



NSW Roadmap for Aboriginal Business Growth

Delivering under Priority Reform 5 of Closing the Gap 2023–2026

March 2023

aboriginalaffairs.nsw.gov.au



Cover artwork

The artwork was designed for the NSW Government's work with the Aboriginal business sector under Priority Reform 5.

The right side of the artwork represents the business roundtable and everyone coming together in a meeting place. The pathways leading in with footprints represent our journey towards making change from the roundtable.

The dots around the roundtable represent the Aboriginal stakeholders and NSW Government. The Roadmap is represented by the brown dotted pathways leading from the roundtable up to circles depicting the 3 key themes: strengthening accountability, supporting businesses, and recognising talent. The land and the waters are represented throughout the rest of the artwork.

The artist, Lani Balzan, is a proud Aboriginal woman from the Wiradjuri people of the three-river tribe. One of her biggest goals and inspirations in creating her artwork is to develop a better connection to her culture and to continue to work towards reconciliation, bringing people and communities together to learn about the amazing culture we have here in Australia.

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Acknowledgement of Country

We acknowledge the Traditional Custodians of the lands of New South Wales.

We pay respect to Ancestors and Elders, past and present, and to future generations of Aboriginal peoples.

We recognise the unique cultural and spiritual relationship, and celebrate the contributions of Aboriginal peoples to the state of New South Wales.

Young girl from the Barkindji nation preparing leaves for a smoking ceremony in Wilcannia, NSW. Image: Destination NSW

Opening statement

The Honourable David Harris MP, Minister for Aboriginal Affairs and Treaty

Aboriginal business owners in NSW have spoken over the past 18 months and their voices will be respected. The NSW Government will drive impact to support a flourishing Aboriginal business sector under NSW Closing the Gap Priority Reform 5 – Aboriginal economic prosperity, jobs and businesses.

Since signing the National Agreement, the NSW Government has committed to lead the nation in innovative and meaningful work to close the gap. This includes its ambitious program of work that will realise reform across the state. The NSW Roadmap for Aboriginal Business Growth was developed following 18 months of engagement with the Aboriginal business sector in NSW, with a focus on growing Aboriginal business in NSW to be a flourishing part of the state's economy.

As Minister for Aboriginal Affairs and Treaty, I take seriously the voices of those who gave their time during the past 18 months. The NSW Roadmap for Aboriginal Business Growth includes critical initiatives to focus NSW Government attention, work collaboratively with the NSW Aboriginal business sector, and influence other governments to

strive for meaningful outcomes that will directly benefit the NSW economy by backing Aboriginal businesses and the role they play.

I am deeply committed to working with Aboriginal businesses in NSW and elevating their voices to be at the centre of what we do in building Aboriginal economic prosperity. I acknowledge the efforts of the previous NSW Government and welcome the opportunity to realise positive impact for Aboriginal businesses under this roadmap. The roadmap will be guided by the establishment of an Aboriginal Business Taskforce, with a core function to advise me on the success and challenges of what we are doing and where greater emphasis needs to be focused.

I recognise that genuinely investing in strong Aboriginal businesses not only benefits all communities in NSW but creates lasting impact in Aboriginal communities through wealth creation and employment. The NSW Government is committed to investing the \$10 million over 4 years associated with the NSW Roadmap for Aboriginal Business Growth into strong partnership and collaboration with Aboriginal businesses in this state.

The Honourable David Harris MP

Minister for Aboriginal Affairs and Treaty Minister for Gaming and Racing Minister for Veterans Minister for Medical Research Minister for the Central Coast

Overview

Background Priority Reform 5

We know that economic advancement contributes to Closing the Gap outcomes, which is why NSW specifically developed a fifth Priority Reform to focus on Aboriginal employment, business growth and economic prosperity. The reform involves work across the NSW Government and Aboriginal business and community sectors, and presents an opportunity for overarching change that can make a genuine difference in the lives of Aboriginal people and communities.

