

## **BOURKE COMMUNITY WORKING PARTY**

BOURKE AND WANAARING  
HOUSING and ENVIRONMENTAL HEALTH PLAN

APRIL 2022



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#### Document Status

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3	Final draft endorsed in principle	14 <sup>th</sup> April 2022	KC
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**EXECUTIVE SUMMARY**

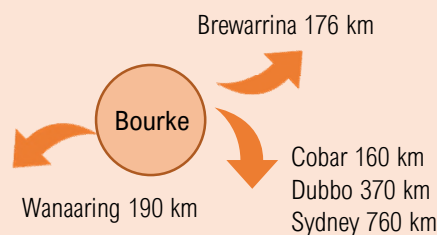




# Bourke and Wanaaring Housing and Environmental Health Plan Executive Summary

This Housing and Environmental Health Plan provides a Master Plan for housing, infrastructure and housing-related human services for the Aboriginal communities of Bourke and Wanaaring. The Master Plan is based on a body of evidence outlined in this Executive Summary. Much community input is drawn from the Household Survey organised by Murdi Paaki Services, and from the Bourke CWP Community Action Plan. This Plan describes the current situation and proposes measures to improve the state and supply of housing, the way it is allocated and managed, and what needs to be done in the future to meet community needs for housing, wrap-around services and economic development. The Executive Summary begins with some facts about the community, looks at the housing situation, then presents the key points of the Master Plan. The Plan belongs to the Aboriginal communities of Bourke and Wanaaring

## Where we are to be found?



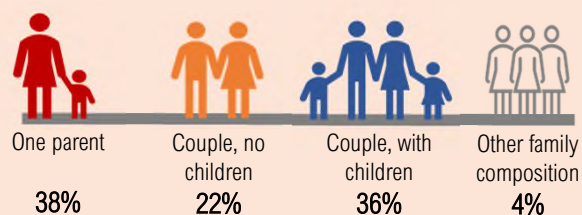
The Bourke climate is hot, dry, semi-arid. The number of days with temperatures  $>35^{\circ}\text{C}$ , already 77 days, is predicted to increase by 30-40 days each year by 2070

## About the community:

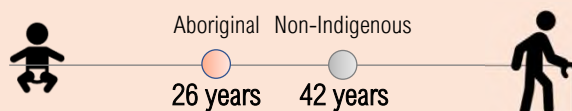


Aboriginal population = 33% of total population of 2,263 persons

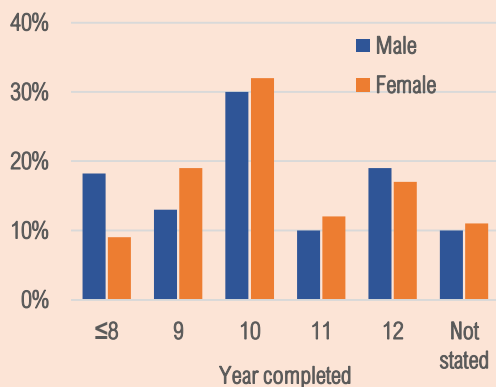
## Family household composition



## Median age of the population



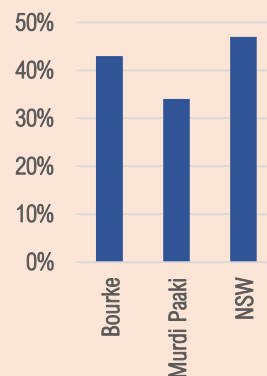
## Highest year of schooling, all Aboriginal adults



33% of the Aboriginal population is aged under 15 years



## Employment to population ratio



# Bourke and Wanaaring

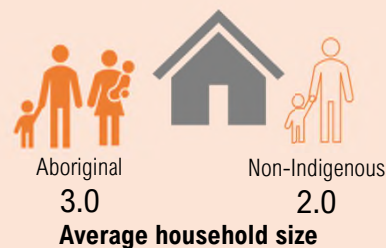
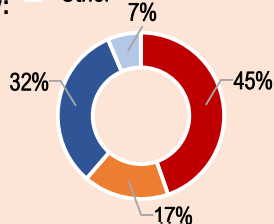
## Facts about housing in our community:



On Census night,  
17% of private  
dwellings were  
not occupied

## Tenure type (from Census)

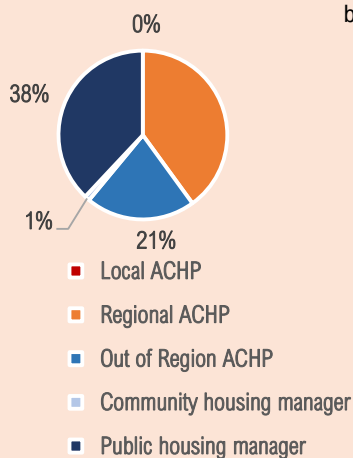
- Owners
- Private renters
- Social housing renters
- Other



Existing Aboriginal social housing					
Ownership	Bedrooms				
	2	3	4	5	6
Nulla Nulla LALC	-	8	2	-	-
MPRHC	5	24	7	2	-
AHO	9	29	26	2	1
AEV	1	12	2	-	1
Total dwellings	15	73	37	4	2

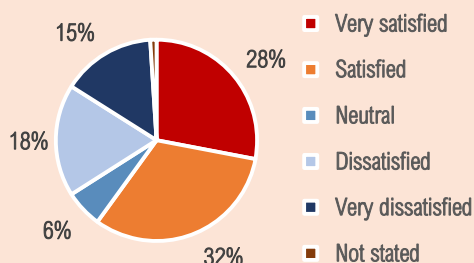
Wanaaring 2 x 4-bed and 2 x 5-bed

## Social housing manager(s)

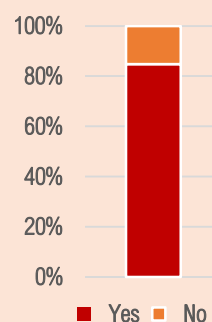


63% of households lived in  
the same house 5 years  
before the MRH&BC

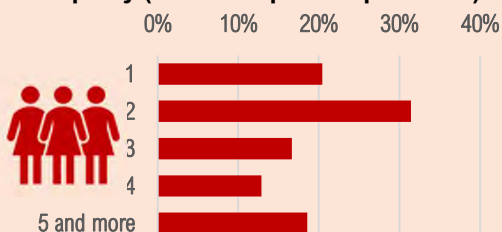
## Satisfaction with housing manager



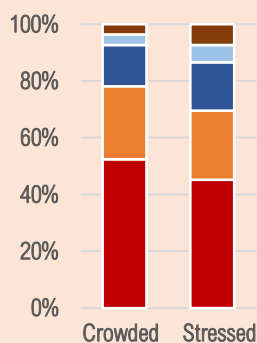
## Feeling safe



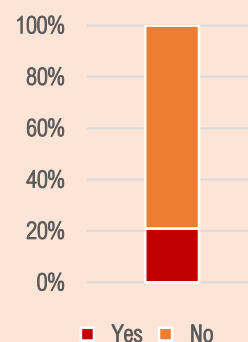
## Occupancy (number of persons per house)



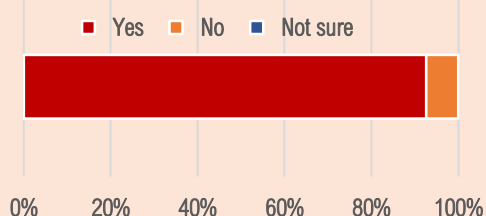
## Households feeling



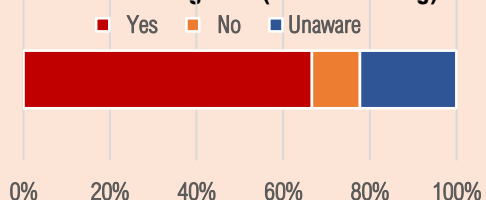
## Households giving shelter



## Tenants with a tenancy agreement



## Tenants claiming CRA (Social housing)



## REASONS FOR LIVING IN BOURKE

My family  
has been  
here a long  
time

88%

To be close  
to family and  
relations

60%

It's where I  
belong

64%

# Bourke and Wanaaring

## MASTER PLAN - HOUSING



### ESTIMATE OF HOUSING NEED

#### Predicted housing need

	Bedrooms			
	2	3	4	5
Families	-	15	10	-
Older persons	5	-	-	-
Young persons	20	-	-	-
Homeless families	-	-	-	-
Total dwellings	25	15	10	0

Not including Culgoa/Yanda replacements

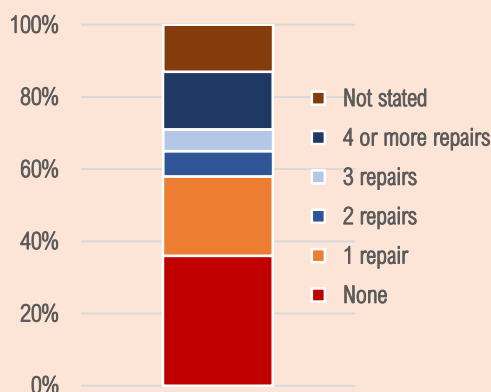
#### Home modifications

Required	6
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#### Extra bedrooms

	Bedrooms		
	1	2	3
Estimated	6	-	-

### Tenant reported condition



#### Housing repairs

(Number of properties)

Degree of work	Number
↗	3
↗ ↗	67
↗ ↗ ↗	33
↗ ↗ ↗ ↗	0
↗ ↗ ↗ ↗ ↗	14

Not including Alice Edwards Village

- After fixing defects to Nulla Nulla LALC properties, transfer management to a Region-based National Regulatory System-registered ACHP in line with community preferences for a local or Regional managing ACHP
- Request any managing ACHP(s) to establish a shop front in the community to improve tenant access, build personal relationships and enable more responsive management
- As part of the MPRH&BC project, co-design application and allocation processes which are simple to work through and conduct a rent review which accounts for housing condition, level of amenity and high costs of living
- Establish a line of regular and formal communication which allows information flow to the CWP and owning ACHP(s) on managing ACHP(s) performance and emerging issues
- Prepare a residential development strategy for the Culgoa/Yanda Street precinct and Alice Edwards Village to create a strategic framework for housing in the western area of Bourke over the next 10 years
- Increase housing supply to meet demand arising from young persons wishing to live independently, young couples at family formation stage, individuals and families living in crowded households, older persons wishing to move to accessible housing and persons homeless. Encourage households to relocate where properties can be used more efficiently
- Extend existing houses where judged to be crowded by adding bedrooms and bathrooms
- Carry out independent property inspections, secure adequate investment, and carry out repairs, upgrades and extensions using only trusted contractors with the capacity to carry out work professionally to a high standard. Address the backlog of home modifications
- Ensure that all homes are equipped with energy efficient air conditioning with sufficient capacity to deal with rising temperatures and with roof mounted-solar PV systems to reduce energy bills. Plant trees to shading housing
- Train local Aboriginal workers to form the nucleus of a local trades workforce
- Support the on-going role of MP TSEP to assist applicants into housing, existing tenants to retain their tenancies, all tenants to receive CRA and opening doors to human services
- Arrange with AHO and/or IBA to deliver community information workshops in support of home ownership through rent-to-buy

# Bourke and Wanaaring

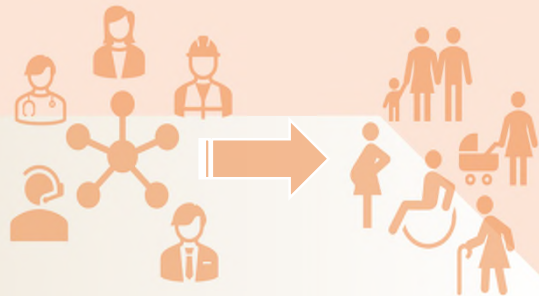
## MASTER PLAN - INFRASTRUCTURE



- Restore Alice Edwards levee, including servicing stormwater drainage outlets
- A dust mitigation strategy to reduce the risk of respiratory and other diseases and illnesses, and the burden of maintaining a clean home with a focus on western Bourke and Alice Edwards Village
- Undertake a major environmental rehabilitation programme to remove any asbestos contaminated soils found at the western end of Bourke
- Construct shade structures, seating and an amenities block at the cemetery

The Master Plan sets out the actions the CWP has adopted to secure a better future for the community. The actions come from the contributions of the community and from analysis of the gaps which prevent people from living healthy, prosperous and comfortable lives in Bourke and Wanaaring. The actions written into this Executive Summary are shorthand versions of the actions in the Plan itself

## MASTER PLAN - HUMAN SERVICES



- Partner with MPRA, DCJ and other agencies to advance the actions in the Community Action Plan in conjunction with the Housing and Environmental Health Plan
- Foster a closer relationship between the CWP and all tiers of government to drive improvements in human services including a stronger focus on provider cooperation, service integration, performance and cost-effectiveness. Audit and review the role and operational objectives of all human services providers across all sectors with a view to lifting performance and value for community. Address barriers and fill service gaps
- Negotiate with MPS for the creation of a Region-wide employment strategy which centres on the development of a local skills base with the capability to carry out housing-related projects
- Negotiate with MPS for the creation of a Region-wide employment strategy which centres on the development of a local skills and enterprise base with the capability to deliver health and human services in place of non-Indigenous providers
- Improve the community's ability to access health care services locally and regionally with a focus on primary health care and mental health services for all age groups. Carry out a review of alcohol and other drug residential and counselling services
- Develop a transport solution which will allow community members without a vehicle to attend to their daily household tasks and personal business, and to attend health appointments at the AMS and hospital
- Work with DCJ and NDIS to ensure that services are available to all community members who need disability care and packaged aged care, that assessments are conducted within a reasonable timeframe, and to design and put in place accountability measures for service providers with regular feedback to MPRA and the CWP
- Conduct a needs assessment for emergency accommodation for all population groups
- Building on the community's work already in hand, negotiate a package of initiatives around the NSW Government *Regional NSW Youth Framework: Empowering youth in regional NSW* relating to jobs and pathways to employment, physical and mental health, digital and physical connection, and things





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## GLOSSARY

ABS	Australian Bureau of Statistics
ACDP	Aboriginal Communities Development Programme
ACHP	Aboriginal Community Housing Provider
ACFI	Aged Care Funding Instrument
AEDC	Australian Early Development Census
AEP	Annual Exceedance Probability
AHIMS	Aboriginal Heritage Management Information System
AHO	NSW Aboriginal Housing Office
ALRA	Aboriginal Land Rights Act
ALT	Aboriginal Lands Trust
APB	Aborigines Protection Board
ATSIC	Aboriginal and Torres Strait Islander Commission
AWB	Aborigines Welfare Board
BACHS	Bourke Aboriginal Corporation Health Service
CAP	Community Action Plan
CNOS	Canadian Occupancy Standard
COPD	Chronic Obstructive Pulmonary Disease
CRA	Commonwealth Rent Assistance
CSP	Community Strategic Plan
CWP	Community Working Party
DCJ	NSW Department of Communities and Justice
DPIE	NSW Department of Planning, Industry and Environment
ERP	Estimated Resident Population
HCP	Home Care Package
HEHP	Housing and Environmental Health Plan
HIPP	Health Infrastructure Priority Project
HLP	Healthy Living Practices
IBA	Indigenous Business Australia
IFD	Intensity Frequency Duration
IRSD	Index of Relative Socio-economic Disadvantage
LALC	Local Aboriginal Land Council
LEP	Local Environmental Plan
LHD	Local Health District
LGA	Local Government Area
LSPS	Local Strategic Planning Statement
MLAHMC	Mid Lachlan Aboriginal Housing Management Cooperative
MPRA	Murdi Paaki Regional Assembly
MPRH&BC	Murdi Paaki Regional Housing and Business Consortium
MPRHC	Murdi Paaki Regional Housing Corporation
MPS	Murdi Paaki Services Limited
MP TSEP	Murdi Paaki Tenant Support and Education Programme
NAHS	National Aboriginal Health Strategy
NDIS	National Disability Insurance Scheme
NNLALC	Null Nulla Local Aboriginal Land Council
NRM	Natural Resource Management
NRSCH	National Regulatory System Community Housing
NSHS	National Social Housing Survey
N-W NSW IREG	North-Western NSW Indigenous Region
NSWALC	New South Wales Aboriginal Land Council

OCHRE	Opportunity, Choice, Healing, Responsibility and Empowerment (NSW Government Aboriginal Affairs Plan)
RAHLA	Regional Aboriginal Housing Leadership Assembly
REDI.E	Regional Enterprise Development Institute Ltd
SA1	ABS Statistical Area Level 1
SEIFA	Socio-Economic Indexes for Areas
SSC	State Suburb
TAFE	Technical and Further Education
WLALC	Wanaaring Local Aboriginal Land Council

## ACKNOWLEDGEMENT

This Housing and Environmental Health Plan has been prepared by the Bourke Community Working Party with the help of Murdi Paaki Services Ltd. The Bourke Community Working Party acknowledges the contributions of all community members and others who participated in the development of this plan through offering their advice, knowledge and encouragement.

We acknowledge and pay our respects to Elders past and present. We also acknowledge and respect the efforts of those community members seeking to improve the wellbeing of all Aboriginal families and individuals living in our community.

For the purposes of this Plan, an Aboriginal person is a person of Aboriginal and/or Torres Strait Islander descent who identifies as an Aboriginal and/or Torres Strait Islander (person) and is accepted as such by the community in which he or she lives.



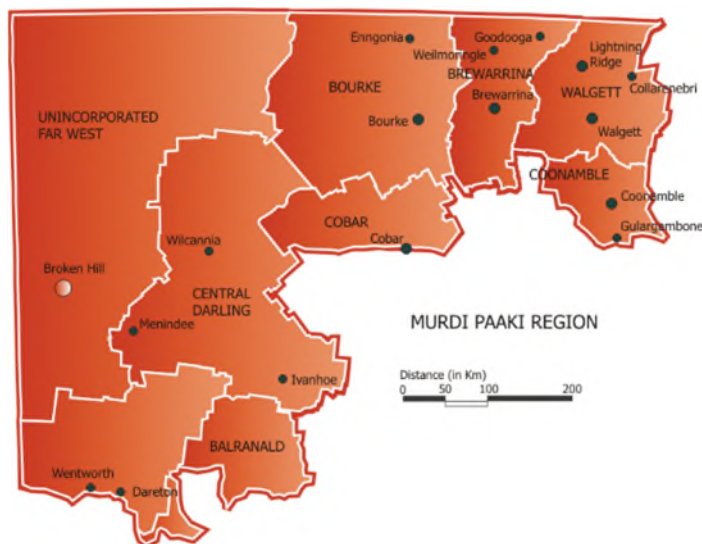
## 1 INTRODUCTION

### 1.1 Purpose of the plan

This Housing and Environmental Health Plan (HEHP) is prepared by the Aboriginal communities of Bourke and Wanaaring, in north-western NSW. For the purposes of this HEHP, the communities of Bourke, North Bourke and Wanaaring will be referred to collectively as Bourke. Information specific to Wanaaring will be identified separately.

Bourke is one of sixteen larger communities within the Murdi Paaki Region shown in Figure 1.1.

Figure 1.1: Murdi Paaki Region



The Plan describes the aspirations of Aboriginal people living in Bourke and outlines a strategic approach to achieving the community's goals. Planning is the necessary first step in a programme aimed at achieving better housing and environmental health outcomes by building and improving housing and environmental health infrastructure, together with related services and amenities in the community. The Aboriginal community of Bourke, and particularly existing and prospective tenant households, will benefit directly through having the foundation of a more strategic, informed and innovative approach to resourcing and managing the Aboriginal social housing sector in the community.

- Gauge interest in home ownership;
- To the extent possible, report on the condition of Aboriginal social housing assets;
- Give an assessment of 'wrap-around' human services;
- Determine the need for and form of tenant support and education services;
- Contribute to a review of requirements for financial wellbeing of the Aboriginal social housing sector;
- Provide an informed basis for planning for future housing need and development, and associated value-adding initiatives; and
- Describe a high-level community-led approach to project master planning to shape the future of Aboriginal housing and related human services in Bourke.

The purpose of the HEHP is to:

- In conjunction with data collected through the Murdi Paaki Regional Housing and Business Consortium (MPRH&BC) project and described in the *Social Housing Providers and Assets Audit Report*, establish an evidence-base to guide the way in which housing policy is set and decisions are made in respect of Aboriginal social housing provision and management, and responses to environmental risk;
- Describe the current situation in relation to housing Aboriginal individuals and families in Bourke;

## 1.2 Governance arrangements

HEHPs are an initiative of the Murdi Paaki Regional Aboriginal Housing Leadership Assembly (RAHLA), a partnership of Murdi Paaki Regional Assembly (MPRA) and the NSW Government created through the OCHRE Local Decision-Making policy and directed by the Ministerial Agreement to improve Aboriginal social housing outcomes in the Murdi Paaki Region.

The RAHLA sees the preparation of HEHPs in all Murdi Paaki communities as a priority project under the Agreement and has authorised Murdi Paaki Services Ltd (MPS) to carry out the project to begin the process of developing the evidence base for regional policy setting and decision making as a vital step in rebuilding the social housing sector and the social and economic capabilities of the Region.

The Agreement sets a framework for the active participation of Murdi Paaki communities, through elected representative peak bodies, in the development and delivery of better services, and the building of individual and organisational capacity to raise skills, knowledge and competencies. In this regard, the Agreement recognises the status of the Bourke Community Working Party (CWP) as the principal point of contact for conducting business within the Aboriginal community and for leading the development of the HEHP planning process at community level.

### 1.3 Respecting Land Council autonomy

The roles and functions of Local Aboriginal Land Councils (LALCs) are defined in the NSW Aboriginal Land Rights Act 1982 (ALRA). Land Councils play a vital role in maintaining cultural practice and conserving Aboriginal heritage within their boundaries. They fulfil a critical function in NSW of restoring to the local Aboriginal population land which has been alienated by European colonisation. This land may be used for cultural or economic purposes; the rationale for each land claim is based upon the aspirations of the relevant LALC. LALCs also provide Community Benefit Schemes which may include Aboriginal social housing provision. In the Murdi Paaki Region, most LALCs are housing owners; some also manage their own housing. Individual LALCs have the inalienable right to make decisions in relation to their assets in accordance with the processes and constraints set out in the ALRA.

The Murdi Paaki Regional Assembly has made it a policy not to involve itself in matters of heritage and culture which are rightly the domain of the LALCs. Similarly, the Assembly recognises the

autonomy of LALCs to make their own decisions in relation to their land and property. This Housing and Environmental Health Plan does not in any way impinge on the LALC's autonomy as a sovereign decision-maker in relation to its assets. In the interests of achieving maximum benefit for the community, the CWP invites the LALC to join its voice and hands in unity to advocate for and implement the change agenda set out in the Master Plan.

### 1.4 The bigger picture

This HEHP is intended to supplement the work undertaken to date through the MPRH&BC project with more detailed and targeted enquiry at community level.

Plans have been produced to a similar degree of detail for all communities across the Murdi Paaki Region, providing the opportunity for the MPRA to assess communities' strengths and needs both as individual communities and comparatively, in relation to each other. The Plans acknowledge the reality of the experiences of Aboriginal people living in western NSW and form a resource for intelligent leadership and an integrated, creative response which places communities, to the greatest extent possible, as the principal drivers of sustainable local action.

Put together, it is hoped the HEHPs will:

- Reinstatement and strengthen the capacity of Murdi Paaki regional and local Aboriginal Community Housing Providers (ACHPs) to ensure that all Aboriginal people living in Aboriginal social housing in the community can receive culturally appropriate, professional and sustainable tenancy and asset management services from ACHPs which themselves are viable and supported;
- Increase access, opportunity and choice in affordable, healthy and safe housing for Aboriginal persons and families living in Murdi Paaki communities through growing the size and mix of the ACHP asset base;
- Work to ensure that assets are maintained in good condition in the long term;

- Ensure that tenants most at risk of a tenancy breach can access the services they need to sustain their tenancies;
- Establish the level of financial investment in respect of capital and recurrent costs to ensure sector viability; and
- Set the foundation for procurement practices and value add initiatives which respond to the 'failed market' environment and benefit the community.



## 2 BRIEF HISTORY

### 2.1 Information sources

This Chapter has been largely drawn from work completed by Burns Aldis in their Housing and Environmental Health Plan for the Bourke Working Party in January 1998. Further insights have been obtained from Charles Rowley's *Outcasts in White Australia* (1972), Heather Goodall's *Invasion to Embassy* (1996) and her PhD dissertation (1982), Judith Burns's PhD dissertation (2006) and the Bourke Shire Aboriginal Heritage Study (2019) prepared by OzArk Environmental and Heritage Management Ltd.

### 2.2 Snapshot

Bourke is located on the southern bank of the Darling River, along the northern extent of the Ngemba people's country; the traditional owners of land to the north of Bourke were the Baranbinya people whose language is no longer extant, and the country of the Gurnu people, a sub-group of the Baakantji language group, commences at Bourke and extends the length of the Darling River (Baaka in Baakantji). Wanaaring is located some 191 km to the west of Bourke, in the traditional country of the Baruntji, itself also a sub-group of the Baakantji. Many residents of Bourke are descended from people whose traditional country is even further west. These people include descendants of the Wangkumara people from the Tibooburra area.

The Darling River was central to the life of Aboriginal people for tens of thousands of years as a source of identity, spirituality, food and water, and as a mode of transport. These traditional affiliations were disrupted in the hostile colonisation phase of the mid-1800s by the influx of European pastoralists. Relationships between Aboriginal owners and the early overlanders were characterised by mutual aggression which constituted an ongoing frontier war over alienation of land and resources in the period from the 1835, when Major Thomas Mitchell ordered the construction of the Fort Bourke Stockade, to the 1860s. In 1862, in parallel with and because of

pastoral expansion into the region, the settlement of Bourke was founded.

Pastoral activity replaced Aboriginal stewardship of Country and the Darling River became the highway for the transport of wool and other agricultural produce. During the following twenty years, the infrastructure of commerce (post office, telegraph station, wharf, police station) developed and Bourke became a port servicing steamer traffic on the Darling River. The railway arrived in 1885, providing a link to Sydney. Today, despite the withdrawal of a number of commercial services, Bourke remains a sub-regional or district centre, and retains the range of services which might be expected, including two primary schools and a secondary school, hospital, police station and courthouse and a number of government offices.

Wanaaring was established in the 1880s as a service centre for surrounding pastoral properties; it lay at the centre of a tract of country which all of the earliest European explorers' routes had skirted at a considerable distance and which, consequently, had been opened up to colonisation later. In 1966, *The Western Herald* published a passage from a 1890 article by a 'roving reporter who commented on the extent of commerce in Wanaaring at the time: "The business portion of Wanaaring consists of three stores, two butchers, one baker, one saddler, one blacksmith and wheelwright, three hotels, and a wool-scour. The public buildings are post and telegraph offices, state school, inspector of stock's office and police barracks and lock-up." Today, it retains a store, fuel station and caravan park, primary school, police station and health outpost. Health services are provided by a resident Nurse Practitioner (Wanaaring saw the first Nurse Practitioner appointment in NSW) and Royal Flying Doctor Service (RFDS), and the Health Service has recently been upgraded.

Throughout the pastoral period, the Aboriginal population of Bourke itself declined, but Aboriginal people were engaged in pastoral and domestic employment on properties along the Darling River and in the back country away from the river. Succeeding iterations of Aboriginal affairs policy resulted in disruption of ties to Country as Aboriginal people were forced to relocate to

Government stations but, from the 1940s, the numbers of Aboriginal people in Bourke began to build. Today, there is an established population comprising both traditional owners and representatives of language groups which migrated to Bourke over the last hundred years.

### 2.3 Aboriginal ownership

The history of Aboriginal ownership of the area centred on Bourke extends back for millennia. The historical significance of the area to Ngemba people is evident at Mt Gunderbooka, a significant rock art site south-west of Bourke, and in the *Nghunnu*, or Brewarrina fisheries, the world's oldest known structure made by humans. The country around Bourke is rich in narrative and dreaming, and there are many sites significant to Ngemba and Gurnu peoples in particular, including Ngatyi sites along the Darling River. Further north, the country belonging to Murrawari people, too, has a rich spiritual and cultural significance.

Evidence of pre-contact Aboriginal society indicates that different language groups lived in different ways; either moving through their own country on a path which took them to certain places at particular times, or as fairly settled communities who practiced a form of agriculture. Aboriginal language groups had complex kinship systems which controlled the way people married, and shaped formal relationships between family members and others. These were part of a strict moral code which defined the way people would behave towards one another.

The Aboriginal way of life was devastated by the arrival of Europeans in the region. European explorers Captain Charles Sturt and Major Thomas Mitchell opened up the region to Europeans over a period of less than twenty years, between 1828 and 1845. The effects of European settlement in the east of the state were, however, felt by Aboriginal people in the region before this: highly infectious, often deadly diseases such as smallpox, tuberculosis and influenza had spread through the Aboriginal population before European explorers came.

Aboriginal people managed to ensure that seizure of the land along the Darling River was temporary until the 1850s, but eventually, most of the land was taken for grazing. Aboriginal people were able to gain employment as stockmen and shepherds for a time, particularly during the 1850s when most non-Aboriginal labourers had deserted the stations to go to the goldfields, until, in the 1870s, the availability of cheap drawn fencing wire meant that paddocks could be fenced, and shepherds and stockmen became redundant. The misguided closer settlement policies pursued by successive NSW governments led to further employment problems for Aboriginal people.

Aboriginal people defended their land and safeguarded their laws to the best of their ability. Problems arose where the invading Europeans flouted those laws, and Aboriginal people took action in accordance with their law. The Europeans' response to the Aboriginal people's action tended to be murder on a colossal scale. Several massacres occurred in the region centred on Bourke, including the notorious Hospital Creek Massacre, north of Brewarrina, in 1860, and a series of murders at Barrington, on the Queensland border.

In 1882, the Aborigines Protection Act passed through the NSW Parliament, and a Protector of Aborigines was appointed. This had ramifications for Aboriginal people which lasted directly until the 1960s, and which still affects the way Aboriginal families live their lives. The effect of the Act, and subsequent legislation, was that Aboriginal people were made wards of the state, and lost autonomy to make decisions about the way they lived. They were denied the right to decide where to live, whom and when to marry, how to raise their children, what jobs to take, and every other facet of existence which anyone else would take for granted. The ironically named Protector of Aborigines established of reserves and government ration stations for Aboriginal people from the 1880s onwards.

Prior to the proclamation of the Aboriginal Protection Act, apart from an initiative in 1850, for which documentation has been lost, to create 35 reserves across NSW, few parcels of land were reserved "from sale or lease for the use of

Aborigines. Of the few that were created subsequent to that initial burst of activity, almost all were for specific, named persons for the duration of their lifetime. There was, between the 1850s and 1882, no formal programme of reserving land. However, on 7<sup>th</sup> April 1879, an area of 41 acres was reserved for “Crown Lands Commissioners’ Quarters” (R. 438 from sale, R. 30 from lease) with the annotation to the gazettal that “The Commissioners to allow the aborigines to camp on the above reserve”. The boundaries of the site described in the gazettal outline the current-day Alice Edwards Village. The reserves were revoked on 6<sup>th</sup> December 1880 but, for a period of 20 months, the parcel of land was, de facto, an Aboriginal reserve, and it could thus be argued that this makes Alice Edwards Village site the first formally documented Aboriginal reserve in the Region.

Many current Aboriginal residents of Bourke are descended from people displaced from their traditional country by the actions first of the Aborigines Protection Board (APB), then of the Aborigines Welfare Board (AWB). During the 1930s, the APB implemented a policy of concentration which saw Aboriginal people from widespread locations and diverse cultural backgrounds forcibly located to centralised Government stations. Brewarrina Aboriginal Station was one such station. From 1936 to 1938, Aboriginal people from Tibooburra, Angledool and Quambone were removed wholesale from their own country and taken to Brewarrina. In 1940, after two years of withstanding the impacts of substandard housing, starvation rations, unemployment, isolation and dislocation on the Brewarrina Station, Wangkumara people decided leave. The 80-strong cohort walked as far as Wanaaring and crossed the Paroo River which, while it was not their traditional Country, was at least land with which they had a closer association and, by traditional protocol agreed with the Paruntji, land on which they could move freely and more readily obtain pastoral employment. Over time, many of these Wangkumara people were forced by declining employment to move back to Bourke or to Wilcannia. Many Wangkumara descendants still live in Bourke.

