

*minor repairs (essentially pothole filling) to bitumen road estimated at \$5.00/1km.

The costs depicted above are an indication of the operational requirement of delivery, the capital items that may be required to upgrade facilities has not been included.

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.

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 Walkaway Township, which offers a general comparison of distance and services.

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 a - burial)	\$20,000	\$0
<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	\$3,000	\$0
Response infrastructure	\$1,500	\$15,000
TOTAL	\$283,585	\$185,000

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.

GOVERNANCE ARRANGEMENTS

Local Planning - inclusion into the City of Greater Geraldton Community Strategic Plan.

The community is a freehold parcel of land 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.

There may be future scope for the community to be declassified as Aboriginal Lands Trust land and returned to freehold to a particular owner, offering the City the option of providing services to the land owner to the standard delivered to other similarly located landowners and charge appropriate value of rates.

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.

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.

Attachment A – Kardaloo Aboriginal Community Municipal Service Delivery

Current delivery arrangements to Kardaloo provided by CGG	
Services provided	
Road maintenance,	Grading of access road off Carnarvon-Mullewa Road when in area, pothole repair as required.
Environmental Health activities	Ev. Health provided on needs basis, includes community clean ups, combining resources of regional EHWs and participation of residents and CGG equipment (litter truck)
Emergency Management activities	Volunteer Fire Brigades offer assistance.
Comments	Standard of service delivery is greater than any other rural properties, even though the community is recognised as a private landowner, exempt from being charged rates.
Integration and Future Planning of service delivery for Kardaloo	
Corporate Strategic Planning linkages	
Indigenous engagement	Draft Strategic Community Pan 2012-2022 contains references to indigenous engagement in section headed community aspirations; in particular 3.5 Community Health and Safety and 5.1 Community Engagement clause iv encouraging more indigenous participation in the engagement process
Sustainable environment / community	Draft Strategic Community Pan 2012-2022 section 2 Environment and 2.3 Sustainability relates to communities such as Kardaloo
Potential new arrangements	
Waste	Obtain quote for collection services to be attached to Mullewa collection cycle. Obtain quote for hard surface platform for bin storage
Landfill	Closure arrangements and future contaminated site maintenance (Note: Awaiting letter from ALT regarding nomination to Contaminated Sites Branch and approval before burying waste in situ. Est 1000m3 to remove)
Roads	Access: upgrade gravel surface to assist during wet weather. Internal: reconstruct and seal Paths, drains.
Environmental Health	Continue to provide activities under the Department of Health funded arrangements and any other statutory responsibilities.
Emergency Management	Response infrastructure (Water Tank) is managed on behalf of community. Fire mitigation activities are undertaken around property.
Investigation of future works or plans for the community	
Town planning activities	Regional Plans relating to the community: State Planning Strategy, Statement of Planning Policy No. 13 and Guidelines for the Preparation of Community Layout Plans for WA Aboriginal Communities. Shire of Mullewa Local Planning Strategy (draft) contains direct reference to Kardaloo re: the requirement to carry out appropriate future land use and development appraisals.
Employment and Training	Rangers, health officers Cultural awareness training required
Economic enterprise opportunities	Bio fuels, Sustainable power, climate change plan arrangements. Climate Change Adaptation plan prepared for Midwest Regional Councils.
	Farming and Horticulture - The opportunity to engage in farming and horticulture has always existed, with adequate fencing and proper management, the property is large enough and has sufficient water to sustain sheep and cattle (subject to good management, previous experience with pigs caused issues with damage to infrastructure and lack of control) to meet the community annual need in meat and can yield some 200kgs of vegetables per month for approximately three months. The fresh fruit and vegetable operation was partially funded through the City.
	Community Works Depot - The community wishes to retain and renovate the depot shed for small repairs and the storage of agricultural equipment and products.