This Priority Reform also directly addresses Socio-Economic Outcome 8, which focuses on 'strong economic participation and development of Aboriginal people and communities'. Stemming from our commitments under the NSW Closing the Gap Implementation Plan 2022-2024, we are undertaking a range of strategies and initiatives across the NSW Government, of which the NSW Roadmap for Aboriginal Business Growth (the Roadmap) is one component. The figure below outlines how the Roadmap fits into these broader efforts.



We know that several of these strategies intersect and overlap with one another.

For example, the Roadmap's pathways correlate with findings of NSW Treasury's *The NSW First Nations Business Sector* report. We will work closely to ensure that the work builds constructively on these findings.

Another key driver for improving Aboriginal employment is the Aboriginal Enterprise Strategy, which focuses on efforts to grow the Aboriginal business sector

The Roadmap represents a starting point for drawing these linkages together. The NSW Government will continue to work closely across agencies and with the Aboriginal business and community sectors to ensure work under Priority Reform 5

is complementary and aligned across agencies and sectors.

Aboriginal business roundtables

Growing Aboriginal businesses is at the heart of Priority Reform 5, as they are vehicles for self-determination, driving employment and improving broader social outcomes. To hear directly from Aboriginal business owners on the challenges they face to enter, grow and thrive in the NSW economy, the NSW Government convened 2 Aboriginal business roundtables, held in October 2021 and May 2022.

The NSW Government also hosted the Aboriginal Business Network Luncheon in December 2022, which coincided with the release of the draft Roadmap and its public consultation phase. These events involved stakeholders from the NSW and Australian governments and the Aboriginal business sector. Representatives from more than 30 Aboriginal businesses attended each event, from industries spanning the arts, tourism, retail and hospitality, mining, construction, IT and professional services.

An overview of discussions at the roundtables is available on the Aboriginal Affairs NSW website. Key themes from these conversations form the primary pathways of the Roadmap, which includes both immediate initiatives to drive progress on these fronts as well as pathways for reform in the longer term. The Roadmap represents the NSW Government's comprehensive response to feedback received from Aboriginal business owners at these roundtables.

The Roadmap

The Roadmap for Aboriginal Business Growth takes what Aboriginal businesses told us at the roundtables and transforms these ideas into concrete policy responses, supported by \$10 million in funding. The purpose of the Roadmap is to

complement existing work under Priority Reform 5 by providing targeted support for Aboriginal businesses. Our aim is to create a new generation of entrepreneurs growing their own business knowledge, networks, assets and wealth. This will, in turn, help remove barriers to employment and economic prosperity, and will lead to improvements in health, education and justice outcomes.

Several factors provide NSW with a unique opportunity to be a driver for Aboriginal business growth:



We are a hub for business

More than **39**% of Aboriginal business owners/managers in Australia are based in NSW¹



We have room for growth

Aboriginal people make up 3.4% of the NSW population, but make up less than 1% of business owners²



We can scale up

40% of Aboriginal businesses operate beyond sole tradership, compared to **59**% of non-Aboriginal businesses³

- 1 2016 Census, Australian Bureau of Statistics.
- 2 2016 Census, Australian Bureau of Statistics.
- 3 2016 Census, Australian Bureau of Statistics.

Our work under the Roadmap is grouped against 3 primary pathways based on feedback from the Aboriginal business roundtables: strengthening accountability, supporting businesses and recognising talent. We have also set up an 'enabling delivery' pathway, which will create the necessary mechanism to guide and drive the work under the other 3 pathways.

Through immediate initiatives, relevant linkages and the exploration of longer-term policies, these pathways will lead to Aboriginal business growth. Ultimately, we want to ensure that Aboriginal businesses foster more employment opportunities for Aboriginal people; can work more easily with government; can grow their networks with potential clients and customers; and can effectively expand, upskill and diversify their operations.