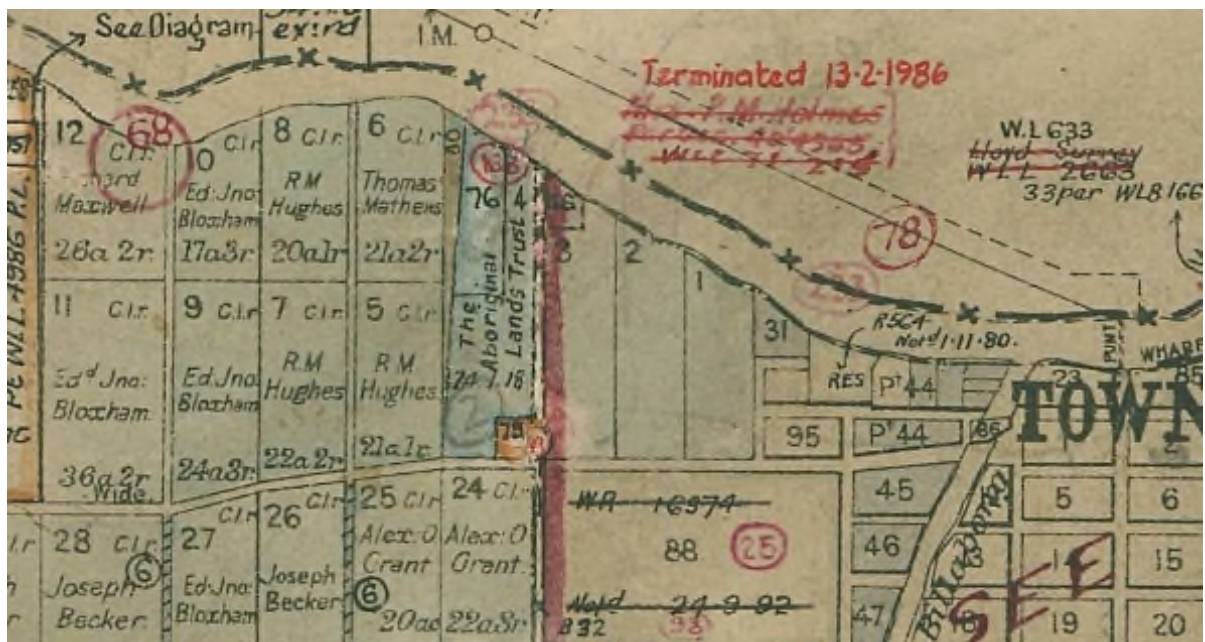
Some Bourke families are also descended from people who travelled from southern Queensland into northern NSW in the 1920s and 1930s and thus, like Wangkumara people, have an historical association with the town. Pressures on Aboriginal people in Queensland arising from drought-related unemployment in the 1920s, 30s and 40s brought about migration through this period. James Tyson, who owned Tinnenburra Station (on traditional Murrawari land) south of Cunnamulla, had, in 1867, set aside a reserve for a station camp. This camp accommodated up to 200 people, mainly Kunja but also Badjuri/Badjeti and Murrawari. Later, a ration station was established there. When the Tinnenburra property was broken up in the 1930s several families moved south to Yantabulla, Enngonia, Weilmoringle and, ultimately, Bourke. Descendants of these families still live in the community. They had moved to improve their chances of obtaining award wages and educate their children, and to escape the provisions of the Queensland *Aboriginals Protection and Restriction of the Sale of Opium Act*, the strictures of which were even more oppressive than the NSW legislation of the time.

Subsequently, Aboriginal people from other areas migrated to Bourke to seek work on pastoral properties or at the abattoir. Many of these people camped near the racecourse, the railway line or on the riverbank upstream of the town. On 30<sup>th</sup> August 1946, an area of 10.5 ha of the land which is now Alice Edwards Village was gazetted as Reserve for the use of Aborigines by the Aborigines Welfare Board as can be seen at the centre of Figure 2.1. At the time, the land was part of the Bourke Common. Aboriginal people built shelters on the reserve from salvaged materials but, at that stage, no reticulated water, power or sewerage was provided. By 1964, when Charles Rowley was conducting fieldwork, there were about 400 people known (by the AWB) to be of Aboriginal descent in the town, living variously at the Reserve, in ‘unauthorised fringe camps’ and in houses in town. The Reserve accommodated 168 people in ‘at least twenty-eight shacks’, self-built by the occupants; all crowded and in various states of disrepair. Until 1964, raw water had been supplied from the river but had to be transported in drums from the pumpsite at a cost of five shillings per drum; in that year, standpipes with tap were

provided to groups of five to six dwellings. Council provided communal pan latrines which were emptied twice per week. Later in the 1960s, an ablutions block was constructed but no formal housing was provided until the 1980s. At the time of Rowley's visit, people were also living in an unofficial settlement of eight to ten houses at the 'Old Pound' (Anson Street), with no services at all. During this period, several Aboriginal families also lived at North Bourke, and owned land there.

over five acres, was reserved; it was revoked on 7<sup>th</sup> June 1968. Section 50, of about 2 acres, was gazetted as reserve on 16<sup>th</sup> February 1968 (R. 86,633) and was revoked on 4<sup>th</sup> February 1977. Figure 2.2 shows the location of the second reserve, Section 50. When the AWB was abolished in 1969, the NSW Housing Commission took over responsibility for its housing assets; then, following its establishment in 1973, title in all former Aboriginal reserves passed to the Aboriginal Lands Trust (ALT).

Figure 2.1: The (re)creation of Alice Edwards Village, Bourke



NSW Land Registry Service Parish and Historical Maps: Co. Cowper Ph. Bourke extract

## 2.4 Aboriginal people, the town of Bourke and the village of Wanaaring

From 1956, further reserves were set aside in Bourke but, this time, in the town area, for town housing. Initially, town blocks were reserved in Adelaide Street and Hope Street; later, in 1961 and again in 1963, allocations were made in Culgoa Street and Warrego Street, respectively. Housing was provided on these sites by the AWB during the period 1964-1966. These were small houses of timber construction but were well-built, and some survived into the 2000s. In Wanaaring, two reserves were gazetted, again for town housing. On 29<sup>th</sup> August 1958: Section 20 (R.81,037), of just

The first Aboriginal organisation in Bourke, the Aboriginal Advancement Association, was formed in 1971, as a response to oppression of Aboriginal people from both within and without the broader community of Bourke. In 1973, Widjeri Co-operative, the first legally incorporated Aboriginal organisation, commenced. The focus of these organisations was on community development, including the provision of housing for Aboriginal people. Pastor Bill Reid and Mr Wally Byers played a prominent role in the establishment of independent organisations in the community.

Nulla Nulla Local Aboriginal Land Council (NNLALC) came into being after the enactment of the NSW Aboriginal Land Rights Act, and title in all the properties which had passed from the Aborigines

Welfare Board to the Aboriginal Land Trust, including Alice Edwards Village, was transferred to the Land Council. Nulla\_Nulla LALC and Widjeri both amassed substantial housing portfolios, initially centred largely around the western end of Bourke (bounded by Adelaide, Yanda and Anson Streets and the levee) and at Alice Edwards Village (as the original reserve was re-named) but later throughout the town.

Figure 2.2: The creation of Section 50, Wanaaring



NSW Land Registry Service Parish and Historical Maps: Co. Ularara Ph. Wanaaring extract

In 1972, Bourke, along with other communities, became the subject of a social experiment known as the Aboriginal Families Voluntary Resettlement Scheme, auspiced by the Arid Zone Project at the University of New South Wales. The Family Resettlement Aboriginal Corporation (FRAC), staffed by Aboriginal people and former AWB officers and funded by the then Commonwealth Department of Aboriginal Affairs, was established to assist families who volunteered to move from depressed rural areas to larger centres with better prospects for employment. Funding was supplied to facilitate the move, provide counselling and support (and surveillance) during the move and for a period afterwards and enlist the aid of Aboriginal organisations, the Commonwealth Employment Service, Department of Social Security and welfare organisations to assist the relocated families. Families would also be assisted to move back to their place of origin if they so chose. The effect of the programme was that families having the potential to provide civic leadership in their own

communities were 'skimmed off' and removed, and pressure was applied to these families to relocate. Families from particular places of origin were relocated to the same destinations; in the case of the 17 Bourke families, this was Newcastle Resettlement. Tenants had no choice of location and were not able to elect to live close to kin, friends, other people from the same region, services or, generally, other Aboriginal people.

These resettled families consequently experienced isolation and alienation, and many returned home, particularly after the recession of the mid-1970s.

Bourke has seen the registration, operation and demise of a number of Aboriginal organisations over the fifty years since the establishment of the Aboriginal Advancement Association. In 1992-1993, 13 organisations were listed in the Aboriginal and Torres Strait Islander Commission (ATSIC) Wangkumara Regional Council Annual Report. Inadequate management capacity, coupled with government policy aimed at mainstreaming the Indigenous Affairs sector, has seen the attrition of most of these

organisations. The lifecycle of Bourke Aboriginal community-controlled organisations is shown at Table 2.1. This list may not be exhaustive.

The fact that Bourke is, as a consequence of the 20<sup>th</sup> century history of Aboriginal affairs administration, a town of different language groups, with the potential for inter-community conflict that results from this, has been a compounding factor. Financial problems experienced by both Widjeri Co-op and Nulla\_Nulla LALC in the mid-1990s, which led to inability to pay Council rates, was one of the factors which induced the then ATSIC Murdi Paaki Regional Council to establish Murdi Paaki Regional Housing Corporation (originally headquartered in Bourke prior to a move to Broken Hill) to ensure that dwellings were not sold by Bourke Shire Council for recovery of rates.

In 1998, Bourke was granted funding under the Commonwealth Government's Health

Infrastructure Priority Project (HIPP). This project, later supplemented by the NSW Government's Aboriginal Communities Development Programme (ACDP), was the catalyst for establishment of the Bourke Community Working Party, created to govern the roll-out of HIPP and the other development projects. Preparation of the first Bourke HEHP followed; a multi-million programme of works flowed from the HEHP, supplemented by a training and employment strategy. Housing repairs and maintenance, infrastructure delivery and new housing construction continued well into the 2000s; however, works recommended to increase amenity and safety in the Yanda Street-Culgoa Street area which would have required Bourke Shire Council input were not carried out, and this area of the town, where the bulk of Aboriginal land holdings exist, has continued to deteriorate. Notwithstanding the mixed outcomes, though, the Bourke CWP emerged from these capital works projects with a highly developed governance capacity.



Table 2.1: Aboriginal organisations in Bourke

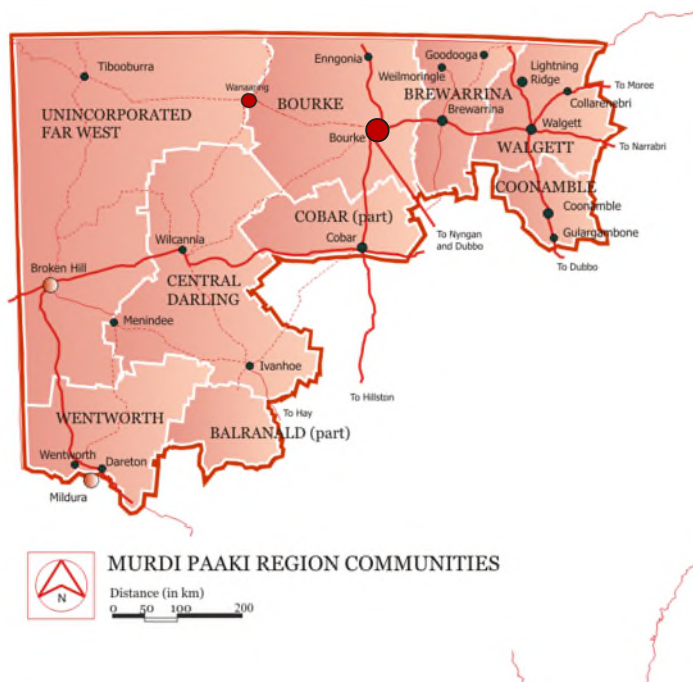
Organisation name	Registered	Deregistered	Main object
Bourke Aboriginal Advancement Association	1971	not known	Social welfare, social housing
Widjeri Co-op Ltd	1973	2011	Social housing
Burran Aboriginal Corporation	1980	1998	Broadcast media
Nulla_Nulla Local Aboriginal Land Council	1984	-	Land, heritage and cultural
Wyngal Accountancy Services Aboriginal Corporation	1985	1999	Business support
Bourke Aboriginal Health Service Ltd	1987	2021	Health
Project Enrichment of Childhood Preschool Inc.	1987	Amalgamated	Education
Vobad Pty Ltd	1988	1997	-
Bourke Proclaimed Place Inc.	1990	not known	Health, social welfare
Hope Knight Memorial Village	1990	not known	Aged care
Edith Edwards Women's Centre	1991	not known	Women's issues
Yulumunkah Aboriginal Corporation	1991	1999	-
Nalingu Aboriginal Corporation	1991	-	-
Gunyah Construction Aboriginal Corporation	1992	2007	Economic
Gundabooka Aboriginal Corporation	1992	2009	Economic - CDEP
Muda Aboriginal Corporation	1995	-	Cultural, broadcast media
Ngadrii Ngalli Way (My Mother's Way) Inc.	1996	not known	Cultural, social welfare
Bourke/Weilmoringle Rugby League Football Aboriginal Corporation	1996	2003	Sport
Bourke Boxing Club Aboriginal Corporation	1996	2005	Sport
Gunda-ah-Myro Aboriginal Corporation	1997	2020	Culture, land management
Darling River CDEP Aboriginal Corporation	2002	2010	Economic - CDEP
Kuru Building Aboriginal Corporation	2002	2009	Economic
Yaama Festival Inc.	2005	not known	Culture, social
Kurnu-Barkindji Landcare and Cultural Management Group Inc.	2006	not known	Culture, land management
Bourke Aboriginal Housing Inc.	2008	not known	Housing
Bourke and District Children's Services	2009	-	Childcare and education
Bourke Original Warriors Aboriginal Corporation	2014	2020	Education
Bourke Aboriginal Cultural Tours Aboriginal Corporation	2016	-	Economic, education, cultural
Bourke Aboriginal Corporation Health Service	2020	-	Health
Maranguka Ltd	2020	-	Community development

### 3 GEOGRAPHY

#### 3.1 Location

Bourke is located in the north-west of New South Wales, 760 km from Sydney. The town is a district centre servicing smaller villages such as Byrock, Enngonia, Fords Bridge, Louth and Wanaaring. The nearest town is Cobar, 160 km south of Bourke and the closest regional centre is Dubbo, 370 km distant. The location of Bourke, which is the main town in Bourke Shire, is shown in Figure 3.1. Of the villages, Enngonia and Wanaaring have discrete Aboriginal populations as evidenced by the presence of separate Local Aboriginal Land Councils (LALCs). The Enngonia community is preparing its own HEHP while the small Wanaaring community is included within the scope of this HEHP.

Figure 3.1: Locality



to the south-east, Cunnamulla to the north across the Queensland border, and the Kamilaroi Highway east to Brewarrina, Walgett and to Moree. The Kidman Way links Bourke to Cobar, thus providing Bourke with direct road connection to Adelaide, Brisbane, Darwin, Melbourne and Sydney. All major highways are sealed and are passable in most weather except when cut by major flood events. Wanaaring is 191 km to the west of Bourke via the Bourke-Malparinka Road (The Cut Line) which is unsealed for approximately 100 km and cannot be travelled when wet. Road conditions vary from smooth clay-packed running surface to rough, corrugated sandy stretches.

Bourke Aerodrome (YBKE) to the north-east of the town across the Darling River is a CASA-certified aerodrome with a bitumen runway 1,830 m long, running north-east to south-west, and a shorter natural runway of 1,000 m in length designated 18/36. The aerodrome is managed by Bourke Shire Council. Flights between Bourke and Dubbo operated by Air Link are scheduled three times each week using a 9-seat twin engine aircraft. Bourke aerodrome is equipped with poor weather approaches and runway lighting so flights can operate at all times. The unlicensed Wanaaring airstrip has a single bitumen runway, 1100 m long, suitable only for light aircraft. Solar LEDs provide lighting at night.

The sole public transport service available to Bourke residents is a Trainlink rail service between Sydney and Dubbo, with coach service onward to Bourke. The service operates four days a week. Total travel time is about 12 hours. There is no service north into Queensland. There is no service of any form to Wanaaring.

#### 3.3 Natural environment

The country around Bourke has little topographic relief: the landscape is flat with river channels, streams and floodplains the primary features. The immediate area is dominated by the Darling River which flows to the north of the developed area as shown in Figure 3.2. Mount Oxley and Mount

#### 3.2 Access

Bourke is located on the Darling River and was once a river port and trading post. The road network owes its origins to the early days of commerce. Road connections to Bourke are by way of the Mitchell Highway to Nyngan and Dubbo

Gundabooka rise above the floodplain but are between 30 to 40 km from Bourke.

Elevation of the centre of town is approximately 108 m above sea level.

Figure 3.2: Bourke landforms aerial image



Map data: Google, ©Image Landsat, Copernicus

Bourke is located in the Darling Riverine Plains bioregion at a point where the bioregion narrows to a width of 20 to 30 km to follow the Darling River corridor. This narrow corridor stretches from Bourke to the Menindee Lakes. Soils are typically of heavy, highly reactive, dark grey alluvial clay deposits which crack extensively and some red brown soils. Bourke and the Alice Edwards Village settlement to the west of Bourke are on heavier black clays while North Bourke sits on less reactive red brown silty sands. Away from the river corridor, soils tend to red earths with sandy loam to clay loam topsoils.

The occurrence and types of native vegetation communities are influenced by past sedimentation and flooding regimes associated with the river, and more recently by extensive clearing for pastoral activity and cropping. Remnants of native vegetation communities are characterised by low open coolibah and black box woodland on the frequently flooded black and grey clay soils with brigalow and gidgee and other smaller tree species with varying density in red earth and heavy grey clay soil undulating plains to the north of Bourke. Moderate to dense stands of river red gums line the Darling River. Depressions around the riverbed support a range of wetlands with lignum, goosefoot and saltbush. Mulga, ironwood and

bimble box are encountered on plains away from the river.

Habitat loss through clearing for agriculture and encroachment by feral animals have depleted the range of fauna species and numbers supported by these woodland communities. The NPWS Wildlife Atlas records sightings of a range of amphibians and reptiles, water birds, parrots, birds of prey, kangaroo and wallaby species, bats and a few species of small tree and ground-dwelling mammals in the vicinity of Bourke. Golden perch (yellow belly), black fish and murray cod are among the native fish sighted in the river in times of river flow, together with the invasive carp.

Wanaaring is very remote, located on the Paroo River floodplain with relief to 3 m.

The village is at an elevation of 108 m.

Soils are red sands and earths vegetated to the west with open mulga and bimble box, dense woody shrubs and grasses. Vegetation on red earths to the east of the village, where red earths are interspersed with deep sandy and sandy loam soils, displays a greater species range and density with belah, gidgee and bimble box also present. The range of animal and fish species is similar but more extensive than Bourke.

### 3.4 Climate

The climate of Bourke and Wanaaring may be described as hot, dry, semi-arid.

Bureau of Meteorology climate data has been recorded continuously at the Bourke Post Office (048013) from 1871 to 1996, then at Bourke Airport (048245) from 1998 onward. Climate data has been recorded at the Wanaaring Post Office (048079) since 1991 except for rainfall data which reaches back to 1884. For the purposes of this Plan, climate data for Bourke Post Office has been used, supplemented by data from Bourke Airport where noted.

Temperature-related information is shown in Figure 3.3 to Figure 3.6. Mean monthly temperatures range from a low of 5°C to a high of

36°C with the highest temperature recorded being 49.7°C in 1903. Figure 3.4 indicates that temperatures above 30°C are recorded for a mean of 150 days each year and above 35°C for 77 days each year and above 35°C for 77 days each year.

Figure 3.5 investigates the trend in highest monthly temperature over the relatively short period of record of Bourke Airport. While there is no marked change, the graph points to a gradual rise in higher temperatures over time. If this trend continues, the community can expect to live with more extreme temperatures for longer.

In November 2014, the former NSW Office of Environment and Heritage released its *Far West Climate Change Snapshot* which provided predictions based on modelling of changes in climate for the far west of NSW. The projected impact for residents of Bourke is an increase in the number of days with temperatures over 35°C of 10-20 days in the period 2020–2039, increasing to 30-40 additional days by 2070.

Figure 3.6, which is derived primarily from data for Bourke Post Office supplemented by the most recent data for Bourke Airport, appears to both reinforce and contradict this assessment. After a progressive fall in the mean number of days above 35°C over the early part of last century, the month of January shows a reversal of this trend in the second half to start to rise. For other months, at least for data for the Bourke Post Office, the fall levelled and remained steady thereafter. Data for Bourke Airport has the mean number of days with temperatures above 35°C for the initial period of record noticeably higher than recorded at Bourke Post Office over the period before closure.

Figure 3.3: Temperatures

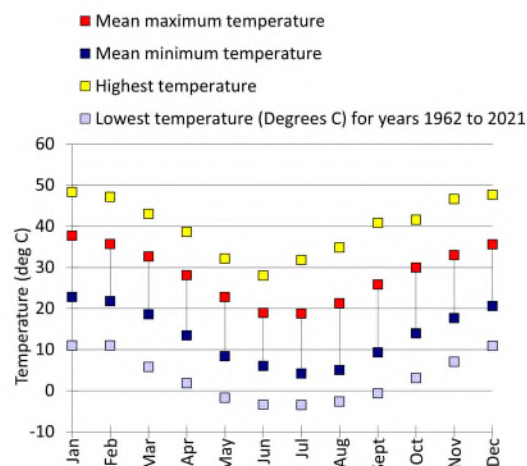


Figure 3.4: Mean number of hot days

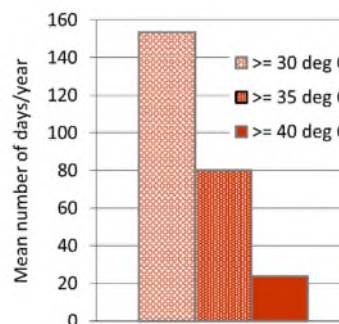


Figure 3.5: Trend in highest monthly temperatures (Station 048245)

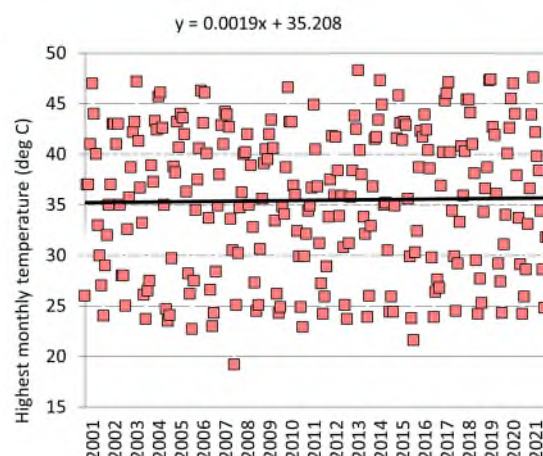
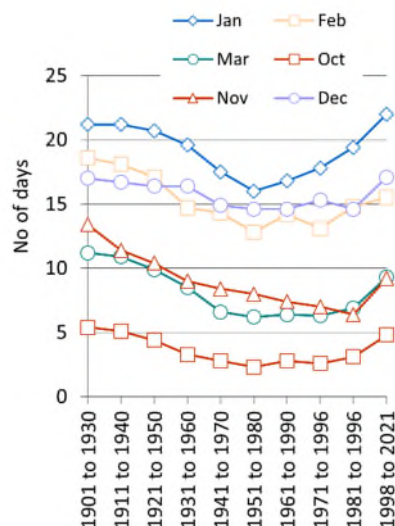


Figure 3.6: Mean number of days with temperatures  $\geq 35^{\circ}\text{C}$ , (Stations 048013 and 048245)



Mean annual rainfall calculated from 119 years of records at Bourke Post Office between 1871 and 1996 is 352 mm. Highest rainfall occurs during the summer months. Monthly rainfall distribution and average monthly pan evaporation are shown in Figure 3.7. Average monthly pan evaporation estimated from Bureau of Meteorology mapping is well in excess of the mean monthly rainfall throughout the year.

Change in relative humidity over the year is shown in Figure 3.8. Mean humidity is typically above 40% in the morning, at the threshold of 40% accepted as ideal for human health and comfort, for all the year, but reduces to below 40% into the afternoon in the summer months.

Prevailing winds are from the south-east tending to north-east in the morning, moving to south-westerlies in the afternoon. Mean morning and afternoon wind speeds are shown in Figure 3.9. Maximum wind gust speed is not recorded.

Maximum wind gust speed for the years 2002 to 2021 recorded at Bourke Airport was 104 km/hr in 2012 as indicated by Figure 3.10.

Figure 3.7: Rainfall and monthly pan evaporation

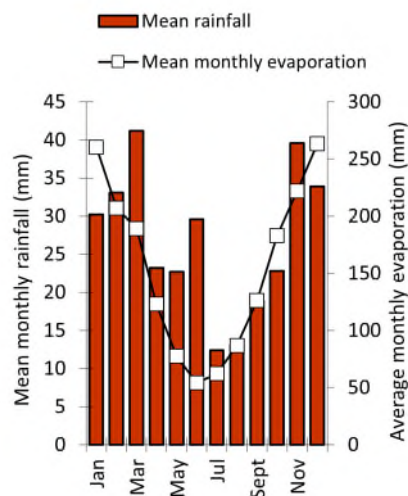


Figure 3.8: Relative humidity

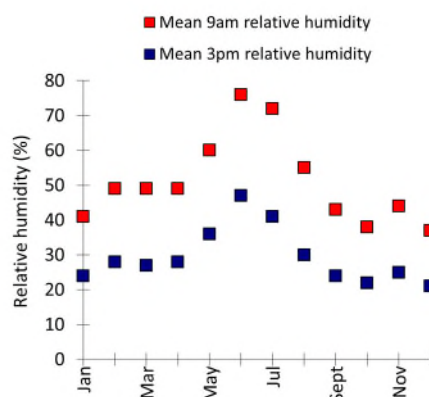


Figure 3.9: Wind speed

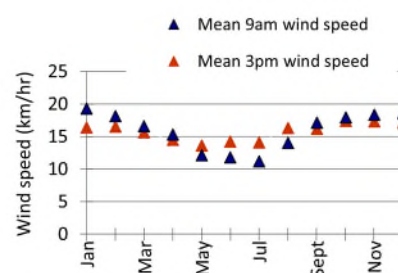


Figure 3.10: Maximum wind gust

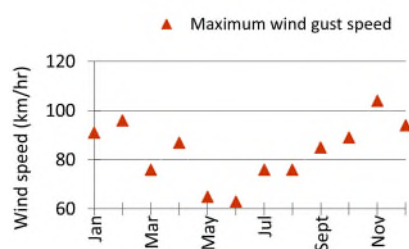
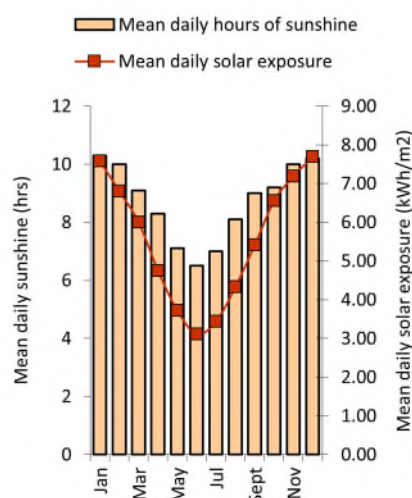


Figure 3.11: Sunshine and solar exposure



Mean daily hours of sunshine and solar exposure is given by Figure 3.11. Solar energy available to residential solar PV installations varies from a low 3.1 kWh/m<sup>2</sup> in winter to a high of 7.7 kWh/m<sup>2</sup> at the height of summer.

### 3.5 Flooding and drainage

Bourke is situated on the Darling River and is at risk of flooding from major rainfall events occurring higher in the Murray Darling Basin catchment. Flood waters are usually slow moving, taking months to reach Bourke thereby allowing adequate assessment of flood heights and timing of flood peaks. The town is protected by a ring levee as is the discrete Aboriginal settlement of Alice Edwards Village but floodwater can isolate both town and village for weeks or months at a time.

Localised heavy rainfall can result in minor to moderate flooding upstream of Bourke impacting the Mitchell Highway and an accumulation of surface runoff inside the levee flooding in the south-eastern part of town although not to a level that results in floodwater entering houses. There are a number of very large storage dams on rural properties on the floodplain, the impact of which on flooding is not known.

Periods of intense rainfall can result from significant weather events in Queensland associated with tropical depressions and cyclones generating floods from February to April while winter flows tend to result from high rainfall in the river system upper catchment in northern and eastern NSW. In consequence, flooding at Bourke can be expected to occur in late summer and early autumn and in late winter.

Several flood events have occurred since the 1950s: in 1974 (gauge height of 14.10 m), 1976 (14.18 m), 1983 (13.27 m), 2010 (13.79 m) and 2012 (13.81 m). The floods of 1974 and 1976 are thought to be close to the 1% Annual Exceedance Probability (AEP) flood level of 14.5 m (RL 106.4 m AHD), the design crest level of the town and Alice Edwards Village levees. Potential overtopping or failure of the town and Alice Edwards Village structures pose the greatest risk during extreme floods. By way of definition, a 1% AEP flood is a flood that has a 1% chance of occurring, or being exceeded, in any one year.

All roads into Bourke are cut when floodwater reaches 13.80 m gauge height and Alice Edwards Village is isolated when floodwater reaches a gauge height of 13.20 m, cutting Parkdale Road. Evacuation of Alice Edwards Village is advised at a gauge height of 12.85 m. The community of North Bourke, being on higher ground, is not subject to flooding.

The *Bourke Shire Local Flood Plan, 2017*, flags a number of potential deficiencies with the Alice Edwards Village levee arising, from want of maintenance: the crest has eroded in places and sinkholes have formed, a low point has developed in the north-western section following the creation of a track over the crest, and the southern

stormwater outlet requires clearing and refurbishing,

Flood classification for Bourke and Wanaaring is given by Table 3.1.

Table 3.1: Flood classification

Gauge	Gauge height (m)		
	Flood classification		
	Minor	Moderate	Major
Bourke	9.0	10.7	12.2
Wanaaring	2.4	3.3	4.0

Source: Bourke Shire Local Flood Plan, April 2008, NSW State Emergency Service

Wanaaring is situated on high ground adjacent to the Paroo River. The village is not directly affected by flooding from the Paroo or overland flow from the Warrego River and/or Cuttaburra Creek but can be surrounded as roads go under water. The Wanaaring to Tibbooburra Road is the final access into and out of Wanaaring and is cut a short distance out of the village when floodwater reach a gauge height of 3.8 m. The bitumen airstrip is not affected by flood water but access to the village is cut when floodwaters reach a gauge height of 5 m.

A temporary levee was formed in 2010 to a crest height of 6.0 m relative to the Wanaaring gauge in anticipation of major flooding. The levee comprised upgrading of the existing next to the Paroo River and a flanking levee to the rear of the village. These emergency works remain in place but are compromised by road crossings which have lowered the crest height to 4.21 m at one spot and by the poor quality of materials and construction.

The highest daily rainfall on record for Bourke is given by Table 3.2.

Table 3.2 Highest daily rainfall totals (mm) (048013)

Jan	Feb	Mar	Apr	May	Jun
186	198	93	114	72	54
1874	2009	1963	1961	2007	1938
Jul	Aug	Sept	Oct	Nov	Dec
54	78	64	50	72	78
1988	1983	1878	1934	1930	1987

Rainfall intensity-frequency-duration (IFD) values for Bourke are shown at Table 3.3.

Table 3.3: Rainfall IFD (-30.0625, 145.9625)

Duration	IFD Design Rainfall Depth (mm)			
	Annual Exceedance Probability			
	10%	5%	2%	1%
1 min	3.99	4.77	5.84	6.69
2 min	6.95	8.34	10.2	11.7
3 min	9.56	11.4	14	16
4 min	11.9	14.2	17.3	19.8
5 min	13.9	16.6	20.3	23.2
10 min	21.5	25.7	31.5	36.0
20 min	30.6	36.6	44.9	51.5
30 min	36.1	43.3	53.2	61.1
1 hour	45.3	54.5	67.0	77.1
2 hours	54.1	65.0	80.0	91.9
6 hours	68.4	81.8	100	115
12 hours	79.3	94.7	115	132
18 hours	86.9	104	126	144
24 hours	92.8	111	135	154
48 hours	108	131	159	182
72 hours	117	143	174	198
96 hours	122	150	183	208
120 hours	125	154	187	213

### 3.6 Dust

The NSW Office of Environment and Heritage collects data related to dust, including the hours of dust haze and storms and the extent of ground cover, through its DustWatch programme in the Western Natural Resource Management (NRM) Region. Figure 3.12 highlights the change in the amount of groundcover that is greater than 50% over time. The DustWatch programme revealed that dust storms occurred with record-breaking frequency in 2019 in the Western NRM Region.

January 2019 was the dustiest month recorded across the Region since measurement commenced but Bourke experienced its highest reading of 176 hours of dust one year later during January 2020. October 2020 was the third dustiest month across the region since 2005.

Dust particles can be harmful to human health. There is strong evidence of long-term exposure to fine particles (PM<sub>2.5</sub>) in the air contributing to adverse respiratory conditions.