Our vision for change

Establish an Aboriginal Business Taskforce to oversee and monitor the work completed under the Roadmap and develop measures of success

Action	Output
Strengthening accountability	
Review existing levers across government that can be used for improving accountability and transparency	 A strategic plan linking levers and outlining how to utilise them them Oversight of implementation by Taskforce
Raise awareness of black cladding across government	 Awareness campaign for identifying and managing issues relating to black cladding Guidelines on procurement for NSW Government staff
Supporting businesses	
Conduct an independent review of what what's working well and what what's causing blockages in the Aboriginal business sector	 Recommendations for improving supports for Aboriginal businesses Oversight of implementation by Taskforce
Explore opportunities for collaboration on place-based approaches and initiatives with local government	 Review of potential placed-based projects
Growing potential	
Explore current motivators, enablers and blockers for young Aboriginal people working in, and owning and growing Aboriginal businesses	 A strategic approach to empowering and enabling Aboriginal employees and employers
Explore ways to celebrate Aboriginal entrepreneurship through scholarship, mentorship, peer-to-peer training and public recognition	 A communication plan that highlights opportunities to promote and support Aboriginal business owners

Enabling delivery

Establish an Aboriginal Business Research and Data Centre to develop an evidence base to support and guide decision-making Map existing supports provided to Aboriginal businesses to inform pathways and inform the decisions and approaches made by the Taskforce and Research and Data Centre

Short-term outcomes	Medium-term outcomes	Long-term outcomes
Aboriginal businesses will be able to direct their resources to running and growing their businesses rather than administrative burdens	A stronger, more equitable, transparent and accountable environment for Aboriginal businesses to navigate	Increased number of Aboriginal businesses Increased trust in and understanding of the procurement system in NSW
Aboriginal businesses can easily enter the market and be competitive	Aboriginal businesses are adequately supported to start up, create connections and compete for contracts effectively	Increased number of strong, viable and sustainable Aboriginal businesses
Aboriginal business owners and workers are supported to build their capacity	A strong, supported and capable Aboriginal business sector with empowered and skilled workers	More Aboriginal small and medium enterprises, and higher rates of employment for Aboriginal people

Delivering on the Roadmap

Aboriginal Affairs NSW will lead in delivering this Roadmap, with regular input from the Aboriginal business sector via ongoing roundtables, an Aboriginal Business Taskforce (the Taskforce) and input from an Aboriginal Business Research and Data Centre (see page 10).

Relevant stakeholders will be engaged throughout the design, implementation and review stages so all initiatives complement existing work underway across government and in the Aboriginal business and community sector.

All work will also be reported through and overseen by Closing the Gap partnership governance bodies – that is, the NSW Government in partnership with the NSW Coalition of Aboriginal Peak Organisations (NSW CAPO).

The Roadmap will be a living document that responds to feedback from the Aboriginal business sector and incorporates relevant activities from across government. While it outlines an initial pathway for progress in this area, we will take an iterative approach to driving Aboriginal business growth as we receive feedback about what works and what does not.

Enabling delivery pathway

Aboriginal Business Taskforce

We need to ensure that the voices of Aboriginal business owners and managers are advising on and engaging with the implementation of the Roadmap. We will convene an Aboriginal Business Taskforce to drive progress for Aboriginal business growth under the Roadmap and to respond to emerging issues raised at the ongoing roundtables. It will include Aboriginal peak groups and business leaders, as well as NSW Government representatives.

The Taskforce will provide insights, advice and feedback as work under the Roadmap progresses. It will also help prepare updates for the Aboriginal Business Roundtables.

An immediate focus for the Taskforce will be to understand and establish measures of success for individual Roadmap initiatives, building on the foundation provided by the Priority Reform 5 indicators developed by the Closing the Gap partnership.

Another role of the Taskforce will be to oversee the mapping of existing supports that are available to Aboriginal businesses. By understanding the current landscape, the Taskforce will be better placed to provide informed and timely advice to the NSW Government.

Establish an Aboriginal Business Taskforce

What we will do in partnership:

- Identify possible Taskforce members (including peak groups and business leaders) and scope its role and responsibilities
- Convene the Taskforce to support it in defining our measures of success under Priority Reform 5
- Map existing supports provided to Aboriginal businesses to inform pathways
- Drive Roadmap progress through the Taskforce, including by providing feedback and advising on opportunities related to the Roadmap

Aboriginal Business Research and Data Centre

We need to ensure that the Roadmap is informed by a strong evidence base and continually promotes best practice. During consultations we heard that efforts to improve and support the sector need to be guided by evidence of what works. A solid foundation in approach is necessary for the success of the Roadmap.