Figure 3.12: Seasonal variation in the land area with groundcover exceeding 50%, Western NRM

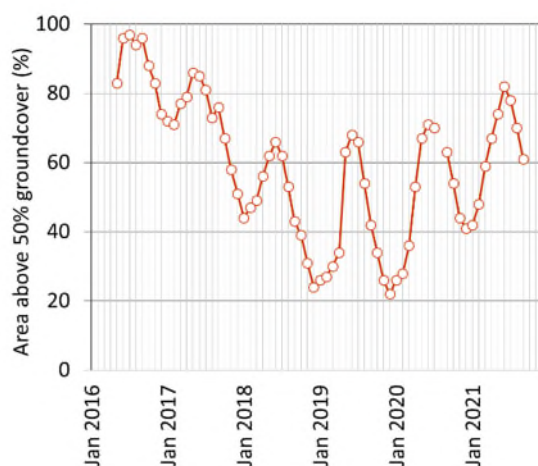
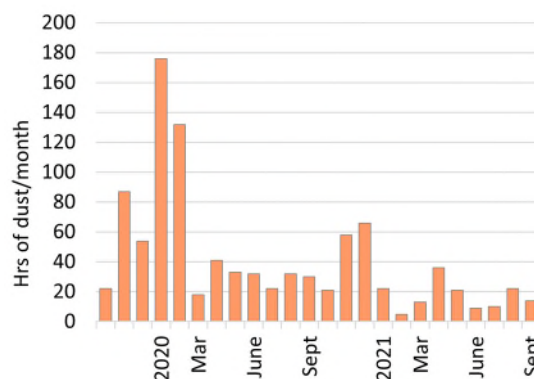


Figure 3.13 shows the prevalence of dust at the Bourke recording station for the two-year period to date. The cause of dust generation is a combination of very low groundcover resulting from prolonged dry conditions (Figure 3.11), high temperatures and increased hours of strong winds (> 40km/h) associated with the passage of cold fronts bringing with them north to north westerly winds.

Figure 3.13: Indicative hours of dust (Oct 2019 to Sept 2021)



Note: One dust hour is achieved if the hourly average concentration of particles up to PM<sub>10</sub> size exceeds 25 µg/m<sup>3</sup>

### 3.7 Native title

Ngemba, Ngiyampaa, Wangaaypuwan and Wayilwan peoples lodged a Native Title claim (NC2012/001) in 2012 over Country bounded by the towns of Bourke, Brewarrina, Gilgandra, Nyngan and Hillston and the locality of Baden Park. The area of claim is approximately 95,000 km<sup>2</sup> with Cobar at the centre. A determination is yet to be made by the Federal Court.

### 3.8 Sites of cultural significance

The Darling River corridor is rich with sites of cultural significance. A preliminary search of the Heritage NSW Aboriginal Heritage Management Information System (AHIMS) for sites of cultural significance within the rectangle formed by latitude and longitude -30.108, 145.9004 and -30.072, 145.9574 indicates the existence of a large number of recorded Aboriginal sites in or near the above location. In the interests of sites preservation, and as a condition of accessing the data, no details are included in this Plan other than to note their existence.

Of great significance is the Gundabooka historic site located 50 km south-west of Bourke on the Kidman Way. The site contains examples of ancient Aboriginal rock art and was a place of ceremonies. The draft *Bourke Shire Aboriginal Heritage Study, 2019*, prepared by OzArk

Environmental & Heritage Management Pty Ltd does make mention of Aboriginal archaeological sites in the Shire ranging from isolated stone artefacts to complex archaeological sites that may include stone artefacts, hearths and scarred trees, stone quarry sites, food preparation middens, axe grinding grooves and burials.

### 3.9 Economic geography

Bourke is a district centre supplying the daily needs of the town, and villages and rural properties located within the Shire. All facilities are available to satisfy the needs of residents and travellers.

The district is heavily dependent upon climate and the health of the Darling River for economic wellbeing. Historically, the economy has been underpinned by primary production: cotton, fruit and sheep for wool and meat being the primary contributors, but a trend in recent years to farming goats for meat has accelerated, assisted by the development of a small stock abattoir north of the town. Water scarcity has influenced the switch from cotton to goat production. Major cotton enterprises are now dependent on large off-river storages filled from the Darling River to sustain irrigated production.

Rock melons, watermelons, table grapes and citrus were once part of Bourke's exports, but with reduction in water allocation and prolonged drought, horticultural activities have largely ceased and most of the farms have been sold for grazing and or cotton.

Changes to biodiversity legislation have created opportunities in carbon farming. Several primary producers are diversifying into this sector, entering into long term leases as part of carbon offset arrangements with big polluters to voluntarily offset emissions. The sustainability of this source of revenue is being questioned.

As a gateway to the outback, Bourke has developed the infrastructure to support a strong experiential tourism industry founded in Aboriginal and European heritage. With numerous Aboriginal sites of significance, the legacy of its time as a major inland port and the environmental values

attaching to the Darling River, the town and villages are well placed to promote the uniqueness of the Shire.

Statistics published by Destination NSW for Bourke Local Government Area (LGA) for the pre-Covid year of 2019 indicates interstate visitors to number 30,000 with a further 51,000 intrastate visitors. Average stay was two nights and the total spend per trip was \$419. The only reliable data in respect of the reason for visiting was holiday. Domestic visitors tended to be couples and friends travelling together staying in motels or, to a lesser extent, caravan parks. About half were aged 55 years and over.

Businesses servicing the tourism industry in the Shire number 45 with nearly three-quarters of these being either non-employing or small operators with between one and four employees.

There is little in the way of industrial activity other than to support local commercial operations.

The economy of Wanaaring is similarly dependent upon primary production with sheep and goat production at the forefront of agricultural activity. Bee keeping is also important but a shift to carbon farming is occurring throughout the area. The village is involved in the tourism industry as an entry point to Tibooburra and the corner country, and nearby National Parks.

## 4 THE POPULATION

### 4.1 Population profile

The statistical information set out in this Chapter has been derived from the Australian Bureau of Statistics (ABS) 2016 Census using data available from ABS Table Builder.

The population profile presented in this Chapter is derived from a combination of data for the Bourke locality (L), North Bourke suburb (SSC) and Wanaaring Statistical Area Level 1 (SA1). For the purposes of this Plan, this group will be called the Bourke District. Indigenous area (IARE) geography has been used where L, SSC and SA1 data are unavailable, as indicated in the table heading.

Table 4.1: Aboriginal population, Bourke District

Bourke	690
North Bourke	32
Wanaaring	19
<b>Total</b>	<b>741</b>

Table 4.2: Total population, Bourke District

persons	2,263
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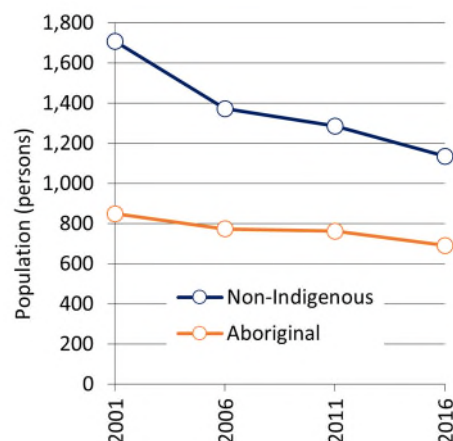
Source: ABS 2016 Census

Table 4.3: Aboriginal population %, Bourke District

n=741	<b>32.7%</b>
Murdi Paaki Region	23%
New South Wales	3%

Source: ABS 2016 Census

Figure 4.1: Population change, 2001 to 2016, Bourke (L)



The most accurate count of the population is the Estimated Resident Population (ERP); however, the finest scale at which this is available is by Local Government Area (LGA). At the time of the ABS 2016 Census, on the basis of comparison with the ERP, the Aboriginal population of the Bourke Shire was undercounted by 29%, and the non-Indigenous population by 18%. Notional populations based on the ERPs for the areas of interest are given by Table 4.4.

Table 4.4: Notional resident population, 2016, Bourke District

Aboriginal	1,042
Non-Indigenous	1,847
Aboriginal population as percentage of total population	<b>36.1%</b>

Data for Bourke indicate that the ABS has imputed populations for 169 dwellings which were thought to be occupied on census night but which returned no census form. Imputation is a statistical process for predicting values where no response was provided. The ABS imputes values for four variables: sex, age, place of usual residence and registered marital status, but not for Aboriginality. It does this by locating a 'donor record' and copying the relevant responses to the record requiring imputation. The donor record will have similar characteristics, will have the required variables stated, and will be located geographically as close as possible to the location of the record to

be imputed. For Bourke, the ABS imputed a total of 335 persons (169 male and 166 female) to the 169 dwellings. These people form the great majority of the cohort for whom Aboriginality is not stated in the Census tables. It is not possible to know how many of these dwellings housed Aboriginal households. Indeed, given the arbitrary nature of the process, any one of the 169 households could equally house the population imputed to it on the basis of the composition of the donor record household, or a group household of 80-year-old pensioners. It is, however, on the basis of the undercount, likely that a greater proportion of these dwellings house Aboriginal households.

Where possible, the Murdi Paaki Region comparison geography used in this Plan is the aggregated 154 SA1s that approximate the Region. For variables where SA1 level data are not published, either the 8 LGAs approximating the Murdi Paaki Region or the NW-NSW IREG has been adopted.

## KEY FINDINGS

- According to the ABS 2016 Census, the Aboriginal population of Bourke District on census night was 741 persons or 33% of the total population. Based on the ERPs, the Aboriginal population at the time was closer to 1,042 persons or 36% of the total population;
  - Of all those counted in Bourke on census night 2016, 274 people (10 Aboriginal and 264 non-Indigenous persons) were in a non-private dwelling including motels or boarding houses, hospital, nursing homes, convent and staff quarters;
  - Since 2001, the Aboriginal population in Bourke has decreased by 1.4% on average each year;
  - The median age of the Aboriginal population of the Bourke IARE, at 26 years, is lower than that of the non-Indigenous population, the same as the Aboriginal Murdi Paaki Region population on average, and higher than the median age of Aboriginal people in NSW;
  - The proportion of Aboriginal population aged under 15 years is about the same as both the Murdi Paaki Region as a whole, and for NSW,
- and is almost twice the population fraction for the non-Indigenous population of Bourke;
- Non-Indigenous households are twice as likely to comprise a person living alone as an Aboriginal household;
  - When compared with a non-Indigenous family, Aboriginal families living together in a household are twice as likely to be a single parent family;
  - Aboriginal adults are 23% less likely to be in a couple relationship than non-Indigenous adults, perhaps reflecting the population age structure;
  - Seven percent of Aboriginal household contain multiple families;
  - Aboriginal households have a higher proportion of resident non-dependent children than non-Indigenous households. However, the fraction in Aboriginal households was lower than both the Murdi Paaki Region and NSW as a whole.

Figure 4.2: Population age distribution, Bourke District

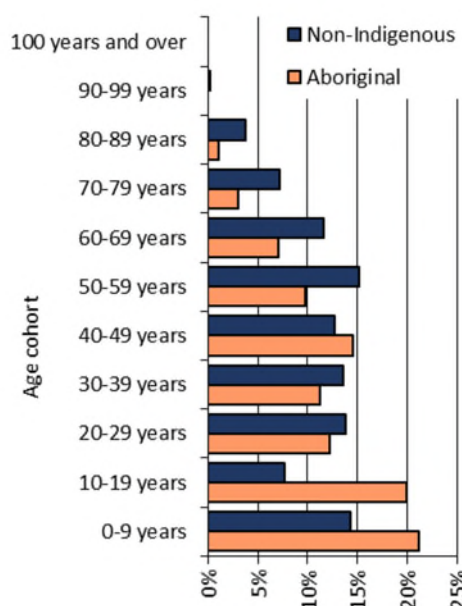
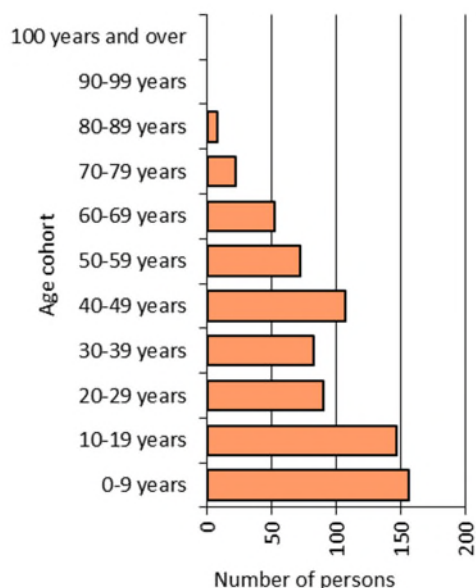


Figure 4.3: Aboriginal population age distribution, Bourke District



Population fraction	Aboriginal	Non-Indigenous
Table 4.5: Median age of persons (years) (Bourke (IARE))		
	26	42
Murdi Paaki Region	26	46
New South Wales	22	38
Table 4.6: Population aged under 15 years, Bourke District		
	n=245	n=278
Of population fraction	33%	19%
Murdi Paaki Region	32%	16%
New South Wales	34%	18%

Population fraction	Aboriginal	Non-Indigenous
Table 4.7: Social marital status, Bourke District (Persons aged 15 years and over)		
Registered marriage	16%	43%
De facto marriage	21%	17%
Not married	63%	40%
Table 4.8: Lone person households, Bourke District		
	n=54	n=148
	21%	40%
Murdi Paaki Region	21%	36%
New South Wales	15%	24%
Table 4.9: Family household family composition, Bourke District		
One parent	38%	15%
Couple, no children	22%	47%
Couple, with children	36%	38%
Other family	4%	0%
One parent families:		
Murdi Paaki Region	43%	15%
New South Wales	36%	15%
Table 4.10: Multi-family households, Bourke District (of all family households)		
	n=13	n=0
	7%	-
Murdi Paaki Region	4%	1%
New South Wales	4%	2%

Population fraction	Aboriginal	Non-Indigenous
Table 4.11: Families with resident non-dependent children, Bourke (IARE)		
Families with resident non-dependent children	n=55 <b>23%</b>	n=47 <b>15%</b>
Murdi Paaki Region	<b>25%</b>	<b>18%</b>
New South Wales	<b>25%</b>	<b>21%</b>
A non-dependent child is a natural, adopted, step or foster child of a couple or lone parent usually resident in the household, who is aged 15 years and over and is not a full-time student aged 15-24 years, and who has no identified partner or child of his/her own usually resident in the household		

## 4.2 Educational status

### KEY FINDINGS

- Fewer Aboriginal four-year-olds enumerated in the ABS 2016 Census appeared to attend pre-school compared to non-Aboriginal children. Conversely, marginally more Aboriginal three-year-olds attended preschool compared to non-Indigenous three-year-olds;
- On Australian Early Development Census (AEDC) indicators, children commencing their first year of full-time schooling in the Bourke LGA have not reached the same stage of early childhood development as their counterparts in NSW;
- Student attendance level for children (the proportion of students attending 90% or more of the time) is between 22% at Bourke High School and 83% at Koinonia Christian School;
- Educational attainment at schools in Bourke is mostly well below the average of all Australian students;
- Of Aboriginal young people aged 15 to 19 years in Bourke who had left school, 24% had completed Year 12. 67% of the non-Indigenous 15 to 19-year-olds had completed year 12;

- Almost half of Aboriginal persons aged 17 or 18 years were engaged in training or learning;
- Non-Indigenous adults were four times more likely than Aboriginal adults to hold a tertiary qualification but, at vocational level, educational achievement was similar. The Aboriginal population aged over 15 years in Bourke had a lower proportion with a post-school qualification compared to both the Murdi Paaki Region and NSW.

Table 4.12: Educational institution attended by the Aboriginal population, Bourke District	
	n=270
Preschool	19
Infants/primary – Government	100
Infants/primary – other non-Government	20
Secondary – Government	42
Secondary – Other Non-Government	11
University or other Tertiary Institution	13
Other educational institution	0
Not stated	65

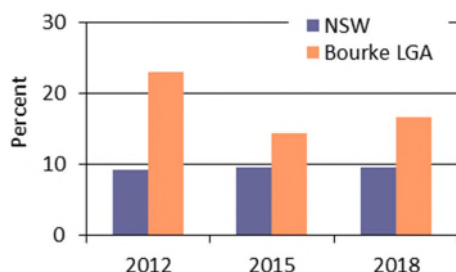
Population fraction	Aboriginal	Non-Indigenous
Table 4.13: Pre-school attendance, Bourke District		
	n=15	n=23
Children 3 years old	<b>27%</b>	<b>22%</b>
Murdi Paaki Region	<b>41%</b>	<b>50%</b>
New South Wales	<b>52%</b>	<b>49%</b>
	n=12	n=29
Children 4 years old	<b>25%</b>	<b>48%</b>
Murdi Paaki Region	<b>82%</b>	<b>79%</b>
New South Wales	<b>72%</b>	<b>72%</b>

Figure 4.4: AEDC summary indicator of developmental vulnerability (all children)

One or more domains:



Two or more domains:



Aboriginal children (n=10 or 40% of 25)

Table 4.14: AEDC vulnerability indicators

	Vuln 1	Vuln 2
Bourke LGA	33.3%	16.7%

Source: Australian Early Development Census, Community Profile 2018, Bourke LGA

Figure 4.5: Student attendance level (proportion of students attending 90% or more of the time), Bourke Schools, 2019 Semester 1

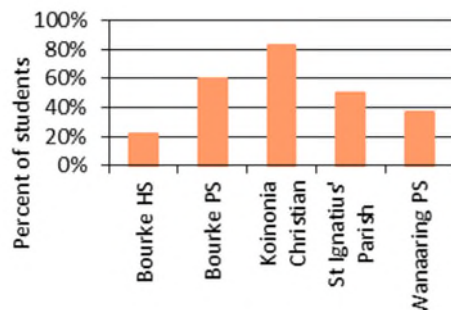


Table 4.15: Educational attainment, NAPLAN, School average when compared with all Australian students

	Reading	Writing	Spelling	Grammar	Numeracy
Year 3					
Bourke Public	5	5	5	5	5
St Ignatius' Parish	5	4	3	5	5
Year 5					
Bourke Public	5	5	5	5	5
St Ignatius' Parish	5	5	4	5	5
Year 7					
Bourke High	5	5	4	5	5
Year 9					
Bourke High	5	5	5	5	5
Legend					
Above average	2			Close to	3
Below average	4			Well below	5

Source:acara MySchools website

Data for Koinonia Christian and Wanaaring Public Schools are not available

Figure 4.6: Highest year of schooling, all Aboriginal adults, Bourke District

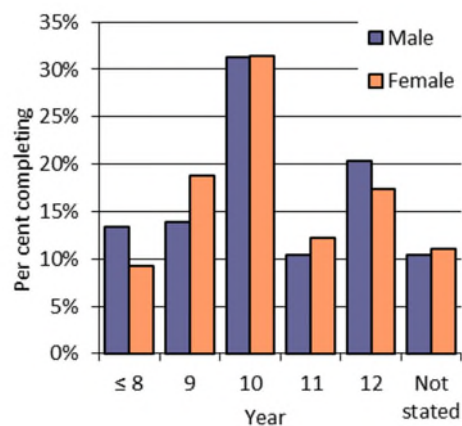
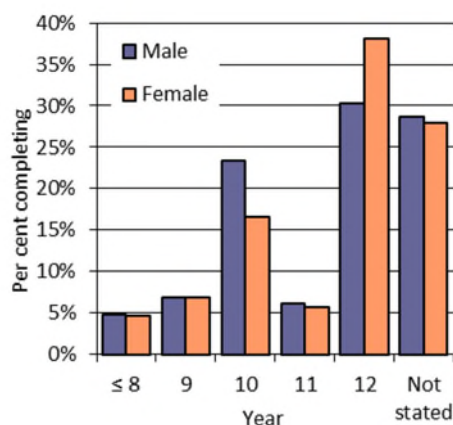


Figure 4.7: Highest year of schooling, all non-Indigenous adults, Bourke District



Population fraction	Aboriginal	Non-Indigenous
Table 4.16: Percentage of students completed Year 12, Bourke District (Persons aged 15 to 19 who have completed schooling and are no longer at school)		
	n=21	n=12
	<b>24%</b>	<b>67%</b>
Murdi Paaki Region	20%	48%
New South Wales	33%	51%
Table 4.17: Percentage of persons aged 15 years and over with a vocational qualification, Bourke District		
	n=62	n=157
Cert I-IV	<b>13%</b>	<b>13%</b>
Murdi Paaki Region	18%	26%
New South Wales	25%	20%
Table 4.18: Percentage of persons aged 15 years and over with an undergraduate diploma, Bourke District		
	n=28	n=97
Diploma and Advanced Diploma	<b>6%</b>	<b>8%</b>
Murdi Paaki Region	5%	7%
New South Wales	7%	10%

Population fraction	Aboriginal	Non-Indigenous
Table 4.19: Percentage of persons aged 15 years and over with a tertiary qualification, Bourke District		
	n=17	n=146
Degree and higher	<b>3%</b>	<b>12%</b>
Murdi Paaki Region	4%	12%
New South Wales	8%	27%
Table 4.20: Engagement of persons aged 17 and 18 years in employment, education and training, Bourke District		
Fully engaged	<b>47%</b>	<b>83%</b>
Murdi Paaki Region	49%	74%
New South Wales	62%	84%

### 4.3 Economic participation

Population fraction	Aboriginal	Non-Indigenous
Table 4.21: Labour force status, Bourke District (Percent of labour force)		
	n=255	n=696
In full-time or part-time work	<b>83%</b>	<b>97%</b>
Unemployed, looking for work	17%	3%
Murdi Paaki Region	76%	94%
New South Wales	85%	94%
22% of those employed worked part-time		

Population fraction	Aboriginal	Non-Indigenous
Table 4.22: Participation in the labour market, Bourke District (Percent of population aged 15 and over)		
	n=482	n=929
In labour force	53%	75%
Not in labour force	47%	25%
Murdi Paaki Region	44%	61%
New South Wales	56%	64%
Table 4.23: Employment to population ratio, Bourke District (Percent of population aged 15 and over)		
	n=212	n=678
Employment to population ratio	43%	56%
Murdi Paaki Region	34%	57%
New South Wales	47%	60%

Population fraction	Aboriginal	Non-Indigenous
Table 4.25: Occupation of all persons employed, Bourke District		
Managers	12%	17%
Professionals	13%	18%
Technician/trades	10%	13%
Community service workers	29%	15%
Clerical/admin workers	13%	10%
Sales workers	4%	8%
Machinery operators	7%	7%
Labourers	13%	12%

Table 4.24: Industry of employment – Bourke District				
Industry	Aboriginal		Non-Indigenous	
	No employed	% of total employed	No employed	% of total employed
Health Care and Social Assistance	49	23%	82	12%
Education and Training	43	20%	105	15%
Public Administration and Safety	19	9%	126	18%
Administrative and Support Services	16	8%	19	3%
Retail Trade	15	7%	64	9%
Accommodation and Food Services	12	6%	52	7%
Agriculture, Forestry and Fishing	11	5%	66	9%
Construction	8	4%	40	6%
Professional, Scientific and Technical Services	8	4%	13	2%
Information Media and Telecommunications	5	2%	10	1%
Arts and Recreation Services	4	2%	8	1%
Transport, Postal and Warehousing	3	1%	6	1%
Electricity, Gas, Water and Waste Services	0	0%	16	2%
Wholesale Trade	0	0%	13	2%
Manufacturing	0	0%	12	2%
Financial and Insurance Services	0	0%	8	1%
Mining	0	0%	4	1%

Table 4.24: Industry of employment – Bourke District

Industry	Aboriginal		Non-Indigenous	
	No employed	% of total employed	No employed	% of total employed
Rental, Hiring and Real Estate Services	0	0%	0	0%
Other Services	11	5%	24	3%
Inadequately described/not stated	7	3%	29	4%

## KEY FINDINGS

- With an unemployment rate six times that of the non-Indigenous population and a reasonable participation rate, the employment to population ratio for Aboriginal people in Bourke implies that less than one in two adults are in any form of employment. This ratio is marginally lower than for the non-Indigenous population fraction;
- Investigation of the age structure of the Bourke Aboriginal population through calculation of the dependency ratio (54.5 for Bourke – less than for the Murdi Paaki Region, at 61.6) indicates that Aboriginal people of working age resident in Bourke have a low workforce participation;
- Aboriginal workers are more likely than their non-Indigenous counterparts to be employed in health care and social assistance or education and training but less likely to be employed as a manager or professional;
- The education and training sector employs the largest proportion of the workforce, followed by public administration and health care;
- Persons over the age of 25 years employed where most likely to be in paid employment working 35 hours per week and longer;
- Data for Bourke LGA as a whole indicate a decline over time in the number of businesses.

Figure 4.8: Hours worked by age group, Bourke District

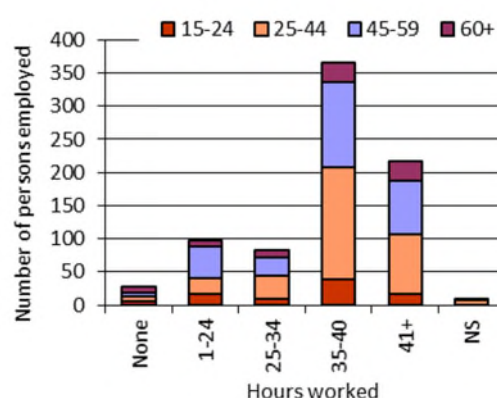


Table 4.26: Number of Aboriginal workers employed in the public and private sectors, Bourke District

Australian Government	7
NSW Government	45
Local Government (Bourke)	8
Private sector	138
Not stated	7

Table 4.27: Total number of businesses, Bourke LGA

At 30 <sup>th</sup> June 2019	
No of employees	No of businesses
Nil	466
1-4	172
5-19	66
20 or more	8

Table 4.28: Business entries and exits, Bourke LGA

At 30<sup>th</sup> June 2019

Year	Change in number
2015	-
2016	15
2017	26
2018	-2
2019	-16

#### 4.4 Income

Table 4.29: Median total household income (\$) (Bourke (IARE))

Population fraction	Aboriginal	Non-Indigenous
\$/week	1,162	1,303
N-W NSW IREG	907	1,013
New South Wales	1,214	1,498

Table 4.30: Estimates of personal income, total population, Bourke LGA

Median employee income (\$) (2017)	47,115
Income share of top 10% of earners (excl. government payments)	29%
FW and Orana SA4	44,418
New South Wales	49,256

Figure 4.9: Average annual growth in median employee income, 2014-2017, Bourke LGA

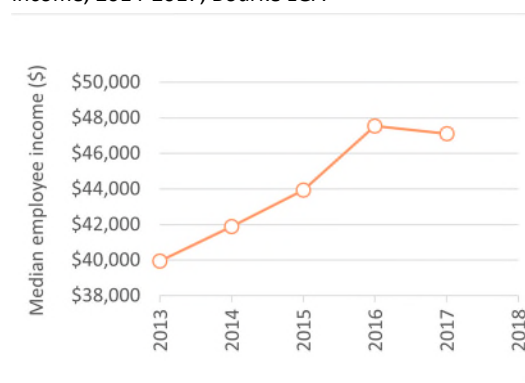


Table 4.31: Sources of income support, Bourke LGA

In 2019, percentage of total population aged 15 and over receiving:

Age pension (n=233)	11%
Carer payment (n=59)	3%
Disability support pension (n=114)	6%
Newstart allowance (n=177)	9%
Parenting payment, single (n=122)	6%
Family tax benefit A (n=279)	14%
Family tax benefit B (n=254)	13%
Commonwealth rent assistance (n=173)	9%

#### KEY FINDINGS

- The median weekly income for Aboriginal households is lower than other households; the Aboriginal median weekly individual income is 44% lower than for non-Indigenous persons;
- In 2019, the top 10% of earners received 29% of total income excluding Government pensions and allowances;



- It is well established that the Murdi Paaki Region suffers the highest level of socio-economic disadvantage in NSW. Bourke LGA is the 17<sup>th</sup> most disadvantaged LGA in the Murdi Paaki Region, coming in at number 114 in NSW for the Index of Relative Socio-economic Disadvantage (IRSD) ranking.

#### 4.5 Measure of socio-economic disadvantage

Table 4.32: SEIFA Index of disadvantage, Bourke LGA 2016

SEIFA Index (IRSD) – Bourke LGA	916
Rank in NSW	114 <sup>th</sup> of 130
Murdi Paaki Region:	
Highest (Cobar)	968
Lowest (Brewarrina)	757

#### 4.6 Wanaaring profile

Data in this profile uses the SA1 1109203 for the Wanaaring community.

Table 4.33: Total population, Wanaaring SA1

persons	122
Change from 2011 Census	-50

Source: ABS 2016 Census

Table 4.34: Aboriginal population %, Wanaaring SA1

n=15	12%
Murdi Paaki Region	23%
New South Wales	3%
Source: ABS 2016 Census	

Figure 4.10: Aboriginal population age distribution

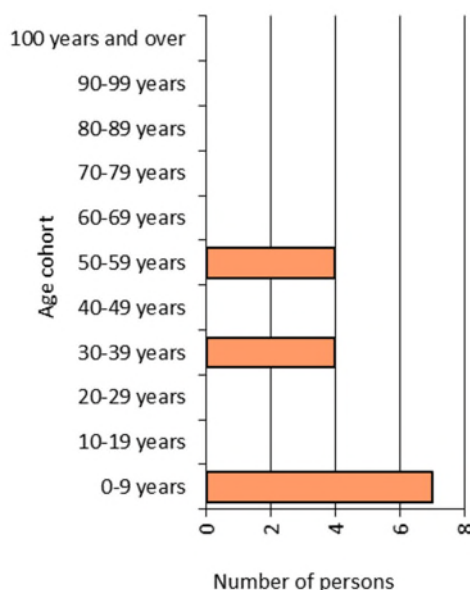


Table 4.35: Aboriginal population aged under 15 years

	n=7	
Of population fraction	47%	-
Murdi Paaki Region	32%	-
New South Wales	34%	-

Table 4.36: Social marital status (Aboriginal persons aged 15 years and over)

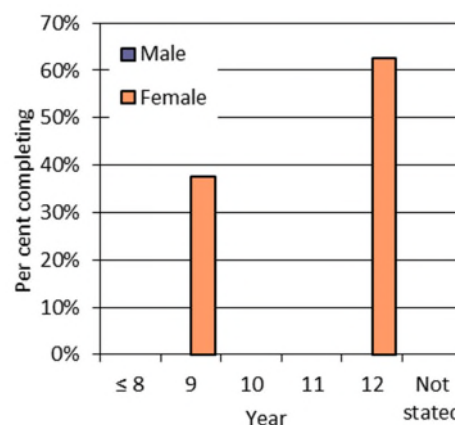
Registered marriage	0%	-
De facto marriage	0%	-
Not married	100%	-

Table 4.37: Lone person Aboriginal households

	n=0	-
	-%	-
Murdi Paaki Region	21%	-
New South Wales	15%	-

Population fraction	Aboriginal	Non-Indigenous
Table 4.38: Household family composition		
One parent	0%	-
Couple, no children	0%	-
Couple, with children	0%	-
Other family	0%	-
Murdi Paaki Region	43%	-
New South Wales	36%	-
Table 4.39: Multi-family households (of all family households)		
	n=0	-
	-%	-
Murdi Paaki Region	4%	-
New South Wales	4%	-
Table 4.40: Educational institution attended by the Aboriginal population		
	n=13	
Preschool	0	
Infants/primary - Government	10	
Infants/primary – other non-Govt	0	
Secondary - Government	3	
Secondary – Other Non-Government	0	
University or other Tertiary Institution	0	
Other educational institution	0	
Not stated	4	
Table 4.41: Percentage of Aboriginal persons aged 15 years and over with a qualification (Cert III and above)		
	n=10	
Any qualification	0%	-
Murdi Paaki Region	18%	-
New South Wales	25%	-

Figure 4.11: Highest year of schooling, all Aboriginal adults



Population fraction	Aboriginal	Non-Indigenous
Table 4.42: Labour force status (Percent of labour force)		
	n=10	
In full-time or part-time work	100%	-
Unemployed, looking for work	0%	-
Murdi Paaki Region	76%	-
New South Wales	85%	-
Table 4.43: Participation in the labour market (Percent of population aged 15 and over)		
	n=13	
In labour force	77%	-
Not in labour force	23%	-
Murdi Paaki Region	44%	-
New South Wales	56%	-

## KEY FINDINGS

- The population of Wanaaring at the time of the ABS 2016 Census was 122 persons but this had fallen from 172 persons at the previous census;

- The Aboriginal population numbered 15 persons or 12% of the total population. Approximately half this population was aged under 15 years, most of whom were attending primary school;
- No respondent to the census indicated holding a qualification at Certificate III level or above;
- All of those over the age of 15 years wishing to work were employed on either a part-time or full-time basis. Participation rate was a high 77% which greatly exceeded the rate for the Murdi Paaki Region generally;
- Further description is hampered by small cell counts.



## 5 COMMUNITY HOUSING PROFILE

### 5.1 Bourke housing generally

Census data in this Chapter is a combination of data extracted from the ABS 2016 Census for Bourke locality (L), North Bourke suburb (SSC) and Wanaaring SA1. For the purposes of this Plan, these communities are collectively called Bourke District. Indigenous area (IARE) geography has been used where locality, state suburb and SA1 data are unavailable, as indicated in the table heading.