To do this, the NSW Government will convene an Aboriginal Research and Data Centre, the role and scope of which will be determined by experts and key stakeholders in the Aboriginal business sector.

The Research and Data Centre, once established, will explore options and opportunities for improving work being undertaken. It will develop an evidence base that will act as a key driver for the Roadmap and ensure best practice is followed over the next 4 years and beyond.

Establish an Aboriginal Business Research and Data Centre

What we will do in partnership:

- Scope the composition of the centre, and its role and responsibilities in supporting Aboriginal business, noting that it would be based in community rather than government
- Support it in in leading partnerships and providing other evidence-based supports for the Aboriginal business sector
- Develop an evidence base to support and guide decision-making

Aboriginal business roundtables

The Aboriginal business roundtables have been at the heart the Roadmap process and will continue to play a key role in fostering accountability around Aboriginal business growth and ensuring that we remain on track.

These events will be held regularly and will act as a forum for us to report progress against the Roadmap to Aboriginal businesses and receive feedback to guide future work.

Strengthening accountability pathway

We need to strengthen accountability and transparency to ensure that genuine Aboriginal businesses are empowered and 'black cladding' issues are addressed.

Strengthening accountability and revised policy settings will ensure that opportunities for growth, expansion and diversification are directed toward genuine Aboriginal businesses. Several barriers to empowering Aboriginal businesses were identified, including black cladding, entering the procurement space and being crowded out by larger businesses.

Black cladding is defined by Supply Nation as:

The practice of a non-Indigenous business entity or individual taking unfair advantage of an Indigenous business entity or individual for the purpose of gaining access to otherwise inaccessible Indigenous procurement policy.

These ongoing issues require solutions that are innovative, respond to Aboriginal community expectations and work with procurement professionals across government. A holistic, long-term approach has been developed that addresses barriers by targeting key points in the procurement process.

Review existing options for improving accountability and transparency

What we will do in partnership:

- Review existing levers across government that can be used for improving accountability and increasing transparency
- Develop a strategic plan linking these levers and outlining how to utilise them
- Oversee the implementation of the plan via the Taskforce

Raise awareness of and develop guidelines for black cladding across government

What we will do in partnership:

- Scope the key messages we need to convey across government, and develop a plan for communicating these
- Develop whole-of-government guidelines for reference across government when making procurement decisions
- Embed an understanding of black cladding issues and a commitment to address them across government

NSW Implementation Plan

The initiatives under this pathway will support the following key action area for Priority Reform 5 under the NSW Implementation Plan:

Key Action Area 2: Aboriginal businesses access consumers and supply chains more effectively.

In addition to these initiatives, work is already underway to strengthen accountability and transparency through existing programs under the NSW Implementation Plan:

 Procurement NSW, working with the NSW Procurement Board, will review and appropriately amend the Aboriginal Procurement Policy to provide further procurement guidance to devolved NSW Government agencies and business partners.

Measuring our success

Our progress under the Roadmap will be measured through pathway-specific indicators developed by the NSW Closing the Gap partnership and the Aboriginal Business Taskforce, building on the overall Priority Reform 5 indicators. The pathway-specific indicators will be designed to complement the overall Priority Reform 5 indicators. We know that successful delivery under each of the Roadmap pathways will feed into positive outcomes under the Priority Reform 5 indicators.

As part of the initial phase for each pathway, we will work with the Taskforce to develop tailored performance indicators to ensure that we remain on track and achieve tangible long-term outcomes.

Potential indicators that we will consider under Pathway 1 include:

- Increased support to respond to black cladding issues is available across government.
- There is greater awareness of black cladding concerns and a better understanding of how to address these across all government agencies, including at the procurement-officer level.
- Good business practice guidelines are readily available for procurement officers and are used for all procurement decisions involving Aboriginal businesses.