Table 5.1: Dwellings by community (Bourke District)

Bourke	837
North Bourke	205
Wanaaring	87
Total	1,129

Table 5.2: Dwelling types (Bourke District)

Total number	1,129	
Separate houses	931	82%
Terraces, town houses	22	2%
Apartments	47	4%
Other dwelling types	129	11%

Table 5.3: Private dwellings unoccupied on census night (Bourke District)

	n=1,129	
Private unoccupied dwellings	188	17%
Change since 2011	n=146	+42
Murdi Paaki Region		19%
New South Wales		9%

192 people were counted elsewhere on census night

Table 5.4: Households counted in a dwelling on census night (Bourke District)

Resident households	720
Visitor households	120
Non-classifiable	138

Table 5.5: Number of bedrooms per dwelling (Bourke District)

0 or 1 bedrooms	89	12%
2 bedrooms	110	15%
3 bedrooms	333	44%
4 bedrooms	167	22%
5 bedrooms and more	56	7%

Figure 5.1: Dwelling size by number of bedrooms

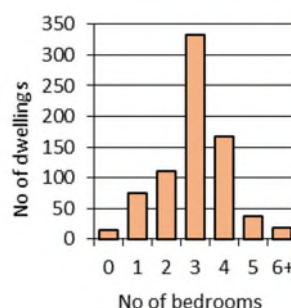


Table 5.6: Median residential property price (Bourke (A))

In 2019	\$174,000
No of transfers	41

Source: ABS, Data by Region, 2011-19, Economy and Industry

Table 5.7: Building approvals, 2019 (Bourke (A))

Total building approvals	2
Private sector houses	-
Private other dwelling	-
Other dwelling units	2

Source: ABS Data by Region, 2011-19, Economy and Industry

## 5.2 A statistical comparative snapshot of Bourke

Population fraction	Aboriginal	Non-Indigenous
Table 5.8: Average household size (Bourke (IARE))		

Persons	3.0	2.0
N-W NSW IREG	3.0	2.1
New South Wales	3.1	2.6

Table 5.9: Average number of persons per bedroom (Bourke (IARE))		
--	--	--

Persons	0.9	0.7
N-W NSW IREG	0.9	0.7
New South Wales	1.0	0.9

Table 5.10: Households enumerated (Bourke District)		
---	--	--

One family household	198	275
Multiple family household	6	0
Non-family household	61	168
Non-classifiable	0	0
Not applicable	0	0

Table 5.11: Occupancy (Bourke District)		
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One person	54	171
Two people	83	148
Three people	44	52
Four people	34	43
Five people and greater	49	37

Population fraction	Aboriginal	Non-Indigenous
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Table 5.12: Proportion of all households renting (Bourke District)		
--	--	--

Proportion of all households	51%	25%
Real estate agent	11%	17%
NSW housing authority	51%	10%
Community housing	20%	0%
Other private	15%	29%
Other	4%	45%

Murdi Paaki Region	62%	24%
New South Wales	56%	32%

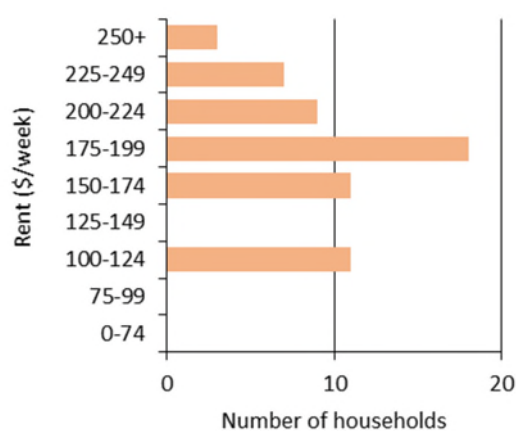
Table 5.13: Median rent (Bourke (IARE))		
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\$/week	170	78
N-W NSW IREG	160	150
New South Wales	270	390

Table 5.14: Percentage of all households with rent equal to or greater than 30% of household income (2016) (Bourke (A))		
---	--	--

Renting	5.1%
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Figure 5.2: Weekly rent payable by Aboriginal households, social housing rentals (Bourke District)



Population fraction	Aboriginal	Non-Indigenous
Table 5.15: Home ownership (including owned with a mortgage) (Bourke District)		
	n=110	n=321
Proportion of all households	<b>41%</b>	<b>46%</b>
Murdi Paaki Region	38%	76%
New South Wales	44%	68%

Table 5.16: Change in Aboriginal home ownership (Bourke District)		
	2016	2011
Proportion of all Aboriginal households	<b>41%</b>	<b>33%</b>

Population fraction	Aboriginal	Non-Indigenous
Table 5.17: Persons accommodated in non-private dwellings (Bourke (IARE))		
Hotel, motel	7	225
Staff quarters	0	17
Boarding house	0	7
Public hospital	0	10
Nursing home	0	5
Prison, or corrections	3	0
Convent	0	3

Table 5.18: Number of persons homeless in Bourke, Cobar and Coonamble SA3 (After Chamberlain and MacKenzie)	
Marginally housed	14
Tertiary homeless	7
Secondary homeless	45
Primary homeless	294
Living in crowded conditions	167

Population fraction	Aboriginal	Non-Indigenous
Table 5.19: One year residential mobility (Bourke District)		
	n=232	n=430
Residents in the household aged one year and over with a different address one year ago		
All residents	<b>7%</b>	<b>14%</b>
Some of the residents	9%	4%
No resident	84%	81%
Murdi Paaki Region	12%	10%
New South Wales	16%	13%

Residents in the household aged five years and over with a different address five years ago		
All residents	27%	39%
Some of the residents	8%	5%
No resident	65%	56%

Table 5.20: Number of Aboriginal persons with a different address at stated location 1 year ago and five years ago (Bourke District)		
Place of residence	1 year ago	5 years ago
Within Bourke	41	44
Elsewhere in the MPR	0	0
Elsewhere in NSW	9	5
Other	7	0

Table 5.21: Access and mobility (Bourke District)		
No motor vehicles	19%	6%
One motor vehicle	34%	33%
Two motor vehicles	26%	22%
Three motor vehicles	7%	6%
Four or more motor vehicles	2%	4%
Not stated	12%	29%

### 5.3 Wanaaring housing generally

Table 5.22: Dwelling types

Total number	<b>94</b>	
Separate houses	81	86%

Table 5.23: Private dwellings unoccupied on census night

	n=94	
	<b>28</b>	<b>31%</b>
Change since 2011	n=29	-1
Murdi Paaki Region	<b>19%</b>	
New South Wales	<b>9%</b>	

15 people were counted elsewhere on census night

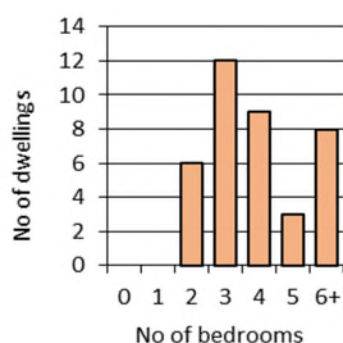
Table 5.24: Households counted in a dwelling on Census night

Resident households	39
Visitor households	6
Non-classifiable	22

Table 5.25: Number of bedrooms per dwelling

0 or 1 bedrooms	0	0%
2 bedrooms	6	16%
3 bedrooms	12	32%
4 bedrooms	9	24%
5 bedrooms and more	11	29%

Figure 5.3: Dwelling size by number of bedrooms



### 5.4 A statistical comparative snapshot of Wanaaring

Table 5.26: Aboriginal households enumerated

One family household	6
Non family household	3

Table 5.27: Occupancy of Aboriginal households

One person	0
Two people	3
Three people	0
Four people	0
Five people and greater	0

Table 5.28: Proportion of all Aboriginal households renting

Proportion of all households	<b>100%</b>
Real estate agent	0%
NSW housing authority	0%
Community housing provider	100%
Other private	0%
Other	0%
Murdi Paaki Region	<b>62%</b>
New South Wales	<b>56%</b>

Table 5.29: Aboriginal home ownership (including owned with a mortgage)

Proportion of all households	<b>0%</b>
Murdi Paaki Region	<b>38%</b>
New South Wales	<b>44%</b>

Table 5.30: Change in Aboriginal home ownership

	2016	2011
Proportion of all Aboriginal households	<b>0%</b>	<b>33%</b>

Table 5.31: One year residential mobility (Aboriginal households)

n=6	
Residents in the Aboriginal household aged one year and over with a different address one year ago	
All residents	0%
Some of the residents	0%
No resident	100%
Murdi Paaki Region	
	12%
New South Wales	
	16%

Residents in the Aboriginal household aged five years and over with a different address five years ago

All residents	0%
Some of the residents	0%
No resident	100%

Table 5.32: Access and mobility (Aboriginal households)

No motor vehicles	0%
One motor vehicle	100%
Two motor vehicles	0%
Three motor vehicles	0%
Four or more motor vehicles	0%
Not stated	0%

## KEY FINDINGS

- The number of dwellings across the communities of interest totalled 1,129 at the time of the ABS 2016 Census of which 188 or 17% were not occupied on census night. About 20% of dwellings in Bourke were located at North Bourke;
- As shown by Figure 5.1, most dwellings (44%) were of three bedrooms;
- In 2019, the median residential property price was \$174,000 in an active transfer market. Sales totalled 41 in the year. Prices ranged from \$15,000 for a small granny-flat type dwelling in Wanaaring to \$440,000 for a large four bedroom renovated home on a large block in North Bourke. At the time of writing, 35 houses were for sale with asking prices between \$105,000 and \$485,000;
- Council approved five new residential single dwellings in 2019 for an average estimated value of \$238,000. Two were for Bourke locality;
- Average size of Aboriginal households of 3.0 persons is half as much again as non-Indigenous households but on a par with the Murdi Paaki Region as a whole. This equates to an average of 0.9 persons per bedroom;
- According to the census, just over 2% of Aboriginal households were multi-family households and 23% were non-family households. About 19% of households comprised 5 persons or more;
- Of all Aboriginal households, 51% were renting compared with 25% of non-Indigenous households. This is slightly lower than for the Murdi Paaki Region. A larger proportion of Aboriginal households rented through a NSW Government housing provider while the proportion of non-Indigenous households in public housing was small (10%);
- Median rent paid by Aboriginal households was double that of non-Indigenous households. Just over 5% of all households paid rent at levels above 30% of household income, above the threshold of affordability;
- Home ownership in the Aboriginal community grew from 33% to 41% of all Aboriginal households between the 2011 and 2016 censuses;
- Some evidence of mobility exists. All residents in 7% of Aboriginal households had a different address one year prior to the census while 27% of all residents had a different address five years before the ABS 2016 Census. Most movement is within Bourke. There did not appear to be any relocation from other Murdi Paaki communities;
- Aboriginal households are three time less likely to have access to a motor vehicle than non-Indigenous households;
- Wanaaring Aboriginal households are most likely to be a stable, two-person household living in rented accommodation.

## 5.5 Aboriginal social housing properties

A number of organisations and NSW Government agencies own and manage land and housing in Bourke: Nulla\_Nulla Local Aboriginal Land Council (LALC), Murdi Paaki Regional Housing Corporation (MPRHC), and the NSW Aboriginal Housing Office (AHO). Wanaaring Local Aboriginal Land Council (WLALC) owns residential properties in Wanaaring. Individual holdings are shown in Table 5.33. The NSW Land and Housing Corporation (LAHC) also provides public housing in Bourke.

Table 5.33: Public housing ownership

Owner	Number of dwellings	Number of vacant lots
MPRHC	38	19
Nulla_Nulla LALC	10	3
Nulla_Nulla LALC AEV	16	3
AHO	67	1
Wanaaring LALC	4	-
<b>Total</b>	<b>135</b>	<b>26</b>
LAHC	42	

Nulla\_Nulla LALC has title to the discrete settlement of Alice Edwards Village (AEV) on the western outskirts of town. The AHO database lists Alice Edwards Village as vacant land whereas the settlement has sixteen occupied residential properties. The residents of Alice Edwards Village have particular unresolved issues which have led, in some instances, to the non-payment of rent. Management has been difficult and a divisive issue within the Land Council.

Similarly, MPRHC has title to vacant lots in the Culgoa and Yanda Streets precinct which, when previously developed, proved to be a challenged area. Proposals to revitalise this precinct in the earlier HEHP were not followed through with the result that the number of habitable dwellings has steadily declined as the condition of houses has deteriorated and the structures demolished. The antisocial behaviours which characterised this precinct were the catalyst for a noticeable population shift to the eastern end of the town.

Responsibility for management of properties rests with Aboriginal community-controlled providers Murdi Paaki Regional Housing Corporation and Mid Lachlan Aboriginal Housing Management Cooperative (Mlahmc), and with NSW Department of Communities and Justice (DCJ).

Housing mix is summarised at Table 5.34 while cadastral information for Aboriginal social housing is listed in Tables 5.35 to 5.38 inclusive. Assets at Alice Edwards Village are not included in the totals pending a negotiated arrangement as to future development and management with the resident community and the Land Council.

Table 5.34: Property ownership and management by house size (number of bedrooms)

Owner	Manager	Bedrooms					
		1	2	3	4	5	6
MPRHC	MPRHC	-	5	24	7	2	-
NNLALC	Mlahmc	-	-	8	2	-	-
AHO	MPRHC	-	5	5	7	2	1
AHO	DCJ		4	24	19	-	-
<b>Total for Bourke town</b>		<b>-</b>	<b>14</b>	<b>61</b>	<b>35</b>	<b>4</b>	<b>1</b>
NNLALC	NNLALC		1	12	2	-	1
<b>Total for Alice Edwards Village</b>		<b>1</b>	<b>12</b>	<b>2</b>	<b>-</b>	<b>1</b>	
LAHC in Bourke		8	7	22	5	-	-
WLALC	MPRHC	-	-	-	2	2	-

Aerial views of the communities are included at Figure 5.4 to Figure 5.6 inclusive.

Table 5.35: Cadastral information for MPRHC owned properties

Lot	Section	DP	Registered proprietor	Address	Property type	Number of bedrooms
Housing manager: Murdi Paaki Regional Housing Corporation						
1		982603	MPRHC	10 Richard Street	Cottage	2
B		329414	MPRHC	38 Hope Street	Cottage	2
2		511951	MPRHC	65 Tudor Street	Cottage	2
62		601826	MPRHC	85 Tudor Street	Cottage	2
D		22638	MPRHC	41 Hope Street	Cottage	2
1	5	758781	MPRHC	9 Darling Street	Cottage	3
A		916039	MPRHC	12 Oxley Street	Cottage	3
100		1097400	MPRHC	2, 73 Mertin Street	Cottage	3
A		444399	MPRHC	74 Short Street	Cottage	3
B		329414	MPRHC	38A Hope Street	Cottage	3
12		599838	MPRHC	8 Sturt Street	Cottage	3
1		502912	MPRHC	2 Coomah Street	Cottage	3
2		355528	MPRHC	20 Tudor Street	Cottage	3
B		413330	MPRHC	3 Cullie Street	Cottage	3
B		409909	MPRHC	6 Becker Street	Cottage	3
2		366346	MPRHC	19 Mertin Street	Cottage	3
A		399417	MPRHC	3 Wilson Street	Cottage	3
8		228820	MPRHC	17 Wilson Street	Cottage	3
5	34	758144	MPRHC	25 Tudor Street	Cottage	3
1		508729	MPRHC	99 Darling Street	Cottage	3
21		635324	MPRHC	90 Darling Street	Cottage	3
B		401877	MPRHC	26 Darling Street	Cottage	3
12	49	758144	MPRHC	148 Meadows Street	Cottage	3
2		229627	MPRHC	4 Denman Street	Cottage	3
18	92	758144	MPRHC	94 Hope Street	Cottage	3
B		372789	MPRHC	29 Anson Street	Cottage	3
3		509081	MPRHC	65 Mertin Street	Cottage	3
19	97	758144	MPRHC	1 Yanda Street	Cottage	3
9	41	758144	MPRHC	99 Oxley Street	Cottage	3
100		1097400	MPRHC	1, 73 Mertin Street	Cottage	4
3		212753	MPRHC	6 Wilson Street	Cottage	5
4	95	758144	MPRHC	9 Adelaide Street	Cottage	5
1		935788	MPRHC	1 Charles Street	Cottage	4
4		391554	MPRHC	3 Charles Street	Cottage	4
2		347916	MPRHC	21 Adelaide Street	Cottage	4
B		411749	MPRHC	22 Adelaide Street	Cottage	4
17	97	758144	MPRHC	5 Yanda Street	Cottage	4
12		544008	MPRHC	9 Oxley Street	Vacant	-
1		509986	MPRHC	25 Mertin Street	Vacant	-
12		771351	MPRHC	12 Mertin Street	Vacant	-
7	96	758144	MPRHC	14 Culgoa Street	Vacant	-

Table 5.35: Cadastral information for MPRHC owned properties

Lot	Section	DP	Registered proprietor	Address	Property type	Number of bedrooms
16	97	758144	MPRHC	7 Yanda Street	Vacant	-
15	97	758144	MPRHC	9 Yanda Street	Vacant	-
15	96	758144	MPRHC	17 Yanda Street	Vacant	-
14	96	758144	MPRHC	19 Yanda Street	Vacant	-
A		402422	MPRHC	16 Mertin Street	Vacant	-
2		500293	MPRHC	14 Mertin Street	Vacant	-
21	97	758144	MPRHC	15 Anson Street	Vacant	-
10	97	758144	MPRHC	11 Anson Street	Vacant	-
3	96	758144	MPRHC	12 Adelaide Street	Vacant	-
5		668640	MPRHC	26 Adelaide Street	Vacant	-
5	95	758144	MPRHC	7 Adelaide Street	Vacant	-
1		562523	MPRHC	19 Adelaide Street	Vacant	-
3	95	758144	MPRHC	11 Adelaide Street	Vacant	-
B		417754	MPRHC	9 Church Street	Vacant	-
13	97	758144	MPRHC	13 Yanda Street	Vacant	-
1	95	758144	MPRHC	15 Adelaide Street	Vacant	-

Table 5.36: Cadastral information for&gt;NNLALC owned properties

Lot	Section	DP	Registered proprietor	Address	Property type	Number of bedrooms
Housing manager: Mid Lachlan Aboriginal Housing Management Cooperative						
17	88	758144	NNLALC	3 Culgoa Street	Cottage	3
8	96	758144	NNLALC	12 Culgoa Street	Cottage	3
15	88	758144	NNLALC	7 Culgoa Street	Cottage	3
15	93	758144	NNLALC	120 Hope Street	Cottage	3
3	97	758144	NNLALC	10 Culgoa Street	Cottage	3
5	97	758144	NNLALC	6 Culgoa Street	Cottage	3
5	96	758144	NNLALC	18 Culgoa Street	Cottage	3
22	97	758144	NNLALC	17 Anson Street	Cottage	3
9	96	758144	NNLALC	1 Warrego Street	Cottage	4
6	97	758144	NNLALC	4 Culgoa Street	Cottage	4
Housing manager: Nulla_Nulla Local Aboriginal Land Council						
76		751848	NNLALC	Flat 3 Alice Edwards Village	Unit	2
76		751848	NNLALC	Flat 4 Alice Edwards Village	Unit	2
76		751848	NNLALC	Cottage 4 Alice Edwards Village	Cottage	4
76		751848	NNLALC	Cottage 5 Alice Edwards Village	Cottage	3
76		751848	NNLALC	Cottage 6 Alice Edwards Village	Cottage	2
76		751848	NNLALC	Cottage 7 Alice Edwards Village	Cottage	3
76		751848	NNLALC	Cottage 8 Alice Edwards Village	Cottage	6
76		751848	NNLALC	Cottage 9 Alice Edwards Village	Cottage	3
76		751848	NNLALC	Cottage 10 Alice Edwards Village	Cottage	3
76		751848	NNLALC	Cottage 11 Alice Edwards Village	Cottage	3
76		751848	NNLALC	Cottage 13 Alice Edwards Village	Cottage	3

Table 5.36: Cadastral information for NNLALC owned properties

Lot	Section	DP	Registered proprietor	Address	Property type	Number of bedrooms
76		751848	NNLALC	Cottage 14 Alice Edwards Village	Cottage	3
76		751848	NNLALC	Cottage 15 Alice Edwards Village	Cottage	3
76		751848	NNLALC	Cottage 16 Alice Edwards Village	Cottage	3
76		751848	NNLALC	Cottage 17 Alice Edwards Village	Cottage	4
76		751848	NNLALC	Cottage 18 Alice Edwards Village	Cottage	3
76		751848	NNLALC	Cottage 19 Alice Edwards Village	Cottage	3
18	97	758144	NNLALC	3 Yanda Street	Vacant	-
9	97	758144	NNLALC	9 Anson Street	Vacant	-
12	96	758144	NNLALC	16 Adelaide Street	Vacant	-
76		751848	NNLALC	Cottage 1 Alice Edwards Village	Vacant	-
76		751848	NNLALC	Cottage 2 Alice Edwards Village	Vacant	-
76		751848	NNLALC	Cottage 3 Alice Edwards Village	Vacant	-

Table 5.37: Cadastral information for AHO owned properties

Lot	Section	DP	Registered proprietor	Address	Property type	Number of bedrooms
Housing manager: NSW Department of Communities and Justice						
1		743054	AHO	1A Oxley Street	Villa	2
1		743054	AHO	1B Oxley Street	Villa	2
15		36335	AHO	1, 107 Mitchell Street	Villa	2
15		36335	AHO	2, 107 Mitchell Street	Villa	2
9		1114667	AHO	5 Oxley Street	Cottage	3
3		391554	AHO	5 Charles Street	Cottage	3
9		250738	AHO	143 Anson Street	Cottage	3
12		229627	AHO	143 Meadows Street	Cottage	3
18	30	758144	AHO	26 Wortumurtie Street	Cottage	3
17	30	758144	AHO	28 Wortumurtie Street	Cottage	3
16	30	758144	AHO	30 Wortumurtie Street	Cottage	3
15	30	758144	AHO	32 Wortumurtie Street	Cottage	3
A		441951	AHO	4 Wilson Street	Cottage	3
1	35	758144	AHO	16A Warraweena Street	Cottage	3
A		408154	AHO	33 Tudor Street	Cottage	3
2		735003	AHO	54 Tarcoon Street	Cottage	3
6		735003	AHO	62 Tarcoon Street	Cottage	3
2		508709	AHO	21 Tarcoon Street	Cottage	3
18		220918	AHO	49 Short Street	Cottage	3
1		918559	AHO	6 Richard Street	Cottage	3
7		735003	AHO	1 Hume Place	Cottage	3
7		735003	AHO	3 Hume Place	Cottage	3
7		735003	AHO	5 Hume Place	Cottage	3
13	93	758144	AHO	124 Hope Street	Cottage	3
16		527999	AHO	118 Hope Street	Cottage	3

Table 5.37: Cadastral information for AHO owned properties

Lot	Section	DP	Registered proprietor	Address	Property type	Number of bedrooms
7		735003	AHO	7 Harris Street	Cottage	3
7		735003	AHO	4 Hamilton Place	Cottage	3
10		258689	AHO	80 Darling Street	Cottage	3
11		544008	AHO	7 Oxley Street	Cottage	4
1		995179	AHO	3 Oxley Street	Cottage	4
2		349051	AHO	10 Oxley Street	Cottage	4
1		513492	AHO	58 Mertin Street	Cottage	4
4		735003	AHO	58 Tarcoon Street	Cottage	4
1		735003	AHO	52 Tarcoon Street	Cottage	4
14	93	758144	AHO	122 Hope Street	Cottage	4
121		606824	AHO	80 Short Street	Cottage	4
3	33	758144	AHO	3 Mooculta Street	Cottage	4
2	33	758144	AHO	1 Mooculta Street	Cottage	4
1		1098639	AHO	57 Mitchell Street	Cottage	4
1		372499	AHO	70 Hope Street	Cottage	4
7		735003	AHO	3 Hamilton Place	Cottage	4
7		735003	AHO	1 Hamilton Place	Cottage	4
7		735003	AHO	2 Hamilton Place	Cottage	4
1		250738	AHO	9 Denman Street	Cottage	4
15		258689	AHO	1 Becker Street	Cottage	4
3	98	758144	AHO	150 Anson Street	Cottage	4
14		553392	AHO	151 Anson Street	Cottage	4
3	28	758144	AHO	9 Wortumertie Street	Vacant	-
Housing manager: Murdi Paaki Regional Housing Corporation						
100		1107396	AHO	36 Tudor Street	Cottage	2
A		421041	AHO	2, 66 Short Street	Cottage	2
A		421041	AHO	1, 66 Short Street	Cottage	2
A		413330	AHO	1 Cullie Street	Cottage	2
7		250738	AHO	147 Anson Street	Cottage	2
100		1107396	AHO	38 Tudor Street	Cottage	3
13	30	758144	AHO	36 Wortumertie Street	Cottage	3
B		449656	AHO	85 Darling Street	Cottage	3
4	28	758144	AHO	11 Wortumertie Street	Cottage	3
A		325061	AHO	16A Meek Street	Cottage	3
7	5	958	AHO	11A Becker Street	Cottage	4
7	5	958	AHO	11 Coomah Street	Cottage	4
1		912831	AHO	44B Tudor Street	Cottage	6
B		421041	AHO	68 Short Street	Cottage	5
C		409400	AHO	62 Tudor Street	Cottage	5
1		304265	AHO	20 Meek Street	Cottage	4
A		325061	AHO	16B Meek Street	Cottage	4

Table 5.37: Cadastral information for AHO owned properties

Lot	Section	DP	Registered proprietor	Address	Property type	Number of bedrooms
1		212753	AHO	10 Wilson Street	Cottage	4
2		212753	AHO	8 Wilson Street	Cottage	4
10		229627	AHO	147 Meadows Road	Cottage	4

Table 5.38: Cadastral information for Wanaaring LALC owned properties

Lot	Section	DP	Registered proprietor	Address	Property type	Number of bedrooms
Housing manager: Murdi Paaki Regional Housing Corporation						
1		844828	WLALC	Lot 1 O'Grady Street	Cottage	5
2		844828	WLALC	Lot 2 O'Grady Street	Cottage	4
3		844828	WLALC	Lot 3 O'Grady Street	Cottage	5
4		844828	WLALC	Lot 4 O'Grady Street	Cottage	4

Figure 5.4: Bourke town and Alice Edwards Village



Courtesy: Spatial Collaboration Portal, Spatial Services, NSW Department of Customer Service

Figure 5.5: North Bourke



Courtesy: Spatial Collaboration Portal, Spatial Services, NSW Department of Customer Service

Figure 5.6: Wanaaring



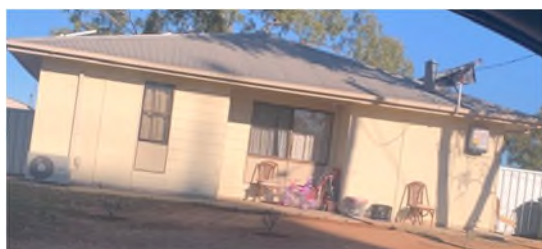
Courtesy: Spatial Collaboration Portal, Spatial Services, NSW Department of Customer Service

## 5.6 Housing forms

Residential buildings shown in Figure 5.7 are illustrative of the forms of framed housing construction which constitute the greater part of the Aboriginal social housing portfolio. Typically, houses are either of:

- Timber frame construction with suspended floor on piers, fibre-cement sheet or plank cladding with profiled steel sheet roof; or
- Brick veneer construction on concrete slab on ground with a metal or tiled roof.

Figure 5.7: Typical forms of housing



## 5.7 MPRH&BC household survey

A major data gathering exercise was undertaken in 2016 and early 2017 under the guidance of the Murdi Paaki Regional Assembly to provide the evidence for reform of the Aboriginal social housing sector in the Murdi Paaki Region. Over 1,400 households took part, including 113 households in Bourke. As well as tenants living in social housing, homeowners, private renters, people staying in refugees and/or couch surfing contributed to the findings of the survey. The contribution from Bourke is presented below.

Figure 5.8: Housing mix (All households participating in the survey)

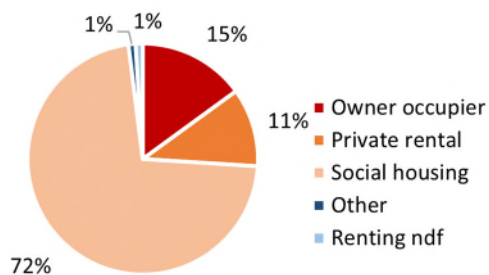


Figure 5.9: Managing organisation (Social housing tenants)

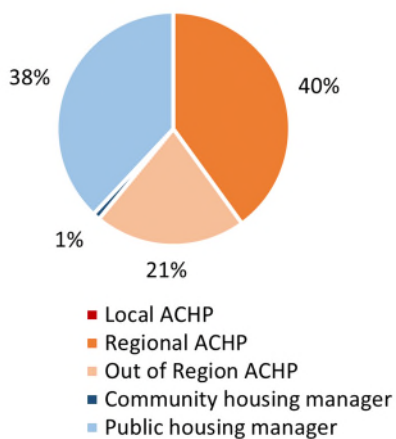


Figure 5.10: Level of satisfaction with housing manager

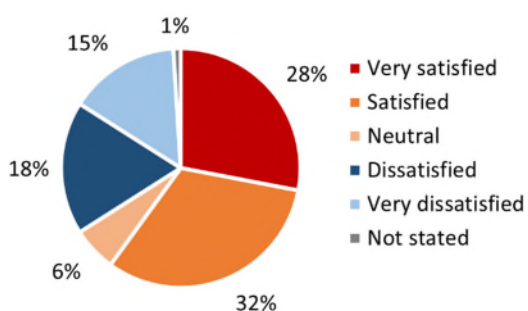


Figure 5.11: Preferred manager of Aboriginal social housing (Social housing tenants)

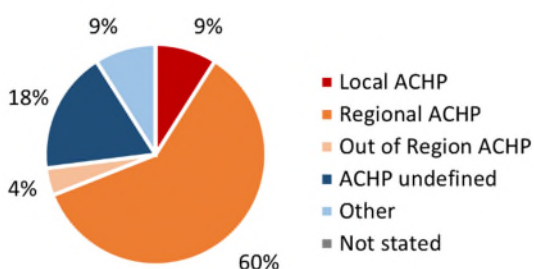


Figure 5.12: Social housing tenants with a tenancy agreement

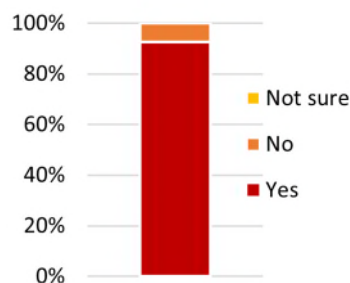


Figure 5.13: Social housing tenants claiming Commonwealth Rent Assistance

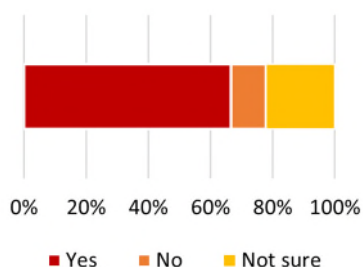


Figure 5.14: Rent levels 2016-2017

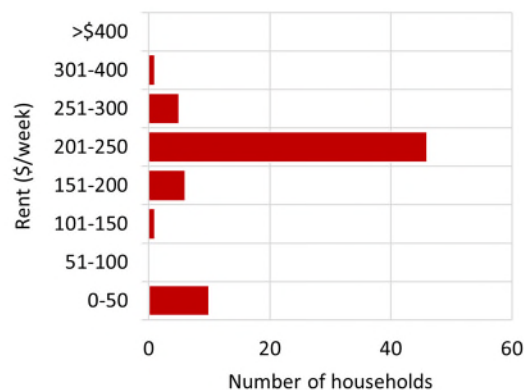


Figure 5.15: Respondents view of a fair rent

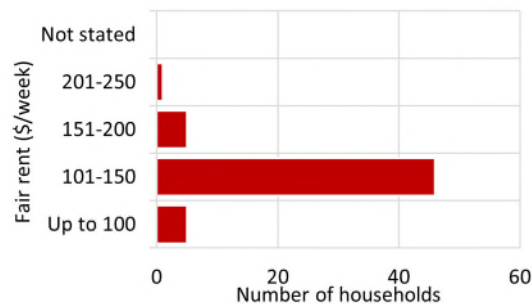


Figure 5.16: Household size range (All households)

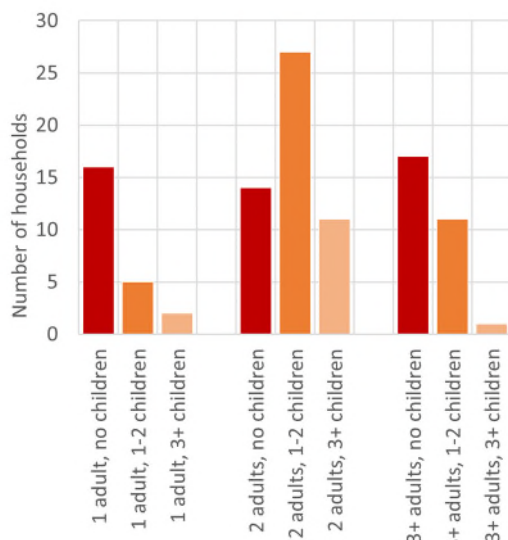


Figure 5.17: Address of household 5 years ago

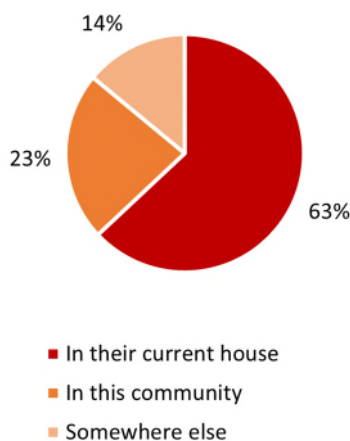


Figure 5.18: Households feeling crowded

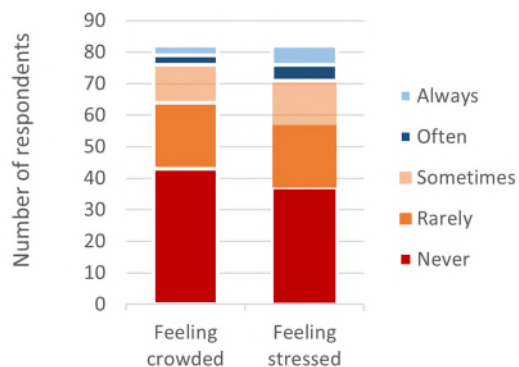


Figure 5.19: Households providing shelter to one or more homeless persons

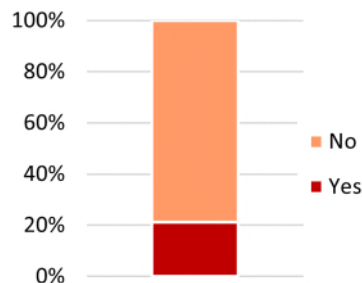


Figure 5.20: Tenants feeling unsafe at home

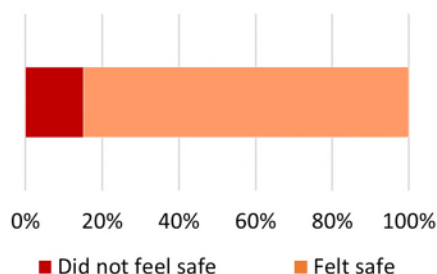
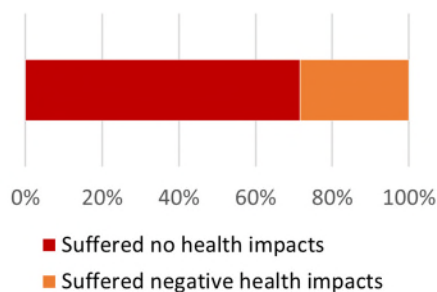


Figure 5.21: Tenants experiencing negative health impacts



## KEY FINDINGS

- Three quarters of respondents to the survey were renting social housing, 11% were in private rentals and 15% were homeowners. No respondents reported being homeless;
- Of Aboriginal social housing tenants, approximately three out of five rented through a Regional or Out of Region (OoR) Aboriginal community-controlled housing manager while two out of five rented through DCJ;

- The level of satisfaction with housing managers was generally favourable although a significant minority (18%) were dissatisfied or very dissatisfied (15%). Almost all households interviewed offered a view;
- The principal reason for dissatisfaction appeared to be a lack of urgency on the part of the housing manager to attend to repairs;
- Nearly 70% of respondents stated a preference for a local or regionally based Aboriginal community-controlled housing manager, while another 18% opted for an ACHP not otherwise defined. Little support was expressed for continuation of the arrangement with an OoR provider;
- Of the households that responded to the question, 55 respondents said that it was the only housing available while 47 respondents said they were renting Aboriginal social housing because they could not afford to buy their own house. The number of respondents who expressly said they did not wish to purchase was relatively small;
- When asked about their reasons for living in Bourke, most respondents stated that they were either born in the community or their families had been resident for a long time. A strong feeling of belonging, wanting to live on Country and/or being part of the community and around family were important considerations. Having employment was not a factor;
- Most social housing renters had entered into a formal tenancy agreement and over three quarters of respondents reported being aware of the limit on occupancy imposed by the agreement;
- At the time of the MPRH&BC household survey, social housing tenants indicated rent levels to be principally in the range \$201-\$250/week. An overwhelming proportion thought this rent to be too high with a fairer rent being in the \$101-\$150/week band;
- Surprisingly, one third of respondents reported they were not claiming Commonwealth Rent Assistance (CRA);
- Almost half of households stated they were adult households without children;
- Four out of five households reported their house never or rarely felt crowded. Of the 20% that indicated feeling crowded at times, five said that crowding was often a cause of stress while six said crowding was always a stressful experience;
- Seventeen households in Aboriginal social housing were providing shelter at the time of the survey to one or more persons who would otherwise be homeless. Two households in private rental accommodation were also providing shelter to one or more persons who would otherwise be homeless;
- Evidence exists of mobility within the community. Six out of 81 Aboriginal social housing residents were living at a different address 1 year prior to the household survey but 30% had a different address 5 years prior. Median duration of a tenancy was 6 years;
- The majority of Aboriginal social housing tenants (58%) had no intention of moving if their circumstances changed. The balance of respondents (42%) thought they might consider relocating if their needs changed;
- Almost all tenants, private and social housing (97%) responding to the question (n=81), reported trouble meeting their electricity bills;
- Of those tenants who responded to the question (n=78), only a quarter indicated a preference for social housing tenancies to be passed down within the family;
- Suggested service improvements focused on a visible local presence of the housing manager and having the housing manager carry out expected management duties including, importantly, inspections;
- As to additional services in the community, better access to home care and home-based medical care featured in most responses, and improved access to tenant support services also was requested;
- Few tenants stated they were happy with their lot. Tenants who responded to open ended questions were generally critical of property condition with about 10% stating that their homes were 'unliveable' in their terms.

### ADDITIONAL FINDINGS - OWNERS

- Seventeen homeowners responded to the survey and all were purchasing or had purchased detached houses;
- Four owners were purchasing with the aid of a loan from a financial institution, two under a rent to buy scheme, four with the aid of a loan from Indigenous Business Australia (IBA) and six were self-funded;
- The greater majority of owners were satisfied with their decision to purchase;
- In most instances, owners had long-standing attachment to Bourke, having been born in the town or through lengthy family residency. A sense of belonging was an important motivation;
- Tenure was relatively stable. All respondents were living in the same house one year prior to the household survey while eleven of sixteen reported living in the same house five years prior;
- Median period of ownership was 6 years;
- Respondents valued the sense of ownership that resulted from purchase: most valued ownership for economic reasons, for the 'dead money' argument, freedom from a landlord, providing a sense of security of tenure, and leaving a legacy for family;
- Disadvantages of ownership, where they existed, were said to be an inability to access government assistance and being financially responsible for the burden of repairs and maintenance;
- Some financial stress was evident in 81% of owners reporting trouble paying power bills.

### ADDITIONAL FINDINGS – PRIVATE TENANTS

- All households were single family residences;
- Households living in private rentals tended not to have a tenancy agreement;
- Four out of eleven tenants were receiving Commonwealth Rent Assistance;
- Rent charged appeared to be on a par with rents for social housing;
- Longer term mobility was high with only 18% of households living at the same address five years prior to the household

survey. Three households had moved more than once in the twelve months prior to the household survey. Median duration of tenancy was two years;

- The primary reason for staying in Bourke was that family had lived in town for a long time. Five households quoted employment as a factor;
- Two-thirds had applied for a private rental in the three years prior to the survey, all but one stated it was a negative experience largely on the grounds of lack of supply. In the same period, three households had been homeless and had couch surfed and/or resorted to emergency accommodation;
- All respondents said that they were stressed from the fear of being made homeless. Nearly half felt unsafe in their current accommodation;
- Nearly half of respondents also would like to move to housing, preferably social housing under ACHP management.

### ADDITIONAL FINDINGS – SOCIAL HOUSING TENANTS

- At the time of the household survey, thirty-seven young people were seeking their own accommodation, twenty-three had applied and been accepted onto a waiting list for a unit or house in Bourke. Waiting time could not be reliably determined;
- Six older persons were seeking their own accommodation, three had applied and been accepted onto a waiting list for a unit or house in Bourke;
- Five people had applied for a house or unit in another community;
- One quarter of respondents said their house failed to meet cultural needs, mainly on the grounds that the design of the house and/or external areas did not create spaces conducive to cultural practice;
- One third of respondents stated their accommodation impacted negatively upon their health, overwhelmingly quoting stress of homelessness as the reason;
- About 15% of respondents said they did not feel safe in their accommodation for reasons of property condition and/or being in an unsafe neighbourhood.

## 5.8 Unmet housing need

From the MPRH&BC household survey, unadjusted responses from households living in private rentals and social housing in Bourke to questions of housing need are summarised in Table 5.39.

Table 5.39: Need for new housing as recorded by the MPRH&BC household survey

	Number
Total number of households renting	117
Number of respondents	95
Young people requesting own housing	41
Older people requesting own housing	6
Multi-family households	9

To arrive at a more nuanced and realistic estimate, each individual survey return has been examined and equitable allocation made based on expressed need, existing household composition, crowding, homelessness and potential family formation. The results, as determined against a set of criteria, are shown at Table 5.40.

Table 5.40: Unmet housing need

		From MPRH&BC household survey				Factored for whole community			
		Number of bedrooms				Number of bedrooms			
Tenure type	Ratio	2	3	4	5	2	3	4	5
Owner occupier	129 / 17	3	-	-	-	3	-	-	-
Private rental	40 / 12	2	1	-	-	2	1	-	-
Homeless	264 / 112	-	-	-	-	-	-	-	-
Social housing rental	117 / 83	32	2	-	-	45	3	-	-
Employer	- / -	-	-	-	-	-	-	-	-
Not defined	- / -	-	-	-	-	-	-	-	-
Total		37	3	0		50	4	0	0

The method of calculation of additional dwellings discounts properties at Alice Edwards Village which requires separate consideration

The methodology assumed that:

- Young single persons are allocated a 2-bed unit;
- As a minimum, younger couples are allocated a 3-bedroom dwelling in the expectation that family size will increase;

- Older couples are allocated a 2-bedroom unit on the presumption that they will move out of the family home;
- Multi-family households, composed variously of couples only and couples with children, are allocated housing of a size commensurate with family composition in accordance with the Canadian National Occupancy Standard (CNOS), the methodology for which is included below;
- Primary and secondary homeless persons as recorded are assigned a 2-bed unit except where a family is in a state homelessness in which case a dwelling of appropriate size is allocated.

Table 5.40 indicates unmet housing need for individuals and families living in Bourke assessed as eligible for housing at the time of the MPRH&BC household survey. The assessment is empirical in nature and requires to be refined with each household at the time of housing becoming available. Total need is derived by factoring the results of the ratio of the whole population cohort to those that participated in the household survey.

The scale of need is not reflected by the NSW

Housing Register. The published waitlist for the Bourke allocation zone indicates demand from the Aboriginal and non-Indigenous population as 16 approved general applicants and fewer than 5 priority applicants as of 30<sup>th</sup> June 2020. A widespread view within the community is that there are no rental properties available locally so

why bother to apply, thereby creating a false picture.

The findings stated in Table 5.40 may underestimate need. Every attempt was made to ascertain actual household composition at the time of the MPRH&BC survey but household populations may be greater than recorded, and likewise demand. It is a requirement of the tenancy agreement that a tenant notify the housing manager of any change in the number of residents housed. Observing this process is likely to lead to a rent increase which, for obvious reasons, tenants are eager to avoid and so, although this places a tenant in breach, non-disclosure of all occupants is common.

Data obtained from the MPRH&BC household survey in respect of utilisation by permanent residents is summarised in Table 5.41. From the sample, if representative, it would appear that most households would have one bedroom spare, if not two. It is unlikely that many rental properties would become available if attempts were made to rationalise utilisation.

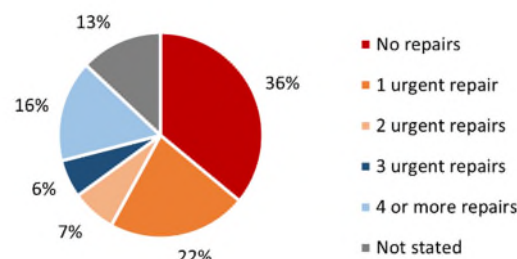
Table 5.41: Number of bedrooms required to accommodate permanent residents only

House size (Number of bedrooms)	Number of households using			
	1	2	3	4
	Bedroom(s)			
2	8	-	-	-
3	9	16	-	-
4	4	1	8	-
5	-	-	2	1
All	21	17	10	1

## 5.9 Asset condition

The MPRH&BC household survey invited social housing tenants to advise about the need for urgent repairs as a general indicator of housing manager responsiveness to critical defects and, subsequently in the survey, to provide a more detailed appreciation of condition. Responses from social housing tenants to the first enquiry are shown in Figure 5.22.

Figure 5.22: Respondents reporting need for urgent repairs



A method of analysis similar to that employed by the National Social Housing Survey (NSHS) conducted by the Australian Institute of Health and Welfare has been used to characterise asset condition on the basis of information self-reported by tenants about dwelling condition, defects and facilities.

The basis of this assessment is the judgment that a house is deemed to be of acceptable standard if it has no more than two major specified structural, electrical and/or plumbing problems and has at least six working facilities. In this context, facilities are those comprising 'health hardware' in the Housing for Health terminology which characterise safety and nine healthy living practices (HLPs):

- HLP 1: Washing people
- HLP 2: Washing clothes and bedding
- HLP 3: Removing wastewater safely
- HLP 4: Improving nutrition – the ability to store, prepare and cook food
- HLP 5: Reducing the negative impacts of crowding
- HLP 6: Reducing the negative effects of animals, insects and vermin
- HLP 7: Reducing the health impacts of dust
- HLP 8: Controlling the temperature of the living environment
- HLP 9: Reducing hazards that cause trauma

The household survey sought to establish observance of the practices using the indicators shown in Table 5.42.

Table 5.42: Indicators for meeting safety and HLPs

Practice	Represented by functional:
HLP 1	Bath or shower, and hot water heater
HLP 2	Laundry tub
HLP 3	Toilet and wastewater disposal/septic
HLP 4	Cooking stove and oven, kitchen sink
HLP 6	Flyscreens and site drainage
HLP 7	Glazed windows
HLP 8	Heating and cooling devices
HLP 9	Electrical installations

The single divergence from the NSHS methodology adopted in this project is to increase the number of working specified facilities to seven through the addition of air-conditioning which MPRA and HLP 8 consider to be essential to managing the health of residents at risk from heat, particularly children, older people and those with long term health conditions. A means of heating the home is also included.

#### Classification of structural and major services faults

Sinking/moving foundations  
 Uneven/sagging floors  
 Major cracks in wall and/or ceiling  
 Termite damage  
 Roof leaking inside  
 Major electrical faults  
 Major plumbing faults  
 Major air-conditioning problems  
 Malfunctioning on-site wastewater treatment system

The results of the evaluation of tenant responses are shown at Table 5.43.

Table 5.43: Social housing condition as expressed by tenants in Bourke

Condition	
No structural problems, and 7 working facilities	3%
No more than 2 structural problems, and 6 or more working facilities	57%
3 or more structural problems, and 6 or more working facilities	28%
None, 1 or 2 structural problems, and 5 or fewer working facilities	0%
3 or more structural problems, and 5 or fewer working facilities	12%

The principal deficiencies recorded in the quality of social housing are noted in Table 5.44.

Table 5.44: Social housing principal structural, electrical, plumbing and facilities problems (%)

Problem area	Houses affected
Moving foundations	56%
Uneven floors	54%
Cracks in wall and/or ceiling	44%
Termite damage	15%
Roof leaking inside	18%
Major electrical faults	28%
Major plumbing faults	18%
Major air conditioning problems	17%
Septic/sewerage problems outside	15%
Non-functional facilities	
Kitchen stove/oven	9%
Electric hot water heater	0%
Kitchen sink	5%
Shower	2%
Toilet	1%
Laundry tub	6%
Air conditioning	13%

The results of the assessment against the Housing for Health safety and healthy living practices are reported in Table 5.45. Whereas Table 5.44 indicates the proportion of installed systems, appliances and fixtures which are non-functional, Table 5.45 captures those households which do not have the benefit of some appliances, primarily wood or electric heaters or air conditioners.

Table 5.45: Social housing observance of the HLPs (%) - Bourke

Practice	Meeting the standard	
HLP 1	Washing people	91%
HLP 2	Washing clothes and bedding	94%
HLP 3	Wastewater disposal	85%
HLP 4	Improving nutrition	91%
HLP 6	Pest control	42%
HLP 7	Reducing impact of dust	61%
HLP 8	Temperature control (heating)	72%
HLP 8	Temperature control (cooling)	74%
HLP 9	Free of electrical hazards	72%

Tenants in Bourke also reported other minor defects such as fractured verandah decking (29%), no working clothesline (15%), missing flyscreens (58%), broken windows (39%) and the like. An inability to secure the house because entry and/or back doors could not be closed or locked was noted by one household in four, contributing to the feeling of insecurity mentioned by some tenants and reflected by Figure 5.20.

In respect of HLP 2 and HLP 4, provision of whitegoods is a tenant responsibility. The percentage of household survey respondents stating access to a working washing machine and fridge were 97% and 95% respectively.

### 5.10 Asset preservation

As discussed above, and in answer to a series of objective, closed questions, tenants reported a range of structural, building fabric and facilities defects in response to the household survey. Unlike the original HEHP investigations of the early 2000's, no independent scoping of properties has been carried out to determine the scale of repairs needed to restore properties to a fully serviceable state and develop a schedule of planned maintenance. This Plan relies on the household survey to generate a profile of asset condition.

In the absence of detailed scopes of work, this HEHP adopts an analysis of previous repair and maintenance projects to derive an 'order of probable cost'. The sample totals 98 properties spread across seven communities in the Region, large and small, and includes properties requiring

little or no work to those in need of major refurbishment. The sample is grouped into five bands (quintiles) of increasing scope to generate median values for each band. No adjustment has been made for the average age of properties or type of construction, but values have been revised to account for remoteness as per Rawlinsons cost guide. Costs are to September 2020.

For Bourke, band medians are listed in Table 5.46.

Table 5.46: Median values for property repair and maintenance, Bourke

Band	Median value (\$)
One	8,510
Two	25,900
Three	40,050
Four	59,870
Five	89,680

The median values for repair and maintenance quoted in Table 5.46 allow for minor routine works or responsive works in the case of Band 1 and Band 2 properties progressing through Band 3 to Bands 4 and 5 which include elements of works categorised as planned: cyclical and life cycle (preventative) maintenance, but which have not been attended to, by and large, under the *Build & Grow* policy regime. Band 4 and Band 5 works would include internal and external repainting; replacement of floor coverings; replacement of kitchens, bathrooms and/or laundries; replacing appliances, fixtures and fittings where these are no longer serviceable; and ensuring roofing, gutters and downpipes are brought to a satisfactory condition.

The values quoted in Table 5.46 are median values so it is possible that repairs on the more distressed properties could exceed \$100,000 at which point the value question arises as to whether it is more cost effective to replace rather than refurbish.

Based on tenant response to the questions relating to property condition posed in the MPRH&BC household survey, the probable order of cost for repairs and maintenance is given by Table 5.47. Information about any expenditures between the time of the household survey and the preparation

of this HEHP which might influence cost projections is not available.

To derive an order of probable cost for all repairs and maintenance, the number of properties has been factored up in the inverse of the ratio of household survey respondents providing detailed information on asset condition to the total number of social housing properties in the community; in the case of Bourke, the factor is (117/68) or 1.72. The total number is an aggregate of AHO, MPRHC and Nulla\_Nulla LALC properties. Wanaaring LALC properties have not been included as funding in the amount of \$627,300 has been committed by the AHO and works are in hand.

Table 5.47: Repair and maintenance, probable order of cost - Bourke

Band	Number of properties assessed in band from survey	Total number of properties for repair	Probable order of cost (\$)
One	2	3	25,530
Two	39	67	1,735,300
Three	19	33	1,321,650
Four	0	0	-
Five	8	14	1,255,520
Total	68	117	4,338,000
Average spend/property = \$37,080			
The method of calculation of expenditure discounts properties at Alice Edwards Village which requires separate consideration			

It is stressed that the cost projections are based on tenant responses to the MPRH&BC household survey and the actual scale of repair and maintenance work will be identified through scoping once regional priorities have been established. From the data analysis and as identified in Table 5.47, 14 of a total of 117 would appear to require major refurbishment and may require replacement. This accords with tenant advice that a number of houses are 'unliveable'.

### 5.11 Replacement

No properties have been identified from the MPRH&BC household survey for replacement. As noted above, up to fourteen properties were reported to be in poor condition and some may, on

scoping, be recommended for replacement. In consequence, no houses are proposed in this Plan at this stage for demolition pending inspection.

A discussion on the future of the Culgoa/Yanda Street precinct and Alice Edwards Village is included at §11.5.

### 5.12 Extension and modification

At the time of the household survey, four dwellings exceeded the CNOS threshold criteria shown below and were assessed as eligible for an additional bedroom. Some responses could not be adequately assessed for want of information so this number is likely to underestimate actual need.

#### Canadian National Occupancy Standard

CNOS adopts the following criteria to determine the number of bedrooms required by a household:

- There should be no more than 2 persons per bedroom;
- Children less than 5 years of age of different sexes may share a bedroom;
- Children 5 years of age or older of opposite sex should have separate bedrooms;
- Children less than 18 years of age and of the same sex may share a bedroom;
- Single household members 18 years or older should have a separate bedroom: and
- Couples share a bedroom.

In addition, nine households stated a prior need for home modification and five houses had been modified for tenants with mobility issues, leaving four to be addressed.

### 5.13 Entrenched structural inequity

The 2015 report *Demand and Supply of Aboriginal Housing in Remote and Outer Regional NSW*, prepared on behalf of the AHO, sought to explore the "unexpressed demand" for remote Indigenous housing in twenty-two remote, very remote and outer regional communities across central, western and far west NSW. The focus of this study was to gain an understanding of the factors that contributed to homelessness and crowding in

these communities and the attitude towards home ownership.

In respect of Bourke, the report found significant levels of homelessness and significant to extreme levels of crowding, well in excess of those identified by the ABS census. The social housing waiting list totalled 51 applicants but the list was said to be incomplete. Type of unmet housing was tabulated as given by Table 5.48:

Table 5.48: Housing need by cohort		
Cohort	Need	Comment
Young people	✓	Young adults Group households
Singles	✓	
Couples	✓	
Young families	✓	Units for families with 1-2 children
Large families	✓	5-6 bedrooms
Elders	✓	Elders' village or granny flats

The report flagged the need for large properties to suit households with frequent visitors, estimating a total additional need for between 25 and 50 residential properties of all sizes. A range of policy and practice measures relating to the application process, housing and asset management, human service delivery, and planning, design, implementation and control of works programmes was proposed. Despite the wide-ranging findings and actions recommended in this report, the MPRH&BC household survey data, and subsequent consultation with the Community Working Parties in 2021, found little evidence of these actions being implemented or delivered on.

## 6 ROLE OF LOCAL GOVERNMENT

### 6.1 Council strategic interests

Bourke Shire's Community Strategic Plan 2017 (CSP) outlines key challenges confronting the community and Council's aspirations to strengthen its position as an important remote community, united and productive in its endeavour, prospering through application of all modern services.

The action areas proposed by the CSP focus on the higher order objectives of:

- Environmental sustainability;
- Liveable and vibrant community;
- Economic prosperity;
- Governance and organisational performance;
- Infrastructure.

These aspirations align with the aspirations of the Aboriginal community although there is little in the way of strategic intent in advancing common interests. The only direct reference to engagement is to be found as stakeholder feedback to an environmental issue – *Celebrating and acknowledging Aboriginal culture*.

Council's Local Strategic Planning Statement (LSPS), which defines land-related medium-term economic, social and environmental development proposals, including guiding change to Council's Local Environmental Plan 2012 (LEP) and Development Control Plan 2012 (DCP), reflects no greater level of engagement and ambition than the CSP across areas of potential common interest. The LSPS, in responding to the Directions in the NSW Government *Far West Regional Plan 2036*, focusses on planning priorities aimed at sustainable living, maintaining natural assets and environment, and strengthening the local economy, this within the context of a declining and ageing population base estimated to have fallen by about 13% between 2006 and 2016. The LSPS contains no specific strategies proposing participation with the Land Councils in matters of land management and use, nor with the CWP in relation to housing needs and affordability, future

development and opportunities for economic growth so, in this regard, it is hard to see how Council will achieve the intent of the *Far West Regional Plan 2036*. The absence of the Bourke CWP as a key stakeholder from the draft Bourke Community Engagement Strategy 2022 is a notable omission and reinforces the perception of a weak relationship with the Aboriginal community.

### 6.2 Planning controls

Bourke Shire Council LEP 2012 sets out the planning controls applicable to residential development in the Shire and the DCP further requirements in relation to planning and design. Key controls are shown at Figure 6.1 which identifies zoning and Figure 6.2 which indicates minimum lots size, generally 800 m<sup>2</sup> for the General Residential (R1) zone in the Bourke urban area and 1,000 m<sup>2</sup> for Alice Edwards Village. Minimum lot sizes in the villages are 1,000 m<sup>2</sup>. Figure 6.3 and Figure 6.4 define zonings for North Bourke and the village of Wanaaring.

### 6.3 Municipal rates and charges

Council is permitted by legislation to levy a different municipal rate across its towns and villages. Rates relating to the residential category and service charges for 2021/22 are shown in Table 6.1 and Table 6.2.

Table 6.1: Ordinary rate, residential (2021/22)

General rate	Base rate	Ordinary rate (\$ in the \$)
Bourke	136.00	0.016988
North Bourke	111.00	0.013378
Wanaaring	39.00	0.032379
Enngonia	39.00	0.032379

Table 6.2: Service charges (2021/22)

Water	
Filtered water access, 20 mm	\$210.00
Raw water access, 20 mm	\$527.00
Filtered water use	\$2.25/kL
Sewerage	
Sewerage access	\$767.00
Urban drainage	

Table 6.2: Service charges (2021/22)

Urban drainage charge	\$174.00
Waste management	
Domestic waste management, service	\$285.00

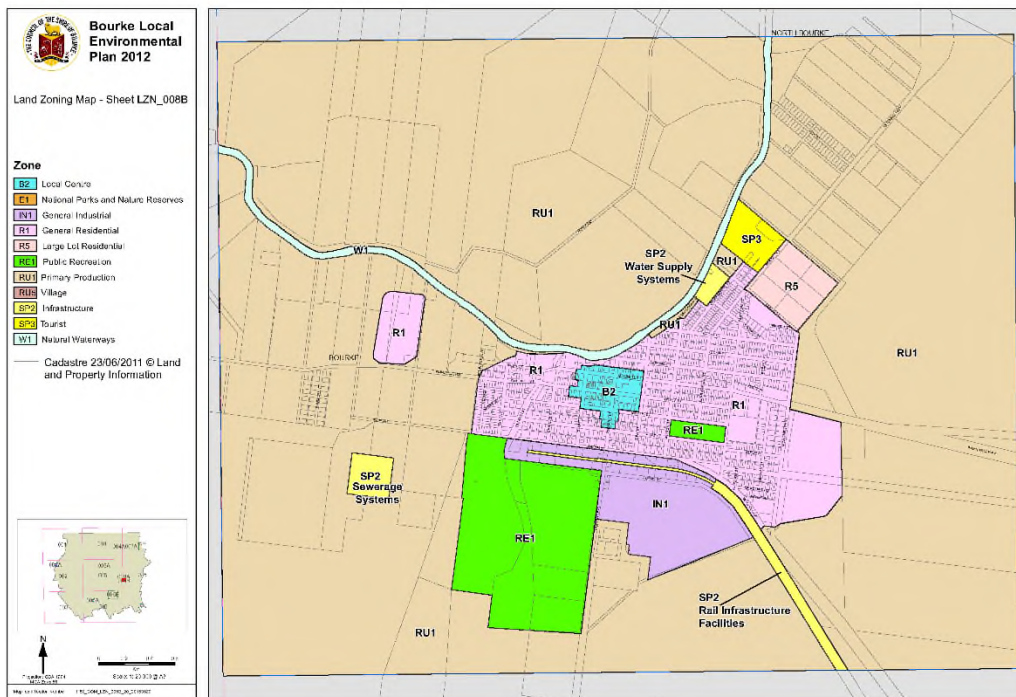
Table 6.3 provides an indication of the spread of unimproved land values across properties owned by the AHO and the ACHPs.

Table 6.3: Typical land values

Property	Area (m <sup>2</sup> )	Unimproved value (\$)
8 Sturt Street	903.6	16,000
20 Tudor Street	1,012	23,000
13 Yanda Street	1,214	2,000
148 Meadows Road	916.9	21,500

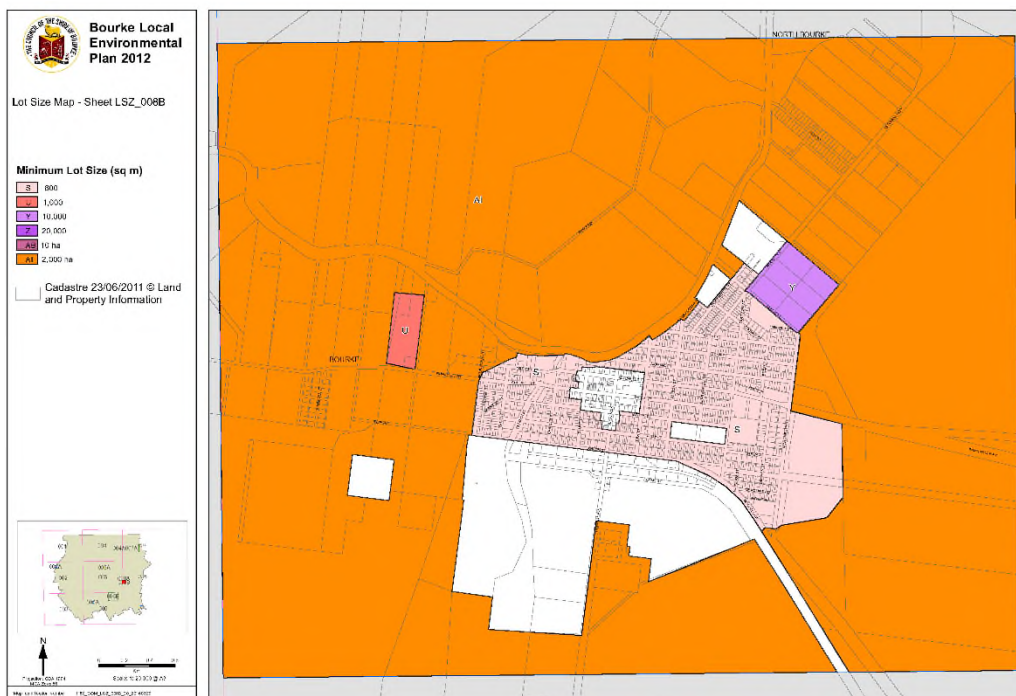
Typically, in 2021/22, residential lots of about 1,000 m<sup>2</sup> in Bourke will incur an annual rate charge of between say \$170 and \$530, depending upon location, and service charges totalling in the order of \$1,600, for a total annual bill of \$2,000, depending upon individual circumstances. Water use, normally charged to the tenant, if assumed to be 800L/person/day applied to the average household size stated at Table 5.7, could amount to as much as \$2,000. This is not excessive as the NSW Industry Local Water Utility performance monitoring data dashboard indicates a typical residential bill for water and sewerage in 2019-20 in Bourke to be in the order of \$1,817 per connected property. This is above the weighted median of \$1,414 for all water utilities in NSW.