Driving long-term change

Through reviewing existing options, education and awareness efforts, and providing guidelines, we hope to drive a cultural shift across the NSW Government that strengthens accountability and transparency in engaging with Aboriginal businesses and reduces the losses these businesses face as a result of black cladding. These early initiatives will be a platform for further work to ensure that genuine Aboriginal businesses are empowered.

Based on feedback and evaluation of our initial efforts to define Aboriginal businesses and strengthen accountability and transparency, we will consider how we can expand on this work and develop new initiatives. This may include:

- funding improved verification and auditing processes for confirming Aboriginal businesses, via non-government groups such as Supply Nation
- strengthening accountability processes, including creating formal pathways to report black cladding
- working to ensure that Aboriginal businesses have fair and equitable access to larger procurement contracts
- increasing transparency by providing specific feedback to unsuccessful tenderers.

Supporting businesses pathway

We need to support
Aboriginal businesses
to partner with
government and
empower them to
overcome significant
existing barriers
to engagement.

We listened to the concerns and opportunities raised by Aboriginal business owners in relation to overcoming barriers to engage with government. As many Aboriginal businesses are new and less established, government tends to avoid 'taking a risk' on them. This is compounded by a lack of knowledge within government agencies on opportunities to effectively partner with these businesses.

Procurement processes remain complicated, and accountability in major government contracts between the principal contractor and subcontractors is an ongoing issue.

The NSW Government recognises it is vital to listen to Aboriginal business owners and explore opportunities to build their networks and facilitate partnership opportunities, and has developed initiatives to tackle ongoing issues raised by Aboriginal businesses relating to supports.

Conduct an independent review of what supports are working

What the review will do:

- Look at existing and potential supports provided to Aboriginal businesses as well as blockages that are preventing the creation and expansion of Aboriginal businesses
- Provide recommendations for improving supports for Aboriginal businesses. We will review and appropriately implement the recommendations via the Taskforce

Explore opportunities for place-based Aboriginal procurement across the state

What we will do in partnership:

- Scope place-based opportunities for procurement through partnerships between Aboriginal businesses, community-controlled organisations and all levels of government
- Explore place-based approaches for Aboriginal business development and growth

NSW Implementation Plan

The initiatives under this pathway will support the following key action areas for Priority Reform 5 under the NSW Implementation Plan:

- Key Action Area 1: Aboriginal business owners and staff, and Aboriginal people looking to start a business, make high-quality business decisions
- Key Action Area 2: Aboriginal businesses access consumers and supply chains more effectively.

In addition to these initiatives, work is already underway to support businesses to partner with government through existing programs under the NSW Implementation Plan:

- Aboriginal Affairs NSW will host ongoing Aboriginal business roundtables every 6 months to ensure our work continues to be receptive to the needs of the Aboriginal business sector.
- Investment NSW will establish a **one-stop shop** for business support to enable Aboriginal people to make informed business decisions.
- Destination NSW will implement the Aboriginal Tourism Business
 Activation Program to provide emerging tourism businesses with
 access to services for further development.
- Procurement NSW, working with the NSW Procurement Board, will review and appropriately amend the Aboriginal Procurement Policy to provide further procurement guidance to devolved NSW Government agencies and business partners.
- Treasury will scope a review of business and employment training programs to ensure that these programs lead directly to employment outcomes.
- Treasury will review access to public liability insurance to address issues with this insurance being inaccessible to Aboriginal businesses.
- Treasury will **review access to capital** to address this significant barrier to the economic development of Aboriginal businesses.
- Regional NSW will continue to assist the capability of Aboriginal businesses in regional locations through the Regional Development Aboriginal Partnership Program.

Measuring our success

Our progress under the Roadmap will be measured through pathwayspecific indicators developed by the NSW Closing the Gap partnership and the Aboriginal Business Taskforce, building on the overall Priority Reform 5 indicators.