Figure 6.1: Land zoning map – Bourke town



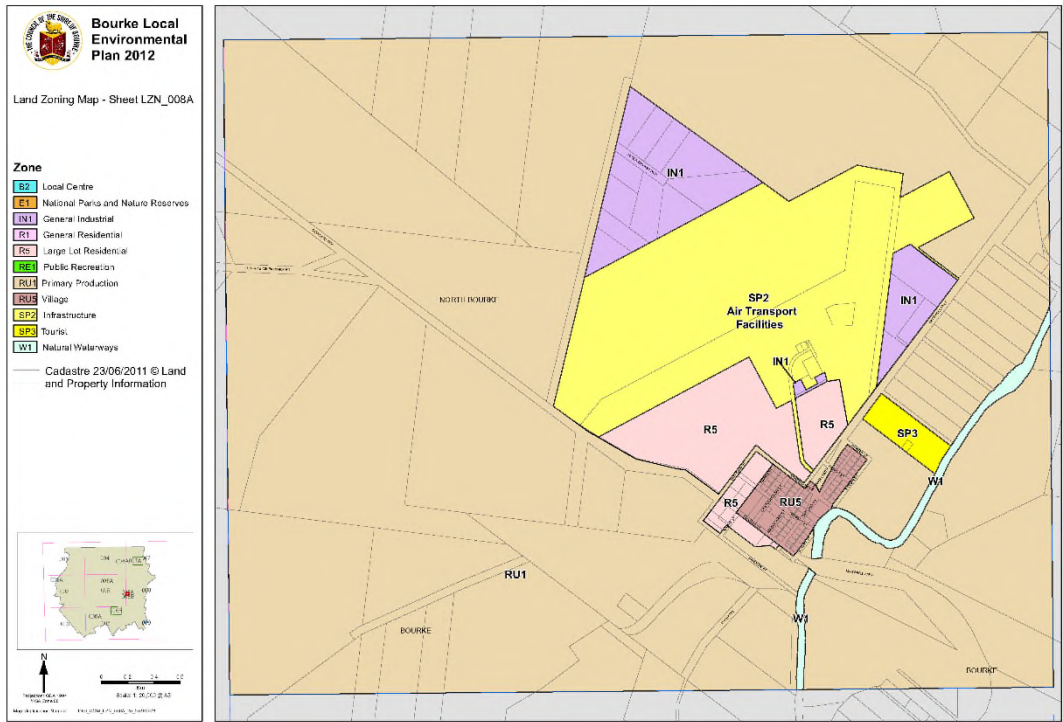
Source: Bourke LEP 2012, 1150\_COM\_LZN\_008B\_020\_20160329

Figure 6.2: Lot size – Bourke town



Source: Bourke LEP 2012, 1150\_COM\_LSZ\_008B\_020\_20160329

Figure 6.3: Land zoning map – North Bourke



Source: Bourke LEP 2012, 1150\_COM\_LZN\_008A\_020\_20160329

Figure 6.4: Land zoning map - Wanaaring



Source: Bourke LEP 2012, 1150\_COM\_LZN\_002A\_020\_20121205

## 7 ENVIRONMENTAL HEALTH INFRASTRUCTURE


### 7.1 Infrastructure asset schedule

INFRASTRUCTURE ASSET SCHEDULE			
7.1 WATER SUPPLY		Responsible Authority: Bourke Shire Council	
Works	Description		
Source	River intake: From weir pool @ 15 ML/day		
	Groundwater: Three bores yielding 1,000kL/day transferred through 25 km x DN200 uPVC		Bores located on the Hungerford Road Bores in good condition under 10 years old
Treatment	Water Treatment Plant: <ul style="list-style-type: none"><li>Flocculation and clarification with chemical dosing</li><li>Filtration</li><li>Chlorination</li><li>UV disinfection</li><li>Potassium permanganate</li><li>Activated carbon</li><li>Fluoridation</li><li>pH correction</li></ul>		Automated plant newly constructed Treatment capacity = 3.3 ML/day Monitoring turbidity, pH and residual chlorine
Storage	Two 24 m steel standpipe type reservoirs		Effective storage is 2 ML
Distribution	Ageing reticulation of diameters DN100 to DN315, variously of CI, AC and upvc		
	Raw water mains of varying size and age		
Item	Strategy Ref	Proposed Action	Estimated cost
-	-	Mains replacement programme to reduce breakages	-
			-

INFRASTRUCTURE ASSET SCHEDULE			
7.2 WASTEWATER		Responsible Authority: Bourke Shire Council	
Works	Description		
Treatment	Weir Road Sewage Treatment Plant (STP): Inlet chamber, twin oxidation lagoons 1.0 m deep in series, maturation pond, effluent discharge pit and overflow		Capacity 5,000 EP Retention of 3 days
Pumping stations	Total of 7 sewage pumping stations (SPS) with rising mains to DN300. All except SPS 7 have standby pumps installed A DN150 uPVC rising main discharges sewage from Alice Edwards Village to the STP		Mertin St (SPS 1), Warraweena St (SPS 2), Becker St (SPS 3), Anson St (SPS 4), Gorrell Avenue (SPS 5), Alice Edwards Village (SPS 6), Renshaw (SPS 7) AEV SPS not telemetered
Reticulation	Network of DN100 to DN150 clay and upvc gravity mains		-
Effluent use	Evaporation only		-
Item	Strategy Ref	Proposed Action	Estimated cost
-	-	Relining of lagoons proposed for 2030	-

INFRASTRUCTURE ASSET SCHEDULE			
7.3 STORMWATER DRAINAGE		Responsible Authority: Bourke Shire Council	
Works	Description		
Trunk drainage	In town, largely formalised concrete kerb and gutter discharging to piped drainage North Bourke is overland flow to the river At Alice Edwards Village, flows are overland to concrete V drain discharging through levee to natural channel	Excess runoff collecting at the retention basin is pumped over the levee	
Local drainage			
Pollution control	By six gross pollutant traps		
Reference:	Refer to §3.5 for flooding and flood impacts		
Item	Strategy Ref	Proposed Action	Estimated cost
-	-	No action required	-

INFRASTRUCTURE ASSET SCHEDULE			
7.4 ROADS		Responsible Authority: Bourke Shire Council	
Works	Description		
Roads	Wide, sealed carriageways 8 m wide throughout the town with kerb and gutter and/or graded gravel shoulders Single width loop road, bitumen sealed, to Alice Edwards Village  Includes Kidman Way, Mitchell Highway, Kamilaroi Highway in town: Permitted to 25/26m B-double combinations with road trains only from North Bourke northwards	Alice Edwards Village streets sealed with footpaths and drainage under the Aboriginal Communities programme in 2018/19	
Speed limit			
Black spots			
Heavy traffic routes			
Item	Strategy Ref	Proposed Action	Estimated cost
-	-	-	-

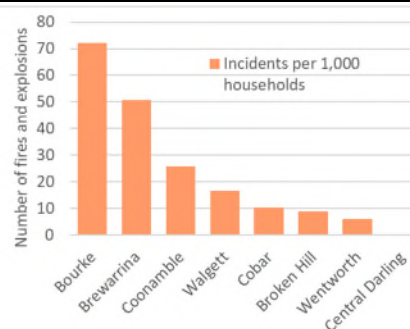
INFRASTRUCTURE ASSET SCHEDULE				
7.5 ENVIRONMENTAL AMENITY		Responsible Authority: Bourke Shire Council		
Works	Description			
Streetscape	Streetscape plantings to all streets of medium sized trees up to 10 m on street nature strips with small trees < 5 m under power lines. Planning generally requires uniform tree planting within a street or block, in terms of species, age and spacing, be centred on each building lot and opposite one another. Deciduous trees preferred in east-west streets to allow solar access and summer shade for north facing houses. Approved species listed in Bourke Shire Council <i>Bourke Street Tree Replanting Plan, 2020</i>		 © Google Earth	
Public spaces	Central Park serves as the main area of public recreation and community activity with small playground, basketball court, skate ramp, bike track and toilets. Rotary Park has BBQ and toilets while Hobson and Waters Parks have no amenities Bourke Memorial Swimming Pool Alice Edwards Village has central park and children’s playground			
Air quality	Air Quality Index (2020 and 2021)			
	Air pollution level		Good	Moderate
	No of days of record 2020		355	350 days
	No of days of record 2021		358	358 days
Daily AQI is based on the 24 hours average of hourly readings Good: Air quality is considered satisfactory and air pollution poses little or no risk Moderate: Air quality is acceptable but some pollutants may be of concern to people unusually sensitive Unhealthy SG: Members of sensitive groups may experience health effects <a href="https://aqicn.org/city/australia/nsw/western-ls/bourke">https://aqicn.org/city/australia/nsw/western-ls/bourke</a>				
Item	Strategy Ref	Proposed Action		Estimated cost
-	-	Dust mitigation strategy		-

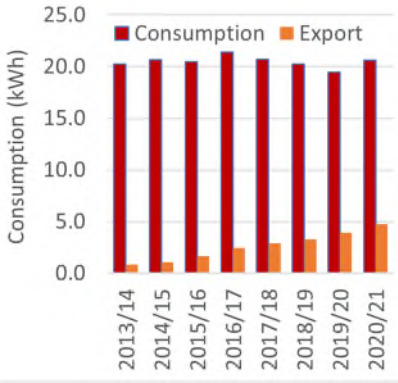


© Google Earth

INFRASTRUCTURE ASSET SCHEDULE		
7.6 FIRE CONTROL		Responsible Authority: Fire and Rescue NSW
Works	Description	
Service	Response from Bourke Fire Station Data opposite from FRNSW Annual Report 2019-2020	
Fixed plant	Raw water hydrants located throughout the area of development. Mains pressure adequate for appliance to operate effectively	
Mobile plant	Two operational appliances plus NSW Rural Fire Service Brigade HQ at North Bourke	
Item	Strategy Ref	Proposed Action
-	-	No action required

Location	Incidents per 1,000 households
Bourke	72
Brewarrina	50
Coonamble	25
Walgett	16
Cobar	10
Broken Hill	8
Wentworth	5
Central Darling	0



INFRASTRUCTURE ASSET SCHEDULE																														
7.7 POWER AND STREET LIGHTING		Responsible Authority: Essential Energy																												
Works	Description																													
Generation	Single 66 kV transmission feeder from Nyngan zone substation to Bourke 66/22/33 kV zone substation	 <table><caption>Consumption and Export Data (kWh)</caption><thead><tr><th>Year</th><th>Consumption (kWh)</th><th>Export (kWh)</th></tr></thead><tbody><tr><td>2013/14</td><td>20.0</td><td>1.0</td></tr><tr><td>2014/15</td><td>20.5</td><td>1.0</td></tr><tr><td>2015/16</td><td>20.5</td><td>1.0</td></tr><tr><td>2016/17</td><td>21.0</td><td>1.0</td></tr><tr><td>2017/18</td><td>20.5</td><td>1.0</td></tr><tr><td>2018/19</td><td>20.0</td><td>1.0</td></tr><tr><td>2019/20</td><td>19.5</td><td>1.0</td></tr><tr><td>2020/21</td><td>20.5</td><td>1.0</td></tr></tbody></table>		Year	Consumption (kWh)	Export (kWh)	2013/14	20.0	1.0	2014/15	20.5	1.0	2015/16	20.5	1.0	2016/17	21.0	1.0	2017/18	20.5	1.0	2018/19	20.0	1.0	2019/20	19.5	1.0	2020/21	20.5	1.0
Year	Consumption (kWh)			Export (kWh)																										
2013/14	20.0			1.0																										
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2017/18	20.5	1.0																												
2018/19	20.0	1.0																												
2019/20	19.5	1.0																												
2020/21	20.5	1.0																												
Service	Pole mounted cabling distributed throughout developed area of town; LV distributed as single and three phase power																													
Connection	Dwellings are connected via aerial cabling																													
Outage	Frequency and duration not known																													
Street lighting	Pole mounted lamps																													
Residential demand	Average daily consumption by residential customers shown opposite. Export is total electricity exported to the grid from all small solar power stations (solar PV installations) as recorded by electricity meters																													
Item	Strategy Ref	Proposed Action	Estimated cost																											
-	-	No action required	-																											

INFRASTRUCTURE ASSET SCHEDULE					
7.8 COMMUNICATIONS			Responsible Authority: As stated		
Works	Description				
Digital service		Telstra	Optus	Vodaphone	Availability of mobile phone coverage
	3G	✓	✓	x	
	4G	✓	✓	x	
	5G	x	x	x	
NBN	Fibre to the node (FTTN)				All parts available for connection
TV satellite	VAST satellite TV and Foxtel satellite TV				Free to air and pay TV services
Item	Strategy Ref	Proposed Action			Estimated cost
-	-	No action required			-

INFRASTRUCTURE ASSET SCHEDULE			
7.9 SOLID WASTE DISPOSAL		Responsible Authority: Bourke Shire Council	
Works	Description		
Collection	Kerbside household waste service weekly, 240L bins		Council collect from Alice Edwards Village although not obliged to do so
Disposal	Land disposal at the Cobar Road Waste and Recycling Depot operating five days a week. Charges apply to non-recyclable waste and hazardous waste not accepted		
Recycling	Green waste and scrap metal		Reuse of selected unwanted items through the Recovery Shop
Clean up	Annually		
Safety	Public access to the landfill area is controlled		
Item	Strategy Ref	Proposed Action	Estimated cost
-	-	No action required	-

INFRASTRUCTURE ASSET SCHEDULE			
7.10 ANIMAL CONTROL		Responsible Authority: Bourke Shire Council	
Works	Description		
Services	Ranger services, pound facilities, other companion animal-related activities and mandatory cat and dog registration	Council has an alliance with Rural Outback Animal Respite (Cobar) to rehome unwanted dogs	
Facilities	-		
Domestic pets	Action in respect of dangerous and menacing dogs, restricted dogs, and nuisance dogs and cats	Council report that uncontrolled dogs are a major safety concern and control orders are issued	
Item	Strategy Ref	Proposed Action	Estimated cost
-	-	No action required	-

7.2 Infrastructure improvements

Environmental health infrastructure services in Bourke and Wanaaring are the responsibility of Bourke Shire Council, Essential Energy and Telstra, as relevant. The hydraulic infrastructure at Alice Edwards Village is owned by Nulla\_Nulla LALC and managed by Bourke Shire Council under the NSW Government funded Aboriginal Water and Sewerage Programme.

Residents of Bourke have the benefit of a full range of municipal and essential services provided to an acceptable standard. Where of concern to the CWP, the nature and extent of each service has been investigated to determine the current level of service and serviceability. Suggested improvements are listed at Table 7.11. The only item flagged is repairs to the Alice Edwards levee bank to restore its integrity. A notional allowance

is made pending a full investigation of condition and scope of repairs.

Table 7.11: Proposed infrastructure improvements		
Infrastructure element		Estimated cost (\$)
INF-01	Restore integrity of Alice Edwards levee, including servicing stormwater drainage outlets	150,000



## 8 COMMUNITY HEALTH PROFILE

### 8.1 Community health profile summary

Bourke town is the largest community in the Bourke Local Government Area. Bourke Shire is considered very remote on all remoteness scales. It is one of twenty-three local government areas in the Western NSW Local Health District (LHD).

Quantitative data for the Bourke community is not available due to its small size so a mixed-methods approach has been used to describe the health of the community. In summary, the Aboriginal community of Bourke has a number of poorer health outcomes and the community's health is heavily impacted by the social impacts of poorer mental health and wellbeing, access to drugs and alcohol, occasions of family violence, poor education outcomes and limited access to housing and employment.

### 8.2 Health status – qualitative assessment

Qualitative evidence was gathered by interviewing local health care providers to assess the perceived health status of the Bourke community. Evidence indicates that the health of the Aboriginal population is poor and the community's health is mostly impacted by the social determinants of health, poor mental health and wellbeing, episodes of family violence and an overwhelming feeling of being unsafe. The environmental factors such as the quality of the water, overcrowding of houses and the poorly maintained environment have predominantly affected the health of the community and are reflected in the following comments:

- There does not seem to be many people with head lice or gastro type illnesses currently. Skin infections, particularly boils, are seen often and it was thought that this could be due to the poorer quality of treated water;
- Town water is soured from the river and has a particularly poorer quality when the river is

- low. While it's not harmful to drink many people chose to buy water;
- People with chronic diseases like diabetes, renal disease and cancer are cared for in Bourke and have good access to complication screening and follow-up care;
- Health providers continue to advocate for new, better and improved services that meet the needs of the community. Where there is one provider, all services try to link into it (for example the antenatal and child health service at Community Health). Others are working to develop and improve localised services, for example, ear health care with referrals to an Ear, Nose and Throat specialist who can work locally;
- There are limited local care options for those with a mental illness. Access to, and the use of illicit drugs is an ongoing issue and one that is having a ripple effect within the entire community;
- Anecdotally, people in the community only reluctantly call the ambulance due to the unknown cost;
- There is reasonable access to transport for the community which is provided by Bourke Aboriginal Corporation Health Service (BACHS). BACHS runs a bus to Dubbo twice a week for up to six passengers at a time. This service is well used;
- Many young people are not staying at school, preferring to leave when they are able. There are no pathways to employment available for those leaving school so they rely on government benefits and allowances;
- School truancy is an issue in Bourke. Housing overcrowding impacts on the young children's ability to concentrate at school during the day so some children choose to stay away as they feel they can't learn anyway;
- There are a few employment opportunities in Bourke. People are reluctant to apply for jobs that might expose their inferior literacy and numeracy abilities. Some are also concerned about the increased requirement for criminal record checks and inability to access identification, like a birth certificate;
- Overcrowded housing is very evident in the town. There is a lack of available houses (both public and private) so many families are living together. This becomes more problematic

when a family arrives from elsewhere. Overcrowded houses are also a result of a lack of money and/or of families sharing their money;

- The cost of rent in Bourke has increased significantly. A private, secure rental is reportedly \$350 per week, with social housing for those working about \$400 per week;
- Some people report not feeling safe at home, even though their homes have an outward appearance of being secure (for example security screens on doors and windows). An increase in opportunistic break-ins has led to this feeling;
- Access to the Safe House is not adequate. All housing stock associated with the Safe House is either occupied longer term or short-term accommodation is not big enough for an adult and multiple children. In consequence, individuals and families are forced into homelessness, leaving town or returning to an unsafe situation;
- Homelessness is more visible now. It is not certain whether there has been an increase or whether the community is just more aware. One motel has returned to letting rooms to those sleeping rough (through Link2Home), but this is only a recent change;
- Some are finding themselves homeless because of previous debt (including owing rent);
- There is a real disparity in the way some parts of Bourke are maintained - the centre of town is very well kept, free of rubbish and the gardens and lawns are well manicured; however further from the centre, in areas of higher density, rubbish accumulates and is not collected regularly.

In 2019, 77.8% of Western NSW LHD residents who participated in the annual NSW Population Health Survey reported excellent, very good, or good health<sup>1</sup> but this assessment relates to an estimated resident population of approximately 276,000 people in the Western NSW LHD area of operations. Local anomalies can be hidden by the regional perspective.

### 8.3 Health status – quantitative assessment

Data for Bourke Shire, Western NSW LHD and NSW as a whole is presented to describe the health status of the population.

#### 8.3.1 Mother and baby health

- The proportion of babies born to teenage mothers in Western NSW LHD is 2.5 times higher than in NSW<sup>2</sup>;
- Almost two-thirds of Aboriginal mothers in Western NSW had their first antenatal visit before 14 weeks gestation (65.4%) compared to all NSW Aboriginal mothers (75.3%) and all NSW mothers (79.6%)<sup>3</sup>;
- By comparison, 73.9% of all women in Bourke Shire had their first antenatal visit before 14 weeks, which is not significantly different to the proportion of all women in NSW<sup>4</sup>;
- Aboriginal women in Western NSW LHD are almost 6 times more likely to smoke during pregnancy (49.5% compared to 8.8%)<sup>5</sup> than their non-Indigenous counterparts;
- Compared to all Aboriginal women in Australia, Aboriginal women in Bourke Shire are also more likely to smoke during pregnancy (58.6% compared to 47.3%)<sup>6</sup>;
- All women in Bourke Shire are significantly more likely to smoke during pregnancy compared to NSW (34.6%)<sup>7</sup>;
- Aboriginal women in the Western NSW LHD are almost 2 times more likely to have a baby with a low birthweight (<2,500g)<sup>8</sup>;
- Aboriginal women in the Western NSW LHD are 1.5 times more likely to have a baby prematurely (<37 weeks gestation)<sup>9</sup>.

#### 8.3.2 Growth and development of children and young people

- Compared to all NSW, more Aboriginal 1 year olds are fully vaccinated in the Western NSW LHD (95.2% compared to 94.2%)<sup>10</sup>;
- Children in Western NSW LHD had significantly more decayed, missing and filled deciduous (baby) teeth (dmft) compared to all NSW children (average of 2.4 dmft in Western NSW LHD children compared to 1.53 in NSW

children). The average number of decayed, missing and filled permanent (adult) teeth (DMFT) in Western NSW LHD children is about the same as all NSW children (average of 0.87 DMFT in Western NSW LHD children compared to 0.74 in NSW children)<sup>11</sup>;

- The average number of dmft and DMFT for all Aboriginal children in NSW are both significantly higher than the NSW comparison (3.04 average dmft and 1.17 average DMFT)<sup>12</sup>;
- Children in Western NSW LHD are significantly less likely to have no caries in their baby teeth (dmft=0) compared to all NSW children (47.7% of Western NSW LHD children compared to 61.2% of NSW children). The proportion of Western NSW LHD children with no caries in their adult teeth (DMFT=0) is not significantly different to the proportion in NSW (58.4% of children in Western NSW LHD with DMFT=0 compared to 65.4% in NSW children)<sup>13</sup>;
- The proportions of Aboriginal children who are caries free in both their baby and adult teeth (dmft=0, DMFT=0) are both significantly lower than the NSW comparison (35.2% with dmft=0 and 53.6% with DMFT=0)<sup>14</sup>;
- Children in the Western NSW LHD are significantly less likely to eat the recommended number of serves of vegetables compared to all NSW children (2.8% of Western NSW LHD children eating the recommended number of serves compared to 5.5% in NSW). The proportion of children in Western NSW LHD eating the recommended number of serves of fruit is not significantly different to the proportion in NSW (67.7% of Western NSW LHD children eating the recommended number of serves compared to 62.7% in NSW)<sup>15</sup>.

### 8.3.3 Morbidity

- Compared to all Aboriginal people in Australia, Aboriginal people in Bourke Shire are significantly more likely to present to the Emergency Department for all reasons. Overall, Aboriginal people in Bourke Shire are 2.5 times more likely to present to the Emergency Department compared to all Aboriginal people in Australia (150,863.5 per 100,000 people compared to 62,109.4 per 100,000 people)<sup>6</sup>;

- In 2016/17 there were, on average, more than 110,000 admissions to hospital by Western NSW LHD residents, of whom 14% were Aboriginal people, who form 13% of the total LHD population<sup>16</sup>;
- The leading cause of admission for Aboriginal people in the Western NSW LHD is dialysis (27%) then maternal health, childbirth and neonatal issues (9%) and symptoms and signs of illness (8%)<sup>16</sup>;
- The proportion of Aboriginal people in the Western NSW LHD admitted to hospital for dialysis is more than twice that of the proportion expected on the basis of comparison with the NSW (total) population<sup>16</sup>;
- Compared to all Aboriginal people in Australia, Aboriginal people in Bourke Shire are significantly more likely to be admitted to hospital for infectious and parasitic diseases, nervous system diseases, circulatory system diseases, digestive system diseases and injury or poisonings. There are significantly fewer admissions for cancers or mood affective disorders<sup>6</sup>;
- Conversely, the admission rate for all people in the Western NSW LHD for skin infections is significantly higher than the rate in NSW (493.4 per 100,000 people compared to 355.3 per 100,000 people)<sup>17</sup>;
- The rate of potentially preventable hospitalisations in Bourke Shire is significantly higher than in NSW (3,299.0 per 100,000 admissions compared to 2,160.7 per 100,000 admissions)<sup>18</sup>;
- The leading cause of potentially preventable hospitalisation in the Western NSW LHD is cellulitis followed by dental conditions and ear nose and throat infections<sup>19</sup>;
- Aboriginal people in Bourke Shire are significantly more likely to be admitted to hospital for a potentially preventable condition compared to all Aboriginal Australians (6,157.8 per 100,000 people compared to 5,395.2 per 100,000 people)<sup>6</sup>.

### 8.3.4 Mortality

- In 2018, there were 2,467 deaths of people who lived in the Western NSW LHD. For people who lived in the Western NSW LHD, the all causes death rate was significantly

higher than the rate for all of NSW (610.1 per 100,000 people compared to 506.4 per 100,000 people)<sup>20</sup>;

- For all Aboriginal people in Bourke Shire, the median age at death is 60.5 years compared to 61.0 years in NSW<sup>6</sup>. By comparison, the median age at death for all people who live in Bourke Shire is 71.0 years compared to 82.0 years for all NSW residents<sup>21</sup>;
- The leading age adjusted cause and rate for death for all Aboriginal people in NSW is circulatory disease (189.0 per 100,000 population) which is significantly higher than the rate of circulatory disease death in all of NSW (144.6 per 100,000 population)<sup>22</sup>;
- Similarly, in the Western NSW LHD the leading cause of death is also circulatory disease (28.1% of all deaths)<sup>23</sup>;
- In Bourke Shire in the period 2016 to 2018, the death rate from injury and poisoning was significantly higher than in NSW (54.0 per 100,000 population compared to 35.6 per 100,000 population)<sup>24</sup>;
- In NSW, 6.9% of all deaths in outer regional and remote areas are due to injury and poisoning and 1.5% are due to infectious and parasitic diseases<sup>25</sup>;
- The rate of potentially avoidable deaths in Bourke Shire is not significantly different to the rate in NSW (130.5 per 100,000 population compared to 99.4 per 100,000 population)<sup>26</sup>;
- Aboriginal people in Bourke Shire are likely to die prematurely from cancer (118.8 per 100,000 people), circulatory systems diseases (100.8 per 100,000 people) and external causes (81.7 per 100,000 people), however these rates are not different to all Aboriginal people in Australia<sup>6</sup>.

and over drank alcohol at levels that posed a long term risk to health; by comparison the proportion of at risk drinkers in NSW was 32.8%<sup>30</sup>.

Tables 8.1 to 8.5 and Figure 8.1 provide further detailed information of the health of the community.

#### 8.3.5 Health risk factors

- In NSW, 26.4% of the Aboriginal population smoked cigarettes daily<sup>27</sup>. In the Western NSW LHD, 12.4% of the total population aged 16 years and over smoked daily; by comparison the proportion of smokers in NSW was 11.2%<sup>28</sup>;
- In NSW, 48.7% of the Aboriginal population drank alcohol at levels that posed a long-term risk to health<sup>29</sup>. In the Western NSW LHD, 35.9% of the total population aged 16 years

Table 8.1: Cause of presentation to Emergency Departments, all Aboriginal people, rate per 100,000, Bourke Shire, NSW and Australia 2015/16-2017/18

	Bourke Shire	NSW	Australia
All causes	150,863.5*	71,135.8	62,109.4
Infectious and parasitic disease	4,737.9*	3,393.1	3,293.9
Mental health and related conditions	5,771.5*	3,649.3	3,636.7
Circulatory system diseases	2,402.0*	1,274.2	1,570.1
Respiratory system diseases	9,134.8*	7,153.7	6,340.7
Digestive system diseases	10,618.9*	3,972.5	3,500.8
Musculoskeletal system diseases	13,292.2*	3,936.2	2,910.1
Urinary system diseases	2,132.3*	2,364.4	2,263.4
Injury, poisoning and external causes	33,575.3*	16,420.0	14,458.8
Other factors requiring contact with the health system	3,904.2	5,889.1	4,664.0
Other reasons	64,581.9*	23,097.0	19,471.0

\* Significantly higher than the rate for Australia

Data source: Aboriginal and Torres Strait Islander Social Health Atlas of Australia.  
Public Health Information Development Unit, Torrens University Australia

Table 8.2: Leading cause of admission for Aboriginal people, Western NSW LHD, 2016-17

Reason	Aboriginal people in Western NSW LHD	Admissions (%)	
		Aboriginal people in NSW	All people in NSW
Dialysis	27%	27%	13%
Maternal, neonatal & congenital disorders	9%	10%	7%
Symptoms & abnormal findings	8%	7%	8%
Respiratory diseases	8%	7%	5%
Digestive system diseases	7%	7%	10%
Injury & poisoning	7%	7%	7%
Other factors infl. health	6%	7%	11%
Nervous & sense disorders	4%	4%	7%
Circulatory diseases	4%	3%	5%
Genitourinary diseases	4%	4%	5%
Mental disorders	4%	5%	5%
Musculoskeletal diseases	3%	3%	5%
Skin diseases	2%	2%	2%
Infectious diseases	2%	2%	2%
Malignant neoplasms	2%	2%	4%
Endocrine diseases	2%	2%	2%
Blood & immune diseases	1%	1%	1%
Other neoplasms	1%	1%	2%

Data source: NSW CAPED, ABS (SAPHaRI). Centre for Epidemiology and Evidence, NSW Ministry of Health

Table 8.3: Cause of admission, all Aboriginal people, rate per 100,000, Bourke Shire, NSW and Australia 2015/16-2017/18

	Bourke Shire	NSW	Australia
Infectious and parasitic disease	1,505.3*	759.9	1,093.5
All cancers	468.8#	926.1	983.8
Endocrine, nutritional and metabolic diseases	923.4	704.9	1,101.0
- Diabetes	572.4	319.0	420.9
Mental health and related conditions	2,633.0	2,515.3	2,626.5
- Mood affective disorders	139.8#	351.3	355.6
Nervous system diseases	1,419.0*	807.1	916.5
Eye and adnexa diseases	600.7	465.4	531.6
Ear and mastoid process diseases	389.8	336.1	423.4
Circulatory system diseases	2,241.0*	1,389.5	1,822.7
- Ischaemic heart disease	727.0	473.7	652.8
- Heart failure	281.9	163.4	238.4
Respiratory system diseases	2,949.6	2,659.0	3,373.8
- Asthma	373.7	280.6	300.4
- Chronic Obstructive Pulmonary Disease (COPD)	645.2	548.3	594.9
Digestive system diseases	4,102.7*	2,843.6	3,099.5
Skin diseases	1,494.1	821.0	1,370.0
Musculoskeletal system diseases	1,570.1	1,415.0	1,446.0
Urinary system diseases	1,615.3	1,460.8	1,696.2
- Chronic kidney disease	422.2	252.7	387.3
Pregnancy and childbirth	15,998.8	12,749.2	14,700.7
Congenital conditions	178.5	215.0	210.3
Injury, poisoning and external causes	5,375.4*	3,305.9	4,364.1
* Significantly higher than the rate for Australia			
# Significantly lower than the rate for Australia			
Data source: Aboriginal and Torres Strait Islander Social Health Atlas of Australia. Public Health Information Development Unit, Torrens University Australia			

Table 8.4: Leading cause of death, Western NSW LHD and NSW, 2018-19

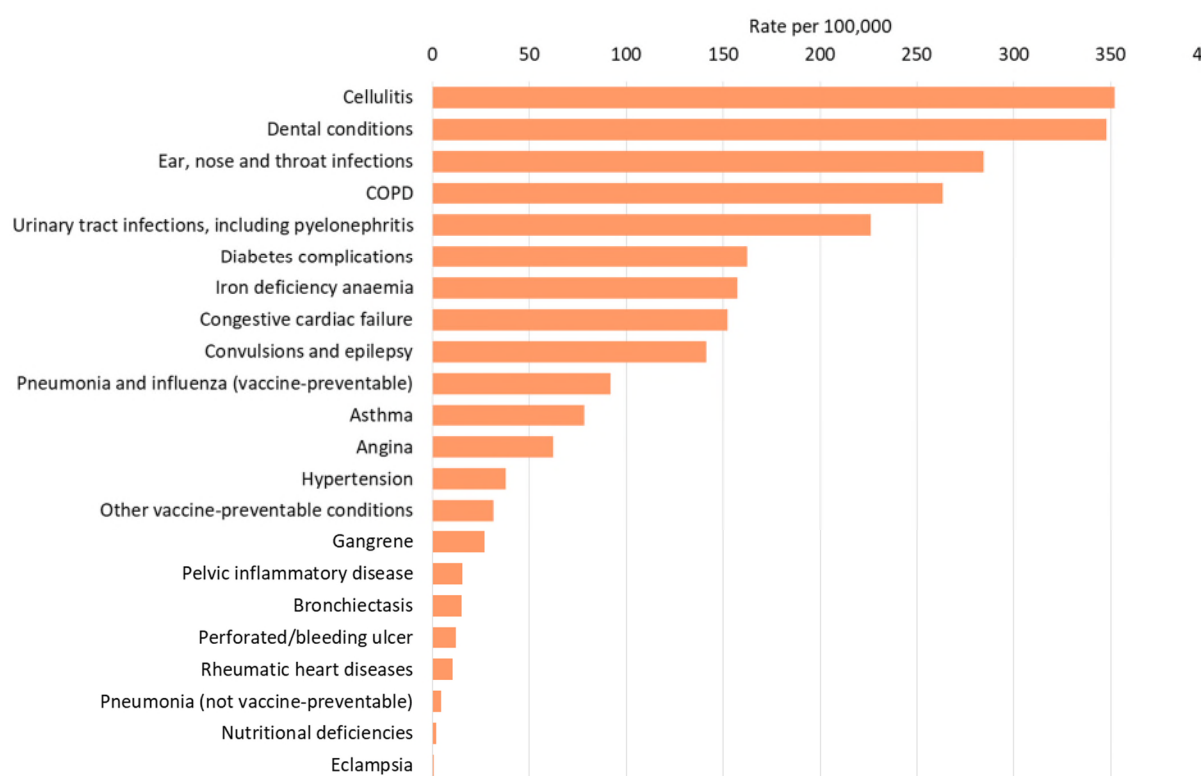
	Western NSW LHD total population			NSW	
	Ave # deaths per year	Rate per 100,000	% deaths	Aboriginal % deaths	Total % deaths
Circulatory diseases	714.5	169.2	28.1	21.8	27.6
Malignant cancers	659.5	167.9	26.0	25.3	28.3
Respiratory diseases	305.5	73.9	12.0	11.6	9.8
Injury and poisoning	147.0	47.5	5.8	13.6	5.9
Mental and behavioural disorders	147.0	33.6	5.8	6.7	6.9
All other causes	567.5	142.2	22.3	21.0	21.5
All causes	2,541	634.2			
Data source: NSW COC URF, ABS (SAPHaRI). Centre for Epidemiology and Evidence, NSW Ministry of Health					

Table 8.5: Premature deaths, Aboriginal people aged 0-74 years, rate per 100,000, Bourke Shire, NSW and Australia 2013-2017

	Bourke Shire	NSW	Australia
Deaths from cancer	118.8	56.3	72.1
Deaths from diabetes	Not reported <sup>a</sup>	10.0	23.4
Deaths from circulatory system diseases	100.8	46.1	69.8
Deaths from respiratory system diseases	Not reported <sup>a</sup>	22.4	26.9
Deaths from external causes	81.7	41.5	58.1

Data source: Aboriginal and Torres Strait Islander Social Health Atlas of Australia.  
Public Health Information Development Unit, Torrens University Australia

Figure 8.1: Potentially preventable hospitalisations (rate per 100,000), total population Western NSW LHD, 2018-19



Data source: NSW CAPED, ABS (SAPHaRI). Centre for Epidemiology and Evidence, NSW Ministry of Health

<sup>a</sup> Data for this indicator is not reported for Bourke Shire as the actual number of deaths is between 1 and 4 and this is too small to make any accurate assessment.

## 8.4 Available health services

Bourke Multi-Purpose Service is a small rural health service with 10 acute and 15 aged care/respice beds, 2 dialysis chairs and an operating theatre. The service provides a 24 hr emergency care service.

Bourke Aboriginal Corporation Health Service provides primary health care services that are holistic, comprehensive, and culturally appropriate. The service is open Monday to Friday from 8.30 am-5.00 pm.

Other services in Bourke are provided by Western NSW LHD, Outback Division of General Practice (ODGP) and individual private providers.

Western NSW LHD provides (but is not limited to):

- Visiting medical officer
- Registered nurses
- Aboriginal health practitioners
- Administration support
- Security and domestic services
- Community midwife
- Child and family nurse
- Women's and sexual health
- Liver health nurse
- Mental health and drug and alcohol services
- Visiting psychiatrist, cardiologist, paediatrician, ophthalmology, and dermatologist
- Outback eye team
- Onsite radiology and pathology
- Access to palliative care team
- Access to medical specialists (in Dubbo)

BACHS provides:

- General practitioners
- Registered nurses (including chronic disease specialists)
- Aboriginal health practitioners
- Women's health
- Family violence worker
- Mental health and drug and alcohol services (including a psychologist and SEWB workers)
- Allied health (audiologist, dietitian, exercise physiologist)

- Visiting cardiologist, renal physician, endocrinologist, ENT specialist
- Administration support and transport

ODGP provides:

- Allied health services (podiatrist, speech pathologist, OT, dietitian)

Other individual providers include:

- Private GP
- Physiotherapist
- Chiropractor
- Optometry service, funded by the NSW Rural Doctors Network
- Orana Haven, for alcohol and other drug counselling

## 9. HUMAN SERVICES

### 9.1 Human services target population

The sectors of the Aboriginal population which should be the target of human services are identified in Table 9.1 together with the corresponding population numbers. The figures are for 2016.

Table 9.1: Service age groups, 2016					
Total persons (Usual residence)	Aboriginal		Non-Indigenous		
Service age group (years)	Number	%	Number	%	Ratio
Babies and pre-schoolers (0-4)	70	9.6	80	7.1	1.4
Primary schoolers (5-11)	135	18.5	90	7.9	2.3
Secondary schoolers (12-17)	87	11.9	53	4.7	2.5
Tertiary education and independence (18-24)	70	9.6	70	6.2	1.5
Young workforce (25-34)	86	11.8	187	16.5	0.7
Parents and homebuilders (35-49)	139	19.0	210	18.5	1.0
Older workers and pre-retirees (50-59)	69	9.5	171	15.1	0.6
Empty nesters and retirees (60-69)	53	7.3	136	12.0	0.6
Seniors (70-84)	21	2.9	111	9.8	0.3
Elderly aged (85 and over)	0	0	26	2.3	-
Total	730	100.0	1134	100.0	-
Source: ABS Tablebuilder with age classifications as .id Consultants					

Population fraction	Aboriginal	Non-Indigenous
Table 9.2: Core activity need for assistance		
	n=697	n=1,086
Of cohort population	5.5%	3.8%
Murdi Paaki Region	7%	7%
New South Wales	8%	6%

The proportion of the Aboriginal population requiring assistance in the core activity areas of self-care, mobility and communication because of disability, long term health condition or old age is identified at Table 9.2, together with the non-Indigenous population for comparison. The age range of the Aboriginal population fraction requiring assistance is given at Table 9.3.

### 9.2 Human services in the community

Human services available to the Aboriginal community to cater for a range of needs are shown at Table 9.4 and the features of home care services are described at Table 9.5. Table 9.6 lists the NSW government principal agencies providing services to Bourke community.

Table 9.3: Core activity need for assistance by age group, Aboriginal population	
Age range	Number of persons
0-9 years	3
10-19 years	0
20-29 years	5
30-39 years	0
40-49 years	10
50-59 years	0
60-69 years	9
70-79 years	3
80-89 years	0
90+ years	0
Total	30

The National Disability Insurance Scheme (NDIS) is funding a total of 39 NDIS packages across Bourke LGA as a whole. Total Aboriginal population requiring assistance across Bourke LGA is 44 persons

Table 9.4: Human service providers, funding recipients and service mix

Sector	Provider	Principal services	Resident office	Target population	Funding agency
Health services	Bourke Aboriginal Corporation Health Service	Primary health care outreach clinic	Bourke	Aboriginal community	
	Bourke Aboriginal Corporation Health Service	Social and Emotional Wellbeing and Resilience Projects Programme	Bourke	Aboriginal community	NIAA
	Western NSW Local Health District (LHD)	Bourke Multi-Purpose Service	Bourke	General population	-
	Ochre Health	Primary health care	Bourke	General population	
	Royal Flying Doctor Service	Primary health care, retrieval plus visiting specialists, Wanaaring health clinic	Broken Hill	General population	-
	NSW Outback Division of General Practice	Primary health care, Did Ya Know program	Bourke	General population	-
	Orana Haven Aboriginal Corporation	Drug and alcohol service	Gongolgon	Aboriginal community	-
Aboriginal social housing services	Murdi Paak Regional Housing Corporation	Aboriginal social housing	Broken Hill	Aboriginal community	AHO
	Nulla_Nulla Local Aboriginal Land Council	Aboriginal social housing	Bourke	Aboriginal community	-
Tenant support	Murdi Paaki Services Ltd	Tenant education and support programme	Cobar	Aboriginal community	DCJ
	Western Aboriginal Tenants Advice and Advocacy Service	Tenant advocacy and representation	Dubbo	Aboriginal community	Fair Trading
	Bourke District Meals on Wheels Association	Community and home support	Bourke	Aboriginal community	HACC
Homelessness services	Barnardos Australia	Specialists homeless service	Bourke	General population	DCJ
	Birrang Enterprise Development Company	Womens and families homelessness and housing support service	Bourke	Aboriginal community	-
	CatholicCare Wilcannia-Forbes	Homelessness and housing support service	Bourke	Aboriginal community	DCJ
	Aboriginal Legal Service	Bourke Maranguka Place	Bourke	Aboriginal community	DCJ
	Mission Australia	Homeless youth assistance program	Bourke	General population - youth	DCJ
	Veritas House	Premiers Youth Initiative	Dubbo	Youth population	DCJ
Early childhood services	Bourke and District Child Care Services	Yanmali - childcare centre, preschool, mobile play sessions and before and after school care	Bourke	Young Aboriginal children	DESE
	CatholicCare Wilcannia-Forbes	Communities for children	Bourke	Aboriginal community	DSS

Table 9.4: Human service providers, funding recipients and service mix

Sector	Provider	Principal services	Resident office	Target population	Funding agency
Education services	Literacy for Life Foundation Limited	Adult Literacy Campaign	Bourke	Aboriginal adult population	NIAA
Family support services	Mission Australia	Targeted Early Intervention	Bourke	Aboriginal community	DCJ
	Lifeline	Targeted Early Intervention	Dubbo	General population	DCJ
	CatholicCare Wilcannia-Forbes	Targeted Early Intervention	Bourke	General population	DCJ
	CatholicCare Wilcannia-Forbes	Family support service	Bourke	Aboriginal community	NSW Health
	Police Citizens Youth Club NSW Ltd	Youth Centre	Bourke	General population	DCJ
	PCYC	Youth Centre	Bourke	General population	-
	Birrang Enterprise Development Company	Gawimarra Burrany Ngurung, Picking up the Pieces	Bourke	Young Aboriginal children	-
Crisis/refuge	Barnardos Domestic Violence Response Enhancement Linker Support Project	Domestic violence - women's refuge	Bourke	Women and dependent children	DCJ
	Safer Pathways NSW	Bourke safer pathways initiative	Bourke	General population	DCJ
	Catholic Care	Manage your income program	Bourke	General population	DCJ
Legal services	Legal Aid NSW	Legal services to disadvantaged people	Bourke	General population	Australian Government
	Aboriginal Legal Service (NSW/ACT)	Criminal, family, care and protection law, and tenancy services	Bourke	Aboriginal population	
Crime and violence prevention	Birrang Enterprise Development Company	Maranguka SOS - Save Our Sisters, Save Our Sons	Bourke	Aboriginal population	NIAA
	Birrang Enterprise Development Company	Violence Reduction and Victim Support Projects	Bourke	Aboriginal population	NIAA

Table 9.4: Human service providers, funding recipients and service mix

Sector	Provider	Principal services	Resident office	Target population	Funding agency
Employment services and opportunities	REDI.E	Community development programme	Bourke	Aboriginal community	NIAA
	REDI.E	Jobactive employment service	Bourke	Aboriginal community	DESE
	Bourke Aboriginal Corporation Health Service	1000 Jobs Package	Bourke	Aboriginal community	NIAA
	Bourke Steel & Hire Pty Ltd	1000 Jobs Package	Bourke	Aboriginal community	NIAA
	Bourke & District Children's Services	1000 Jobs Package	Bourke	Aboriginal community	NIAA
	CatholicCare Wilcannia-Forbes Limited	1000 Jobs Package	Bourke	Aboriginal community	NIAA
	Costa's Quality Holidays Pty Limited	1000 Jobs Package	Bourke	Aboriginal community	NIAA
	Dan Barton	1000 Jobs Package	Bourke	Aboriginal community	NIAA
	J.B Goulden & R.B Williams	1000 Jobs Package	Bourke	Aboriginal community	NIAA
	J.B Goulden & R.B Williams	1000 Jobs Package	Bourke	Aboriginal community	NIAA
	Lychee River Pty Limited	1000 Jobs Package	Bourke	Aboriginal community	NIAA
	Lychee River Pty Limited	1000 Jobs Package	Bourke	Aboriginal community	NIAA
	Maree Weldon - Touch for Beauty	1000 Jobs Package	Bourke	Aboriginal community	NIAA
Social support	REDI.E	Bourke Centrelink branch	Bourke	General population	-
	Muda Aboriginal Corporation	Indigenous radio services	Bourke	Aboriginal community	NIAA
Residential aged care services	Bourke Multi-Purpose Service	Residential aged care, respite high and low care	Bourke	General population	ACFI/HCP
	Whiddon Group Bourke	Rivergum Lodge residential aged care, respite high and low care	Bourke	General population	ACFI/HCP
	LiveBetter Services	Intensive residential care transition	Bourke	General population	DCJ

Table 9.4: Human service providers, funding recipients and service mix

Sector	Provider	Principal services	Resident office	Target population	Funding agency
Home care and home support services	Live Better Services Ltd	Home care packages community services	Bourke	General population	NDIS
	Australian Unity Home Care Services	Aboriginal home care services	Bourke	Aboriginal community	-
Cultural services	Bourke Local Aboriginal Land Council	Culture and heritage, land management	Bourke	Aboriginal community	NSWALC
Disability services	Lifestyle Solutions (Aust) Ltd	Plan development, support coordination and support services	Bourke	General population	NDIS
	Flourish Australia		Bourke	General population	NDIS
	Birrang Aboriginal Corporation		Bourke	Aboriginal community	NDIS
	Wellways		Bourke	General population	NDIS

Table 9.5: Home care services

Services	Transport	Meals	Other food services	Home maintenance	Home modifications	Social support individual	Flexible respite	Personal care	Domestic assistance	Social support group	Nursing	Centre-based respite	Specialised support services	Allied health and therapy services	Assistance with care and housing	Transition care
	Y	Y				Y	Y	Y	Y	Y			Y		Y	Y
Australian Unity Home Care – Ngangana Community Options																
Live Better Services Ltd	Y				Y	Y		Y		Y					Y	Y

Table 9.6: NSW Government agency representation in Bourke

Cluster	Principal department and agencies	Responsibilities	Service access
Stronger Communities	Department of Communities and Justice	Families, communities and disability services; public housing and homelessness services; law and justice; child protection; sport, seniors and veterans	Bourke
Customer Service	Department of Customer Service	Customer services: primary access point to government services; registration and licencing; payment of fines	Bourke
	▪ NSW Office of Fair Trading		
	▪ Revenue NSW		
	Department of Planning, Industry and Environment		Dubbo

Table 9.6: NSW Government agency representation in Bourke

Cluster	Principal department and agencies	Responsibilities	Service access
Planning, Industry and Environment	<ul style="list-style-type: none"><li>National Parks and Wildlife Service</li></ul>	Urban and regional planning; water and natural resources; industry; environment, energy and science; Aboriginal and social housing; and Aboriginal heritage and land use	

### 9.3 Tenant support and education service

The MP Tenant Support and Education Programme has become an essential and valued support service in the social housing space in Bourke as in all communities across the Region. Team members play a key role in supporting community members to establish and maintain tenancies, negotiate application and compliance processes and leverage partnerships to deliver wrap-around services as required by the principal objectives of the programme:

- Increase community knowledge of the Aboriginal housing sector among both tenants and service providers;
- Increase awareness and accessibility of services for vulnerable groups who may be at risk of homelessness or living in overcrowded situations;
- Increase the number of tenants engaged with support services;
- Increase knowledge of housing application processes; and
- Increase housing stability through case management.

Relationships have been established with all Community Working Parties, many community organisations and human services support providers, and through this network, Murdi Paaki Tenant Support and Education Programme (MP TSEP) is gaining further valuable insights into the internal dynamics of each community. This knowledge allows MP TSEP to step beyond local politics and mechanisms of control to play an increasingly strategic role in supporting CWP's and MPRA initiatives. Given the complexity of the housing and related human services landscape from a community perspective, the role of MP TSEP is critical to ensuring equity to tenants in service delivery.

A MP TSEP client will often require several case management interventions before housing-related assistance can begin. Typically, these external supports delivered through partner organisations might include:

- Arranging a repayment plan for rental arrears, power bill arrears, and fines and debts with State Debt Recovery Office;
- Referral to health and wellbeing services, mental health and addiction services;
- Assistance to obtain childcare; and
- Referral to DCJ in relation to child and family matters, help to negotiate the justice system, and support for victims of domestic and family violence.

In respect of housing, MP TSEP provides direct assistance to the community through:

- Arranging for identification documents and working with an applicant through the Housing Pathways process;
- Helping tenants to apply for Commonwealth rent assistance and/or are receiving this assistance through Centrelink;
- Intervening when tenants are in danger of breaching their tenancy agreements and, as above, arranging a repayment plan when tenants fall behind with their rent; and
- Generally supporting tenants at risk to sustain tenancies and reduce the risk of homelessness.

This Master Plan acknowledges the valuable contribution of MP TSEP to help maintain stability in the Aboriginal social housing sector and acting as the link between tenants in need of support and the human services responsible for providing that support.

## 10 COMMUNITY PERSPECTIVES

### 10.1 Authority for change

The way Aboriginal social housing is managed has changed markedly since the first Murdi Paaki HEHPs were produced, that change being very much to the detriment of the Region. There has been a sustained centralisation of decision making and depreciated scope of authority and autonomy within Regional and locally managed ACHPs and this has adversely impacted management services, enfranchisement of tenants, and asset condition and preservation.

The integrity of physical infrastructure on former Reserves such as Alice Edwards Village has declined and self-determination has been compromised as housing management services moved from Local Aboriginal Land Councils to third party ACHPs without adequate provision for recurrent expenditure. The relative contribution of the AHO *Build and Grow* policy within Murdi Paaki has been the increased fragility of local services, marked decline in the condition of community housing assets, and feeble tenancy support from ACHPs that are not headquartered in the Region. Nulla\_Nulla LALC has experienced the lack of an effective mechanism for communication and reporting between the asset owning ACHP and the managing provider in the coercive AHO head lease/sub-lease agreement which rendered the LALC powerless to have a say in the management of its own assets; particularly those located at the “bottom end” of town, around Yanda, Culgoa, Adelaide and Anson streets; and yet it is the LALC which bears the brunt of community sentiment about the state of assets in this area. The situation at Alice Edwards Village is worse; the LALC has had limited support in managing housing and infrastructure, the assets are treated by the funding body as though they do not exist, and both the LALC and the residents had at the time of the MPRH&BC household survey been effectively been abandoned.

The CWP is firm in its view that housing management services be returned to Regional and local ACHPs as this is the only way in which service design can reflect the needs and be driven

primarily by the best interests of the community, taking account of cultural norms and desire to become self-reliant.

### 10.2 Community priorities

The Bourke CWP has set out its aspirations and priorities for improved community wellbeing in its Community Action Plan (CAP), advocating for improved service delivery across the full spectrum of culture, wellbeing, health and human services. The CAP priorities and key actions which relate to this Plan are set out in Table 10.1 and the issues which give rise to the action areas are summarised in Table 10.2 and Table 10.3.

### 10.3 Community observations

Critical housing and human service issues covered in this HEHP continue to be at the forefront of active advocacy work by CWP membership. The insights which follow have been obtained from discussion at CWP meetings and from responses to the MPRH&BC household survey.

The CWP and tenants strongly support property management services being based within the community to improve access to personnel and build relationships that will enable more responsive management and tenant support.

Employment provision for local Aboriginal people in housing repair, maintenance and construction is a priority for the CWP and for tenants; it was reported that some tenants have been waiting years for urgent repairs and many are growing very frustrated:

*“Mob are sick of this, sick of hearing about it and not having any action.”*

*“Employ local Aboriginal people to do the repairs and maintenance. To create opportunities for Aboriginal people to upskill and complete their trades or tickets for operating machinery or building to eventually have qualified Aboriginal tradespeople is the goal.”*

*‘Aboriginal Affairs have done funding programmes with the Bourke Shire to employ Aboriginal people. We need more of this.’*

Concern was repeatedly expressed regarding the number of homes that continue to be lost when they become vacant or have serious maintenance issues. The result is whole sections of the town with no housing where they were historically community housing precincts:

*“All homes from the bottom end have gone”*

Tenants in other parts of town are critical of housing managers for permitting housing loss to occur on such a scale, and the fact that Nulla\_Null LALC, in particular, has had no control over management of its assets is not generally understood within the community.

The status of Alice Edwards Village is a particular concern for those who live there:

*“There’s no management in place, no services – we feel abandoned.”*

*“Nulla\_Null LALC will not look at the housing situation we have on the Village.”*

*“Nepotism is rife within Nulla\_Null LALC and more community need to become members if they want to see any change.”*

*“There isn’t a number to call even for emergency repairs and maintenance for Nulla\_Null housing. No repairs and maintenance issues are ever managed by Nulla\_Null.”*

In reality, Nulla\_Null LALC has little capacity to respond to the Alice Edwards Village situation; the problem is partly an artefact of *Build and Grow*.

Many tenants who participated in the MPRH&BC household survey expressed the view that their rents were excessive, particularly given the quality of the housing. This issue, coupled with cost-of-living pressures generally, is contributing to poverty within the community:

*“Power costs and other household costs are on the rise. Rents are also on the rise. Clients are having to use other agencies to assist with their day to day needs.”*

There is strong support for the home solar programme and also the programme replacing roofing on some community housing properties. Houses are reported as being very hot in summer and energy costs to keep houses cool are creating major financial hardship for many families.

The CWP, community members and service providers are unanimous about the need for housing, particularly for young people and Elders. Crowding is severe in many households, causing increased homelessness and impacting on health.

*“There are serious overcrowding issues, and as kids are getting older there are no homes for them to move into”.*

Utilisation of some properties could be optimised to cater for bigger families if alternative housing was available.

*“We need units for young people and also for Elders who live on their own and want to downsize.”*

Service providers indicated that the quantity of affordable private rentals in Bourke is insufficient to meet need, but residents who have tried to obtain access to private sector rental housing indicated that the problem is not solely with supply:

*“It’s hard to get private rent because of Aboriginality.”*

And, from one of a number of prospective tenants who tried to rent in the private sector:

*“I feel they were racist against me.”*

Several homeowners responded to the MPRH&BC household survey with positive experiences and the CWP is of the opinion that it would be beneficial to promote a rent-to-buy option to

tenants in the expectation that the proportion of owners could be increased:

*"It may help them to feel appreciation for their home and take pride in it because it is theirs."*

Many Elders face having to leave the community because of poorly suited housing and if better accommodation was available, many would move back home. In addition to better housing options, the CWP highlighted the need for more community inclusion programmes to engage and honour Elders and that home care support be increased including better access to home modifications:

*"We need other support services such as home care and centre-based care."*

*"I'm an aged person and need support. I'm unable to do things – it's very stressing."*

*"MPRHC are trying to get modification to homes done; however there are huge delays in getting services completed."*

Tenants themselves are frustrated by delays in retrofitting modifications to dwellings to respond to mobility issues:

*"I've been waiting for health services to make changes to the bathroom. I'm an aged person and find it hard to use the bathroom."*

There are significant barriers to NDIS support for Aboriginal people with disabilities and lots of confusion about the services being provided through the various NDIS and disability service providers in the community. The CWP confirmed that NDIS services were not 'hitting the ground' and this was causing concern for people with disabilities and also for people with mental health problems.

*"Service providers are using the Aboriginal population to get funding but services are not supporting or helping our people."*

*"Many people with a disability need to be on a plan in order to get support, but it's hard to get reports*

*completed and it's a hard issue for carers and family to deal with."*

Birrang is responsible for providing NDIS services within the community but reported a lack of local allied health, counselling and transport services, so it is clear that barriers exist.

It was not just disability care which was seen as inadequate; a number of respondents to the MPRH&BC household survey indicated that health services need to be improved, and this problem was picked up by human services providers, who identified particular issues in relation to supporting their clients to access allied health, mental health and alcohol and other drug services. Remoteness and distance to a regional centre were seen both by service providers and by clients as a barrier to service access. As one tenant observed:

*"I know all the services are away in the bigger towns."*

*"There is no housing for anyone in town including nurses, doctors and other service people."*

The CWP is seeking greater accountability for service providers and would like to see closer working relationships between providers, the CWP and Bourke Shire Council to ensure there is a better understanding of provider roles and services:

*"We need to meet with providers and need to know exactly what services community members are having issues with."*

*"Haven't heard of Bernardo's- Didn't even know they were funded to service Bourke."*

*"Lifestyle Solutions? Community don't know who this is and what service they provide."*

A further priority is the need for more programmes for youth and to ensure facilities like the PCYC are accessible to and affordable for everyone. Youth offending continues to be a grave concern to the community. For ongoing effectiveness, diversionary programmes must be responsive to

change, holistic, and be governed, conceived, planned and delivered on a community-wide basis.

A critical issue highlighted by the CWP and by tenants was poor environmental health, including reported problems with snakes, mosquitoes, inadequate insect screening, excessive dust (especially at Alice Edwards Village), and failure by housing owners to clear sites where houses have been demolished or have burnt down, leaving debris likely to contain asbestos. In some areas of town there are major issues with domestic rubbish accumulation and other long-standing hazards:

*“Rubbish is scattered all around the bottom end of town and we have raised these concerns before - but nothing has been cleaned up, only time anything gets done is when Government come to town.”*

The CWP has identified an urgent need for community infrastructure to support cultural events, community gatherings and funerals:

*“We used to have a hall for community functions but it got burnt down and was never replaced.”*

The need for better infrastructure at the cemetery was flagged as a priority including more sheltered areas for seating and toilet amenities.

Table 10.2 aggregates contributions from the MPRH&BC household survey in relation to housing and the CAP with subsequent advice from the CWP. Similarly, there being no feedback from the MPRH&BC household survey on the presence and performance of other human services, or need for additional services, Table 10.3 draws on the current observations of the CWP and as obtained through service provider interviews.

Table 10.1: Community Action Plan objectives and actions

Goal	Objective
1	Our identity as Aboriginal people being supported, encouraged and reinforced
	1.2 Establishment of a cultural centre and cultural festival and celebrations
	1.3 Cultural awareness for all staff working with Aboriginal people
5	Exciting and appropriate enterprises bringing wealth to the community supporting the lifestyle of our choice
	5.1 Support and increase opportunities for enterprise
	5.2 Ensure all people, particularly youth, have appropriate training outcomes
	5.3 Improve and maintain facilities in town

Table 10.2: Summary of housing and housing-related issues

Issue	Description
Land use arrangements	<ul style="list-style-type: none"> <li>The western end of town requires a dedicated revitalisation strategy to draw people back to that part of town and to optimise use of Aboriginal community owned land assets</li> <li>Redevelopment of Alice Edwards Village requires a major planning effort to rethink, identify and respond to housing, infrastructure and human services aspirations of stakeholders</li> </ul>
Housing management	<ul style="list-style-type: none"> <li>Localise housing management services for improved services and accountability</li> <li>Housing management practice must be shaped to account for community aspirations and cultural norms</li> <li>Establish improved communication between housing manager, CWP and tenants</li> </ul>
Housing repair and maintenance	<ul style="list-style-type: none"> <li>The housing portfolio is ageing and many houses are in need of at least moderate maintenance</li> </ul>

Table 10.2: Summary of housing and housing-related issues

Issue	Description
	<ul style="list-style-type: none"> <li>▪ Frequent Inspections of social housing properties are required to determine the extent of all work necessary to restore and maintain structural soundness, functionality, amenity and safety</li> <li>▪ Timeframes for responses to repair and maintenance needs are unacceptably long</li> <li>▪ Houses which become uninhabitable due to lack of a timely response to R&amp;M needs are likely to be destroyed</li> <li>▪ Housing at Alice Edwards Village (and some of the town housing) is beyond the end of its service life; further investments in repairs and maintenance may be unlikely to be cost effective</li> <li>▪ Kitchens and bathrooms require upgrading</li> <li>▪ Houses are inadequately insulated and are hot in summer</li> <li>▪ Employment provision for local Aboriginal people in housing repairs and maintenance is a priority</li> </ul>
Housing affordability	<ul style="list-style-type: none"> <li>▪ Rents are too high for the quality of housing provided</li> <li>▪ Rent setting should be considered in the context of cost-of-living pressures more broadly</li> <li>▪ The cost of cooling houses in summer creates major financial hardship for families</li> <li>▪ People are not accessing CRA because the process is too difficult</li> </ul>
Housing need	<ul style="list-style-type: none"> <li>▪ The number of social housing properties available for rent is insufficient</li> <li>▪ Housing mix does not cater for Elders, or for young people at the stage of household formation</li> <li>▪ Crowding is common, and leads to health impacts and increased homelessness</li> <li>▪ Renting in the private sector is not a solution because affordable private rentals in Bourke are undersupplied, and Aboriginal prospective tenants face discrimination</li> </ul>
Specific housing needs of Elders and people with a disability	<ul style="list-style-type: none"> <li>▪ Elders are having to leave town because of lack of access to suitable housing, and would move back to Bourke if housing were available</li> <li>▪ Timely access to housing modifications is required</li> </ul>
Emergency accommodation	<ul style="list-style-type: none"> <li>▪ Individuals and families in crisis have nowhere to go that is safe and security and can provide temporary shelter. Bourke does not have a Staying Home Leaving Violence programme</li> </ul>
Safe and healthy communities	<ul style="list-style-type: none"> <li>▪ Measures are required to address the problem of ingress to housing by snakes, mosquitoes and vermin</li> <li>▪ Dust is presenting an environmentally derived health hazard and having an impact on amenity in homes, particularly at Alice Edwards Village</li> <li>▪ Debris from demolished or burned-out housing has not been cleared away and presents an environmental hazard, particularly as asbestos is likely to be present</li> </ul>

Table 10.3: Summary of human services-related issues

Issue	Description
Accountability and accessibility	<ul style="list-style-type: none"> <li>▪ Cultural safety is an issue with mainstream providers</li> <li>▪ Reduce the number of visiting services where possible and improve service effectiveness by building a local capacity to deliver</li> <li>▪ The CWP requires greater coordination and accountability from service providers and seeks clarity about provider roles, services delivered, and service-specific access issues experienced by the community</li> <li>▪ Closer working relationships are needed between the CWP, Bourke Shire Council and service providers</li> <li>▪ Assistance is required for community members who are not digitally literate to access support to complete online forms, liaise with Service NSW and deal with myGov sign-in, and the like</li> </ul>

Table 10.3: Summary of human services-related issues

Issue	Description
Elders' services	<ul style="list-style-type: none"> <li>Home care services for older people are inadequate; there is also support within the community for access to centre-based aged care</li> <li>Community-based programmes to include, engage and honour Elders are required</li> </ul>
Service needs for people with disabilities	<ul style="list-style-type: none"> <li>Confusion about access to NDIS providers and services is widespread within the community. Clear information about NDIS service availability is sorely needed</li> <li>Families are disadvantaged in arranging for NDIS plans to be completed for family members with a disability</li> <li>Community members believe that service providers are being funded for services which are not being delivered to the Aboriginal community</li> <li>NDIS providers are unable to deliver a comprehensive service because of lack of availability of allied health, counselling and transport services</li> </ul>
Children's services	<ul style="list-style-type: none"> <li>Need exists for comprehensive child and maternal health services; early intervention programmes to response to significant childhood development challenges; and family support programmes and services</li> </ul>
Youth services	<ul style="list-style-type: none"> <li>Programmes and facilities for young people are inadequate</li> <li>Access to facilities such as the PCYC is compromised as a result of lack of affordability</li> <li>A strategic response involving the whole community is required to address the issue of youth offending</li> </ul>
Employment	<ul style="list-style-type: none"> <li>Build a local construction industry trades capacity within the Aboriginal community to ensure long term community sustainability in terms of housing and infrastructure, and contribute to economic stability</li> <li>Young and older adults find it difficult to gain employment</li> <li>Government funded employment and training services – job readiness services relating to meaningful employment – do not produce outcomes</li> </ul>
Community facilities and social infrastructure	<ul style="list-style-type: none"> <li>The community aspires to have the community hall replaced with a new facility to support cultural events, gatherings and funerals</li> <li>Better infrastructure, including sheltered seating and an amenities block, is required at the cemetery</li> </ul>
Mental and physical health	<ul style="list-style-type: none"> <li>Access to allied health, mental health, and alcohol and other drug services and targeted programmes for grief and loss is inadequate</li> <li>Lack of service availability compromises NDIS service planning and provision of a comprehensive response to service need</li> <li>Limited access is available to non-clinical mental health and social and emotional wellbeing counselling and support services, particularly youth-specific services</li> <li>Assisted living support for people with mental health issues is required</li> </ul>

## 11 MASTER PLAN

### 11.1 Aspiration

Development of this HEHP ends the second round of MPRA's approach to sector strategic planning at community scale. The HEHP identifies the core demand drivers that are affecting the sector; documents an evidence base of the community's housing and infrastructure needs; and estimates the size of sector investment. The lead time and long lifetime of housing infrastructure requires a long-term view so identifying, planning and prioritising a package of measures to ensure the sector delivers sustainable long-term outcomes for the community is vital.

The connections between the housing and human services sectors add to complexity and uncertainty in the strategic planning process, particularly in a cultural context. Learning lessons is a central part of any project so with the RAHLA now firmly established and evidence provided, the community expects informed policy-setting and decision-making to lead to positive change.

### 11.2 Cultural influences on decision-making

The *NSW Aboriginal Housing and Infrastructure Programmes Implementation Manual* was an initiative of MPRA and the NSW Department of Aboriginal Affairs (as was) flowing from the successful Australian Government National Aboriginal Health Strategy projects. Written in 1999, the manual placed the concept of effective community management of capital works and associated housing and infrastructure projects into a more practical local context. Working with a community-selected professional Project Manager, CWP's demonstrated ample capacity to set community objectives, and to control and co-ordinate overall programme delivery on behalf of, and in the best interests of, their communities. The agreed negotiated system of rules governing projects roll out was formal acknowledgement of the ongoing position of CWP's as the local decision-making body. The Regional and local governance structures remain in place and CWP's remain

uniquely positioned to bring their local knowledge and cultural perspectives to inform the shape and configuration of housing and infrastructure developments. This Master Plan evidences this decision-making in practice.

### 11.3 Master plan

The master planning process adopted by this HEHP aims to create an integrated process of change at community level, reaching across the built environment, and social and economic issues within a cultural context. The Plan is about taking the initiative in terms of planning for, and design of, improvements to the living environment, job creation, and coordination and integration of a raft of human services. It aims also to give renewed life to the principles of self-determination and self-management. This approach challenges stakeholders to be open and willing to change the way business with the community is conducted.

The Bourke CWP Master Plan is set out at Table 11.1. It brings together the relevant aspirations as documented in the Community Action Plan and the views of the community as derived from survey and consultation. The proposed actions are those which matter to people.

Implementation will take time. Ongoing engagement between the community through the CWP, stakeholders and decision makers is vital to ensure the strategic focus is maintained throughout the course of the project. Change will happen and, with this expectation, there is a need to foster a strong collaboration between all parties to ensure that the ultimate objective of bringing about positive improvement in the lived experiences of Aboriginal people is achieved.

Table 11.1: Master Plan

Strategy	Chapter reference	Action area	Strategy	Justification
BKE-01	5.7 10.3	Sector governance and management	<ul style="list-style-type: none"> <li>Prior to termination of the AHO/Nulla_Nulla LALC headlease agreement, ensure a full scoping of properties to determine the scale of repairs required to restore asset condition, and negotiate a matching funding allocation with the AHO</li> <li>Following termination of the AHO/Nulla_Nulla LALC headlease agreement, transfer management of NNLALC properties to a Region-based National Regulatory System-registered ACHP in line with community preferences for a local or Regional managing ACHP to manage all Aboriginal social housing in Bourke and Wanaaring</li> <li>Request any managing ACHP(s) to establish a shop front in the community with the objectives of improving tenant access, building personal relationships and being closer to local dynamics which will enable more responsive management, tenant support and rapid reaction to threats to property</li> <li>As part of the MPRH&amp;BC project, co-design application and allocation processes which are simple, equitable and preference local applicants and conduct a rent review which accounts for housing condition, level of amenity and high costs of living</li> <li>Establish a line of regular and formal communication which allows information flow to the CWP and owning ACHP(s) on managing ACHP(s) performance and emerging tenancy and asset management issues, including reporting on asset condition</li> </ul>	<p>Through the MPRH&amp;BC household survey and in subsequent consultations, tenants, Bourke CWP, and human service providers consistently flagged a series of concerns in relation to tenancy and asset management services. Particular issues were raised in relation to accessibility to and visibility of the housing managers, communication difficulties, and the painful process of arranging repairs and maintenance, suggested responses to which are itemised in detail in the Strategy column</p> <p>Community expressed a strong preference to have property management personnel based in the local community where local relationships can be better established and communication and responsiveness to unique issues in community can be better understood and acted upon</p> <p>Of those that offered an opinion, 60% would prefer a Regional ACHP managing their housing but many declined to state a view. With the recent creation of the Consortium and the aim of Consortium member MPRHC to obtain National Regulatory System Community Housing (NRSCH) registration, this Regional provider is the obvious housing manager to satisfy the community's aspirations. All Aboriginal social housing requires to be managed efficiently and professionally</p> <p>Some actions proposed by the CWP, as documented in the CAP, sit within a Regional context and should be referred by the CWP Chair to MPRA for a Regional response. Rent levels and aspects of the application and allocation process fall within this category</p>
BKE-02	5.8 5.11 6.2 10.3	Residential development strategy	<ul style="list-style-type: none"> <li>Prepare a residential development strategy for the Culgoa/Yanda Street precinct and Alice Edwards Village to create a strategic framework for housing and civic facilities in the western area of Bourke over the next 10 years to 2032 to form the basis for residential zonings and development standards, and delivers housing choice for a disadvantaged socio-economic group to meet the needs of existing and future residents</li> </ul>	<p>Management of Aboriginal social housing located at the western end of town has been historically difficult for cultural, social and economic reasons, some of which are very firmly entrenched. Population movement east has been observed over many years to the extent that the Culgoa/Yanda Street precinct has lost much of its housing while unoccupied to vandalism and arson. In view of the cultural importance of this precinct and the discrete settlement of Alice Edwards Village, and the shortage of residential sites elsewhere in Bourke and North Bourke, careful consideration should be given to</p>

Table 11.1: Master Plan

Strategy	Chapter reference	Action area	Strategy	Justification
BKE-03	5.7 5.8 5.13 10.3	Housing need	<ul style="list-style-type: none"> <li>Account for the potential replacement of ACHP residential properties no longer fit for purpose, or destroyed through vandalism or fire in the period 2018 to date</li> <li>Increase supply to meet demand arising from young persons wishing to live independently, young couples at family formation stage, individuals and families living in crowded households, older persons wishing to move to accessible housing for health-related reasons, and individuals and families who would otherwise be homeless. Encourage individuals and families to relocate where properties can be used more efficiently</li> <li>Further to Action BKE-02, negotiate a government commitment to implement the Western Bourke Residential Development Strategy</li> </ul>	<p>the planning and redevelopment of these two locations to ensure that households moving back experience a welcoming, secure and safe living environment in housing fit for purpose. Consideration must include replacement of the Wally Byers Memorial Hall as the venue for community to meet</p> <p>This HEHP shows the significant need for housing options for all sectors of the population. The MPRH&amp;BC household survey identified 2 families, 25 young people and 7 older persons as in need of accommodation which, when factored to reflect need across the whole community, totals 54 dwellings significantly exceeding the NSW Housing Register waiting list. Priorities are consistent with those stated in the 2015 AHO report <i>Demand and Supply of Aboriginal Housing in Remote and Outer Regional NSW</i>. Housing is being lost and not replaced. Following consultations with the CWP, housing mix has been revised as Table 11.5 to include a greater number of 3-bed and 4-bedroom houses in lieu of units. Total number is not increased. The CWP is open to development of smaller lots for 2-bed units to be occupied by single people. Some replacement housing has been arranged through the AHO to redress properties lost in recent years</p>
BKE-04	5.7 5.10	Asset condition and serviceability	<ul style="list-style-type: none"> <li>Identify property condition for all Aboriginal social housing, secure funding for repair, maintenance and upgrades, and undertake works to restore structural soundness, functionality, amenity, safety and security</li> <li>Request housing providers to provide fire extinguishers and fire blankets be installed in every house and teach tenants how to use them</li> <li>Arrange with the housing manager(s) to negotiate with the ACAT, registered Home Modifications providers, and funding body where necessary, to expedite home modification work on houses occupied by a household with a resident member with a disability</li> <li>Provide reverse cycle split system type air conditioning and draught proofing measures to all Aboriginal social housing.</li> </ul>	<p>Tenants reported on asset condition as at the time of the MPRH&amp;BC household survey. Reports, as might be expected were mixed, ranging from favourable to not so favourable. Response time and quality of repairs were bones of contention. Under the AHO Build and Grow policy, asset condition has deteriorated and decline in condition requires to be reversed. Survey responses indicated that landlord responsibilities under the Residential Tenancies Act may not have been observed. The use of cheap materials, fixtures and fittings is raised consistently and it may be more cost-effective in the longer term to adopt health hardware and design solutions with a focus on healthy living practices and reducing the disease impact</p> <p>Of great concern is an ability to keep properties safe. This is an obvious risk to single mothers and women living alone and requires to be mitigated constantly</p>

Table 11.1: Master Plan

Strategy	Chapter reference	Action area	Strategy	Justification
			Where practical, insulate houses to maximise the benefits of heating and cooling systems. To assist in offsetting extra power usage, install residential rooftop solar PV panels to all dwellings not currently provided with solar power and include energy saving measures. Include a tree planting scheme to all residential properties as shade and temperature control measures	Six households require assessment and/or installation of aids for a person(s) frail aged or with a disability The MPRH&BC household survey established that 15% of Aboriginal social housing dwellings in Bourke had no heating appliances and 15% had no cooling appliances installed. With the duration of extreme temperatures increasing, it is essential for reasons of personal health and general wellbeing for air conditioning to be provided to each household Energy poverty is rife in communities across the Region, including Bourke. Previous energy affordability measures have not addressed the needs of all Aboriginal social housing tenants so the proposal to extend the installation of rooftop solar PV systems is a step to an equitable solution to those households which have not benefited so far with the objective of reducing the burden of electricity bills
BKE-05	7.2 10.1 10.2 10.3	Infrastructure	<ul style="list-style-type: none"> <li>Restore the integrity of Alice Edwards levee, including servicing stormwater drainage outlets</li> <li>Prepare a dust mitigation strategy to reduce the risk of respiratory and other diseases and illnesses, and the burden of maintaining a clean home with a focus on western Bourke and Alice Edwards Village</li> <li>Undertake a major environmental rehabilitation programme to remove any asbestos contaminated soils resulting from the demolition or destruction of older properties at the western end of Bourke and building rubble and domestic rubbish</li> <li>Construct shade structures, seating and an amenities block at the Bourke cemetery</li> <li>Construct bus shelters at all collection and drop off points of the school bus runs</li> </ul>	Infrastructure improvements proposed by the CWP and listed opposite are, by and large, self-explanatory. Works would ideally be carried out following consultation with Council on logistical and technical matters. Some works will be the responsibility of Council while support for other works will need to be negotiated with others. Restoring condition of the levee at Alice Edwards Village could be included in a Roads2Home programme should the community be included within future NSW Department of Planning, Industry and Environment (DPIE) works programme
BKE-06	9.3	Tenant support	<ul style="list-style-type: none"> <li>Raise the number of Aboriginal social housing tenants claiming CRA to a defined benchmark</li> <li>Expand the capacity, reach and role of MP TSEP so that team members can comfortably deliver or broker culturally safe services to meet community need across the service spectrum,</li> </ul>	Acceptance of MP TSEP by the community is allowing tenants and others in need to access much needed housing support services. The team is building an impressive capability to work across a wide range of human services and tackle barriers to housing on behalf of applicants, including the current online application process. The MPRH&BC household survey indicated only one third of tenants were

Table 11.1: Master Plan

Strategy	Chapter reference	Action area	Strategy	Justification
			<ul style="list-style-type: none"> <li>including assisting community members who are not digitally literate to complete on-line tasks</li> <li>Recommend to MPS extending the role of MPS TSEP to support applicants for private rentals through the application and negotiation process to cut through barriers to and reduce churn</li> </ul>	claiming CRA. Targeted support by the housing manager and MP TSEP can assist tenants not yet doing so to take advantage of this financial benefit. Connecting tenants in need with human services will help in optimising efficient use of the housing portfolio and maximise revenue, as well as supporting community social and economic wellbeing
BKE-07	5.7 10.3	Emergency accommodation	<ul style="list-style-type: none"> <li>Undertake an analysis of the true demand for homelessness services in the Bourke community which accounts for the many poorly defined factors that contribute to and constitute a person being homeless: access to affordable housing, joblessness, domestic and family violence, mental illness, drug and alcohol abuse, financial distress, exiting the justice system and discrimination</li> <li>In light of the findings of the analysis, develop a strategic response that delivers the infrastructure and resources required to keep individuals and families protected from harm</li> </ul>	The CWP advise that emergency housing for women provided through the Safe House is always full. Only 4 units are available in Bourke and crisis situations far outweigh the availability of crisis housing. CentaCare, which is contracted by DCJ to deliver the Bourke Homelessness and Housing Support service, is limited by physical infrastructure to meet demand while Mission Australia, contracted by DCJ to provide the Homeless Youth Assistance Programme is not well regarded and is said to be ineffective in the homelessness space in Bourke. Homeless men and men who have children in their care are poorly served
BKE-08	5.7 10.3 11.13	Home ownership	<ul style="list-style-type: none"> <li>Arrange with AHO and/or IBA to deliver community information workshops in support of home ownership</li> </ul>	The MPRH&BC household survey indicated that tenants rented Aboriginal social housing because ownership was not affordable. Providing the community with a full briefing on options, processes, advantages and pitfalls will allow community members to make an informed judgement as to whether purchase is a possibility for them. The CWP advise there to be interest in the community in rent-to-buy schemes so exploration of workable models would be helpful
BKE-09	10.3	Human services improvement, reach and accessibility	<ul style="list-style-type: none"> <li>Partner with MPRA, DCJ and other agencies to advance the actions in the Bourke Aboriginal Community Community Action Plan in conjunction with this Housing and Environmental Health Plan</li> <li>Foster a closer relationship between the CWP and all tiers of government to drive improvements in human services including a tighter focus on provider cooperation and coordination, service integration, performance and cost-effectiveness</li> </ul>	This HEHP sits alongside the community's Community Action Plan in identifying the pathway to increased wellbeing of Aboriginal residents of Bourke and Wanaaring. While the HEHP focusses on housing and housing-related aspects, the CAP sets out the community's agenda for broader cultural, social and economic development. As access to human services is fundamental in maintaining a healthy, informed and cohesive community, this HEHP has formed an overview of community attitudes to health and human services.

Table 11.1: Master Plan

Strategy	Chapter reference	Action area	Strategy	Justification
BKE-10	10.3	Aged and disability care services	<ul style="list-style-type: none"> <li>Audit and review the role and operational objectives of health and human services and providers across all sectors to ensure that services promised are being received and culturally safe, that gaps are identified and can be addressed, and protocols established which increase transparency and accountability. Where necessary, revise human services procurement practices to ensure stability, viability and continuity of community-approved providers</li> <li>Review the difficulties faced by Aboriginal individuals and families in communicating with the NDIS, including the application process, and then negotiating a care package</li> <li>Assess the presence and capabilities of funded NDIS registered providers, the level of care delivered against clients' funded packages, package availability and inequalities of care of Aboriginal people with disability</li> </ul>	<p>CWP feedback indicates that community awareness of availability of various human services, and of the presence and performance of some providers needs to be improved significantly. The CWP sees this as a barrier for community being able to access culturally safe services and for making cross-agency services difficult to navigate. Services delivered by the disability and home care and home support services sectors are not to expectations nor client-centred. Service providers find it difficult to recruit and retain local Aboriginal staff so opportunities exist to improve the quality of services and cultural safety through encouraging interested local young Aboriginal people into employment in the human services sector</p> <p>The CWP would welcome a closer working relationship with governments in respect of decision-making, monitoring and performance evaluation of human services. Firm views are held on the performance of one provider which the CWP would recommend be defunded. The procurement process is remote and does not necessarily lead to efficient service delivery. It is the view of the CWP that a community contribution in this space would assist in rationalising and guiding service implementation</p> <p>Many services are provided via online and digital platforms that many people do not have the digital literacy or access to computers and internet connections to be able to effectively interact</p>
BKE-11	10.3	Employment and training	<ul style="list-style-type: none"> <li>Noting the loss of building trades from the town and skills shortages generally, negotiate with MPS for the creation of a Region-wide employment strategy which centres on the development of a local skills base with the capability to carry out housing-related projects</li> <li>Increase the level of employment of Aboriginal community members in the health and human services sectors to improve cultural safety service quality and accessibility</li> </ul>	<p>The CWP aspires to improve the economic situation of the community by increasing the level of active participation in the labour market. 83% of Aboriginal people in Bourke in the labour market are in some form of employment. The employment to population ratio for Aboriginal people aged 15 years and over (43%) was less than that for non-Indigenous people (56%) but higher than for the Region (34%). 47% of Aboriginal 17 and 18 years-olds were engaged in employment, education and training but this is slightly lower than the Regional average for the Aboriginal population and much lower than the non-Indigenous cohort (83%). The CWP would like to see a focus on training in building trades in conjunction with any capital works project(s)</p>

Table 11.1: Master Plan

Strategy	Chapter reference	Action area	Strategy	Justification
BKE-12	8.2 10.3	Physical and mental health services	<ul style="list-style-type: none"> <li>Improve the community's ability to access health care services locally and regionally</li> <li>Respond to the community's advice of the absence of adequate mental health services: clinical, counselling and SEWB, for all ages with the infrastructure and resources to offer timely professional care</li> <li>Advocate through MPRA for a comprehensive review of Aboriginal alcohol and other drug residential and counselling services across NSW with a view to developing a strategy and the infrastructure to address the unmet need for services in the Region and locally</li> <li>Develop a transport solution which will allow community members without a vehicle, or who are unable to afford fares, to attend to their daily household tasks and personal business, and to health appointments locally and at regional centres</li> </ul>	<p>Access to health services in Bourke has been challenged in recent times following a spate of anti-social acts against individuals of the health service workforce. As a result, services have been withdrawn, are understaffed and, in the case of the hospital, reported by the mainstream media to be at serious risk of closure. Structural changes had already eroded service availability and health service provision has reached a crisis point. This situation clearly affects the ability of the community to receive primary and critical health care and requires a longer-term, holistic inter-agency solution which embraces all sections of the community. All services from general practice through allied health services to non-clinical mental health and social and emotional wellbeing services need much greater attention and local resourcing</p> <p>Access to alcohol and other drug services, particularly early intervention and prevention services, for Aboriginal people living in far western NSW is extremely problematic. Service providers in the justice space cite a lack of culturally safe alcohol and other drug services as a barrier to permanent exit from the criminal justice system. The only available residential Aboriginal community-controlled alcohol and other drug services service is at Orana Haven at Brewarrina which services the whole region. Beds are generally fully occupied</p> <p>Transport to medical appointments and for conducting daily household tasks continues to be problematic for the community. While there is a taxi service and Bourke Aboriginal Health Service provides a transport service for patients to Dubbo, the CWP considers that an additional affordable community bus service is required to operate throughout the town at least twice daily as a public service. As noted in Table 5.21, one in five Aboriginal households are without an independent means of travel</p>
BKE-13	10.3	Youth services	<ul style="list-style-type: none"> <li>Building on the community's work already in hand, negotiate a package of initiatives around the NSW Government <i>Regional NSW Youth Framework: Empowering youth in regional NSW</i> relating to jobs and pathways to employment, physical and</li> </ul>	<p>Over one third of the Aboriginal population is aged between five and 24 years. Organised recreational and leadership development opportunities designed to engage young people, and transport services which increase accessibility, are few. For example, the PCYC</p>

Table 11.1: Master Plan

Strategy	Chapter reference	Action area	Strategy	Justification
			<p>mental health, digital and physical connection, and things to do and places to go</p> <ul style="list-style-type: none"> <li>Reactivate the Barwon Darling Track Indigenous Youth Development Programme proposed by the former Institute for Rural Clinical Services and Teaching (IRCST), within NSW Health, to address social and health issues facing Aboriginal youth in Bourke, Brewarrina and surrounding communities</li> </ul>	<p>is open only in evening hours most days in the week for organised activities and events but affordability is said by the CWP to be a barrier. The lack of facilities is identified in Bourke Shire Council consultations around the Community Strategic Plan “Develop improved youth activities and facilities” to which advice Council has been able to respond with upgrading social and sporting amenities for the benefit of young people and the broad community. Activities are heavily sports focussed and may not assist young people to develop other interests and leadership capacity</p> <p>The Institute for Rural Clinical Services and Teaching (IRCST), working with consultant Burns Aldis, investigated the feasibility of constructing an off-road walking and cycling track joining Bourke and Brewarrina, and following the Barwon and Darling Rivers to Mount Gundabooka. It was proposed to plan and implement an integrated youth development programme involving culturally focussed learning programmes around healthy lifestyles, physical activity, personal development and community service. These programmes were intended to be age-specific, and provided to supervised school groups from Year 6, through Year 7, Year 8, Year 9, to Year 10 and senior students. The programme was extendable to the non-Indigenous community and had a commercial component</p>

## 11.4 Defining need for growth

The total number of Aboriginal social housing dwellings in Bourke was 117 in June 2020, excluding properties at Alice Edwards Village, as obtained from the AHO property schedule, having reduced by eleven from a total of 128 as of June 2018. The loss was entirely in ACHP owned properties. Table 7.6 reflects, in part, the reason for loss.

At the time of the MPRH&BC household survey, there was a waiting list for Aboriginal social housing across all adult age groups. The estimate of housing need shown at Table 5.40 and Table 11.2 is derived by extrapolating the findings of the MPRH&BC household survey across all Aboriginal households and tenure types to estimate need arising from those that did not participate. The age profile of the community is such that the majority of those in search of their

own housing are young single people or couples without children. The community advise that the need for accessible accommodation for the elderly is undercounted as some older residents have moved away from Bourke but would return if suitable housing was available. Nineteen households reported providing shelter to a person or persons who would otherwise be homeless. While most are captured in the calculation for additional social housing rentals, those who had decided to stay are not.

The number of new dwellings enumerated in Table 11.2 is more than the number of approved applicants shown on the DCJ Housing Register for the total population: 16 general applicants and fewer than five priority applicants, but consistent with the AHO study referenced at \$5.13 which stated a minimum of 51 applicants.

Table 11.2: Housing need

		From MPRH&BC household survey				Factored for whole community			
		Number of bedrooms				Number of bedrooms			
Tenure type	Ratio	2	3	4	5	2	3	4	5
Owner occupier	129 / 17	3	-	-	-	3	-	-	-
Private rental	40 / 12	2	1	-	-	2	1	-	-
Homeless	264 / 112	-	-	-	-	-	-	-	-
Social housing rental	117 / 83	32	2	-	-	45	3	-	-
Employer	- / -	-	-	-	-	-	-	-	-
Not defined	- / -	-	-	-	-	-	-	-	-
<b>Total</b>		<b>37</b>	<b>3</b>	<b>-</b>	<b>-</b>	<b>50</b>	<b>4</b>	<b>-</b>	<b>-</b>

Note: The total number of Aboriginal social housing rentals above excludes properties located at Alice Edwards Village

A breakdown of social housing waiting list by bedroom capacity as of mid-2019 provided by the AHO is shown at Table 11.3 for comparison purposes, giving a total of twenty dwellings.

Table 11.3: Waiting list, number of dwellings by bedroom size, 2019

	Number of bedrooms					Σ
	1	2	3	4+	NK	
Waiting list	6	9	2	-	3	20

Feedback received from the community summarised in Chapter 10 reinforces the need for additional housing on the scale and with the mix proposed.

Table 11.4 puts an order of cost against increased supply based on new builds and suggests that given the costs for new builds, and land, that purchasing mainstream housing is an option to be considered.

Table 11.4: Estimated cost of new builds (GST excl)

Number of bedrooms	GFA (m2)	Unit cost (\$/m2)	No	Estimate (\$)
2	120	3,470	50	20,820,000
3	160	2,850	4	1,824,000
4	185	2,850	-	-
5 and more	200	2,850	-	-
Total				22,644,000

In consultation with the CWP, projected additional housing supply shown in Table 11.2 was amended to reflect a current need for the housing mix to include houses of 3-bedroom size and larger. Table 11.5 identifies the community's assessment of its own needs with the corresponding cost estimate. This estimate is carried forward to Table 11.10.

Table 11.5: Revised estimate of new supply

Number of bedrooms	GFA (m2)	Unit cost (\$/m2)	No	Estimate (\$)
2	120	3,470	25	10,410,000
3	160	2,850	15	6,840,000
4	185	2,850	10	5,272,500
5 and more	200	2,850	-	-
Total				22,522,500

## 11.5 Replacement housing

The projection of need described by §11.4 is derived from the MPRH&BC household survey.

Since the survey was conducted, eleven properties have been lost, primarily from the western end of town. This loss equates to about 10% of the total town portfolio setting aside properties at Alice Edwards Village. This clearly either places additional pressure on housing that remains or residents have left Bourke for other communities as noted in §10.3.

Following the restoration of the old modular houses at Alice Edwards Village living conditions are not as dire but the longer-term future of the broader development of western Bourke requires careful consideration and much consultation. The original Housing and Environmental Health Plan contained a Master Plan for redevelopment of the Culgoa/Yanda Street precinct but this was never enacted, in some measure because of a lethargic response from Council to endorse the proposals. The costs associated with rebuilding is of titanic proportion over and above meeting need from the changing demographic.

In consequence, Table 11.1 includes an action to investigate the options for redevelopment of the two communities in conjunction with the CWP, Land Council and Bourke Shire Council, with the objective of developing firm proposals for reconstruction in a manner which addresses not only town planning aspects but also the cultural and historic importance of the sites.

## 11.6 Housing extensions and modifications

Expressed need for extensions is stated in Table 11.6. Numbers have been revised upwards in the same way as Table 11.2. A budget of \$35,000/extension is allowed for extension and \$4,000 for each home modification.

Table 11.6: Requirement for housing extensions and modifications

Extensions (Factor 117/83)	Bedrooms		
	1	2	3
Number of extensions	6	-	-
Total number of bedrooms	6	-	-
Modifications	Number of dwellings		
	6		

Estimated budget to attend to extensions and modifications listed in Table 11.6 is given in Table 11.7.

Table 11.7: Estimated budget for housing extensions and modifications

	Estimate (\$)
Extensions	210,000
Modifications	24,000
Total	234,000

## 11.7 Asset preservation

Estimated costs for routine repair and maintenance including planned maintenance, and for any particular works such as roof replacement, foundation packing and releveling if any, required to attend to immediate restoration and asset preservation are summarised in Table 11.8. Average unit expenditure is approximately \$37,080 per property.

Table 11.8: Repair and maintenance, probable order of cost

	Cost (\$)
Property repair, maintenance and upgrade	4,338,000
Particular works	-
Total	4,338,000

All properties are, or should be, subject to regular and planned inspection and, where under head lease, as per an AHO housing management agreement. Murdi Paaki Regional Housing Corporation has secured funding through the AHO Aboriginal Community Housing Investment Fund (ACHIF) for planned maintenance. Details of the AHO allocation is given in Table 11.9.

Table 11.9: Aboriginal Community Housing Investment Fund allocation

Organisation	Estimate (\$)
Murdi Paaki Regional Housing Corporation	
New supply	-
Upgrades - Bourke	1,217,470
Upgrades - Wanaaring	704,147
	3,120,530

Works are of a major nature and cover reroofing (11 properties), air conditioning upgrades (36), external painting (36) and sheds (11). Assuming all funding is efficiently directed to building work, a potential shortfall of \$3,120,530 remains at Bourke. Funding for Wanaaring targets major renovation work to all properties.

## 11.8 Infrastructure

Table 7.11 itemises infrastructure elements of concern to the CWP. Repairs to the Alice Edwards Village levee are the responsibility of Nulla\_Nulla Local Aboriginal Land Council and a notional allowance has been made in the budget at Table 11.10 for remedial works.

Other areas for improvement rest with Bourke Shire Council and are itemised in Table 11.1. No cost is attached to these projects in this HEHP.

## 11.9 Probable order of cost

Probable order of cost for each work item are summarised in Table 11.9. The estimates are for Bourke only as funding for Wanaaring has been secured and have been prepared on the following basis:

- An additional twenty vacant lots are required to be purchased on the basis that residential development will be 'salt and peppered';
- Costs for building-related work are derived from industry standard cost information and/or for project costs for similar work in the Murdi Paaki Region;
- Prices are current to September 2020;
- An index appropriate to locality is applied;
- Building costs assume that construction takes place in accordance with MPS procurement

practice. Projections may need to be re-evaluated if training schemes are integrated;

- Allowance for project management has been assumed to be generally between 10% and 15% of the construction budget depending upon the nature of the work involved and the degree of investigative work required;
- Estimates are stated as GST exclusive; and.
- Any commitment to the replacement of existing units and cottages at Alice Edwards Village will be determined through the Western Bourke Residential Development Strategy.

Table 11.10: Probable orders of cost, housing and environmental health infrastructure

Description	Order of cost (\$)
Planning study	150,000
Council costs and charges	150,000
Land acquisition	600,000
Site infrastructure (nominal)	100,000
New housing supply	22,522,500
Replacement housing	0
Housing extensions	210,000
Housing modifications	24,000
Repair and maintenance	4,338,000
Infrastructure	250,000
Sub-total	28,344,500
Unquantified risk allowance (5%)	1,367,200
Project management (12.5%)	3,418,100
Programme admin (3%)	820,300
<b>Total</b>	<b>33,950,100</b>

No costs have been assigned to improvement in and extension of human services because these services are already the subject of government programme planning and resource allocation processes. As far as can be ascertained from information kindly provided by NIAA and DCJ, the human services allocation is in excess of \$13.5M without considering funding of home care and home support services, NDIS and residential aged care. Very little of this funding is granted to Aboriginal organisations headquartered in the Murdi Paaki Region. Core activity funding for services such as health and education are over and above. It is because allocations are large and

service delivery poor that Table 11.1 contains an action to undertake a thorough review of human services. The community is not convinced that it is receiving value for money. Performance monitoring of government services is a key area of focus under the OCHRE Murdi Paaki LDM Accord II and Accord processes should be brought to bear on areas of underperformance. With consistent themes emerging across the Murdi Paaki Region, many recommendations will have regional application and universal application locally.

## 11.10 Funding sources

Funding for works and measures proposed by Table 11.1 and Table 11.10 will need to be negotiated through the RAHLA as the principal decision-maker on matters of Aboriginal social housing in the Region. No ACHP is in a financial position to contribute to these extraordinary costs from revenue derived from property rents and subsidies so realising a solution is dependent upon support from governments. Alternative financial investment models such as social impact investing could provide a solution to funding capital and/or recurrent costs but proving social benefit will be challenging.

## 11.11 Staging of works

The priorities attaching to the improvements listed in Table 11.10 can, in total, only be resolved once a funding cycle has been agreed, firming the scale and timing of investment. Potential redevelopment of the Culgoa/Yanda Street precinct and Alice Edwards Village would appear to control the programme of new building since, until planning of the communities has been completed and the number of new houses known, details of development in the central and eastern parts of Bourke will remain uncertain. The planning process will involve extensive consultation with a range of stakeholders and will take time. The CWP may decide to proceed with isolated residential development on community-held lots to address urgent housing need but the number of vacant lots outside of the Culgoa/Yanda Street precinct is few in comparison to the programme of new builds as flagged by Table 11.5.

Repair and maintenance work may be classified as immediate and can be programmed to proceed following scoping. The MPRHC portfolio is scoped and work is ready to commence when funding becomes available. Building extensions should be included within the scope of any repair and maintenance contract.

With development of the scale proposed, and similar work proceeding in other communities, it is certain that programming of works will need to account for the building sector capacity which can be mobilised locally, regionally and/or bolstered by an Aboriginal workforce training initiative. Some skills may remain in the community from the previous National Aboriginal Health Strategy (NAHS)/ACDP capacity-building centred around Kuru Building Aboriginal Corporation but the supporting physical infrastructure has long dissipated.

MPS is able to assemble a team of specialists to assist with planning, design and project coordination and management phases so making professional and technical resources available will not be a constraint.

### 11.12 Value-adding initiatives

Previous housing programmes such as the works conducted under Build and Grow have been the subject of significant community feedback to the CWP, focussing on dissatisfaction with the quality and management of these works. In any future capital works programmes, the CWP must be involved in the decision-making process to ensure these mistakes and poor outcomes are not repeated. Moreover, with the size of project proposed by Table 11.10, it would be remiss not to aim to provide opportunities to build a higher-level professional capacity in project management. As indicated by Table 2.1, too many Aboriginal organisations have commenced and died since the ATSIC days and, with a changing demographic and justified criticism of human services providers, a rebuilding of Aboriginal capacity is essential if the community is to achieve its aim of a more prosperous and active community.

Responding to the CWP proposal for creating an Aboriginal trades capacity, the construction of new housing and maintenance of existing properties can provide a rare opportunity for integrating training and economic development activities aligned to the construction industry. Such initiatives have been successfully implemented in Bourke and the Region in the past at scale in conjunction with NSW Technical and Further Education (TAFE NSW). MPS has the capacity to work with the CWP and providers to develop a suitable employment and training framework and negotiate its implementation should the CWP wish.

The greatest community benefit to be obtained from the actions itemised in the Master Plan if implementation occurs in conjunction with progress against priorities set out in the Community Action Plan. In essence, the concept envisages a whole of community strengthening project coordinated by the strategic planning documents guided by the CWP. A serious change in thinking on the part of all stakeholders is required if conditions in the community are not to experience further socio-economic decline.

### 11.13 Home ownership

Seventeen respondents to the MPRH&BC household survey were owners and the greater majority were satisfied with their decision to purchase. This cohort provides a local example of the benefits of home ownership compared with renting. Considering the relative affordability of housing in the Bourke LGA and the existence of a real estate market with prospects for capital gain and future sale, there might be interest in ownership amongst tenants, particularly those in stable employment who have an attachment to the district. As noted at §5.7, only a small number of respondents in rental accommodation expressly stated they would not consider purchasing. To facilitate greater awareness, this HEHP contains a recommendation for exploration of rent-to-buy schemes followed by an information session for those tenants who might wish to consider this option further. Discussion with the AHO and/or Indigenous Business Australia about options would be a useful starting point.

#### 11.14 Emergency, short term and transitional accommodation

The Bourke Homelessness and Housing Support Service manages the Bourke Women and Children's Safe House. The contracted provider is CentaCare. This service provides support to young people and adults. The community has identified a pressing need to deal with homelessness among adult men of all ages. Emergency housing in the form of a men's refuge is seen as an essential response to primary homelessness in the community. The cost of provision is subject to further discussion between the CWP and DCJ.

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