Potential indicators that we will consider under Pathway 2 include:

- Tailored indicators for all pathways that are developed and finalised by the Taskforce.
- There is a strong uptake of the business support networks by businesses in the focus cohort, positive feedback on supports offered, and more procurement opportunities (in the diversity of contracts and in overall expenditure) going to Aboriginal businesses.
- Local projects are effectively delivered by Aboriginal businesses.

Driving long-term change

We will use the results of the review as a platform for delivering future work. The findings and recommendations included in the report will provide evidence to form the basis of further work that will empower businesses to overcome barriers.

Based on feedback and evaluation of the business support network pilot and place-based procurement approaches, we will consider expanding these initiatives and investing in new ones.

Further long-term initiatives we will explore include:

- developing ongoing Aboriginal business networks, including facilitating opportunities to partner with the private sector, and domestic and international investors
- considering options to build accountability for large contractors to honour contracts with Aboriginal businesses
- educating NSW Government staff and promoting cultural awareness
- shaping existing business programs to better support Aboriginal businesses
- · enhancing procurement by:
 - maximising opportunities for a diverse range of businesses under the Aboriginal Procurement Policy
 - exploring opportunities to break down projects so that smaller contracts are available to bidders.

Growing potential pathway

We know that
Aboriginal business
owners and workers
are ambitious to
improve and we need
to support and promote
their ambitions.

Feedback from Aboriginal business owners and managers highlighted the difficulties some Aboriginal businesses face in achieving broader recognition, accessing capital and developing their businesses. Research suggests that Aboriginal businesses are more than 100 times more likely to hire Aboriginal people compared to non-Aboriginal businesses.⁴

The NSW Government will support employees and employers by building their visibility and profile so they can accelerate their development and unlock opportunities to succeed.

Support opportunities for celebrating and supporting Aboriginal entrepreneurship

What we will do in partnership:

- Explore ways to celebrate Aboriginal entrepreneurship through scholarships, mentorships, peer-to-peer training and public recognition
- Scope potential processes to deliver meaningful support to Aboriginal business owners and workers

Explore opportunities and challenges for potential Aboriginal employers and employees

What we will do in partnership:

- Explore current motivators, enablers and blockers for young Aboriginal people working in, and owning and growing Aboriginal businesses
- Develop and drive policy that supports access and removes barriers to starting and growing businesses

⁴ Hunter, B, Indigenous Employment and Business: Whose Business is it to Employ Indigenous Workers? Working paper no. 95/2014, Centre for Aboriginal Economic Policy Research, Australian National University 2014

NSW Implementation Plan

The initiatives under this pathway will support the following key action areas for Priority Reform 5 under the NSW Implementation Plan:

 Key Action Area 2: Aboriginal businesses access consumers and supply chains more effectively.

In addition to these initiatives, work is already underway to recognise and develop Aboriginal talent through existing programs under the NSW Implementation Plan:

 Aboriginal Affairs NSW will host ongoing Aboriginal business roundtables every 6 months to ensure our work continues to be receptive to the needs of the Aboriginal business sector.

Measuring our success

Our progress under the Roadmap will be measured through pathwayspecific indicators developed by the NSW Closing the Gap partnership and the Aboriginal Business Taskforce, building on the overall Priority Reform 5 indicators.

Potential indicators that we will consider under Pathway 3 include:

- The number of sole traders who became small and medium enterprises (SMEs) is increasing.
- The proportion of Aboriginal SMEs operating in NSW compared to the state average is increasing.
- There is engagement with and positive feedback from those who participated in the process to celebrate entrepreneurship.

Driving long-term change

Identifying opportunities to celebrate and support Aboriginal businesses will be just a starting point in the NSW Government's efforts to grow Aboriginal businesses. We will continue to work with Aboriginal business bodies and our partners to expand these programs as well as explore additional supports in the longer term. This may include:

- incentivising the employment of Aboriginal young people in expanding Aboriginal businesses through apprentice and trainee programs
- identifying and working with existing locally based support networks to empower them further
- exploring opportunities for Aboriginal businesses to capitalise on interstate and international trade.

How we will deliver

Coordinating our delivery

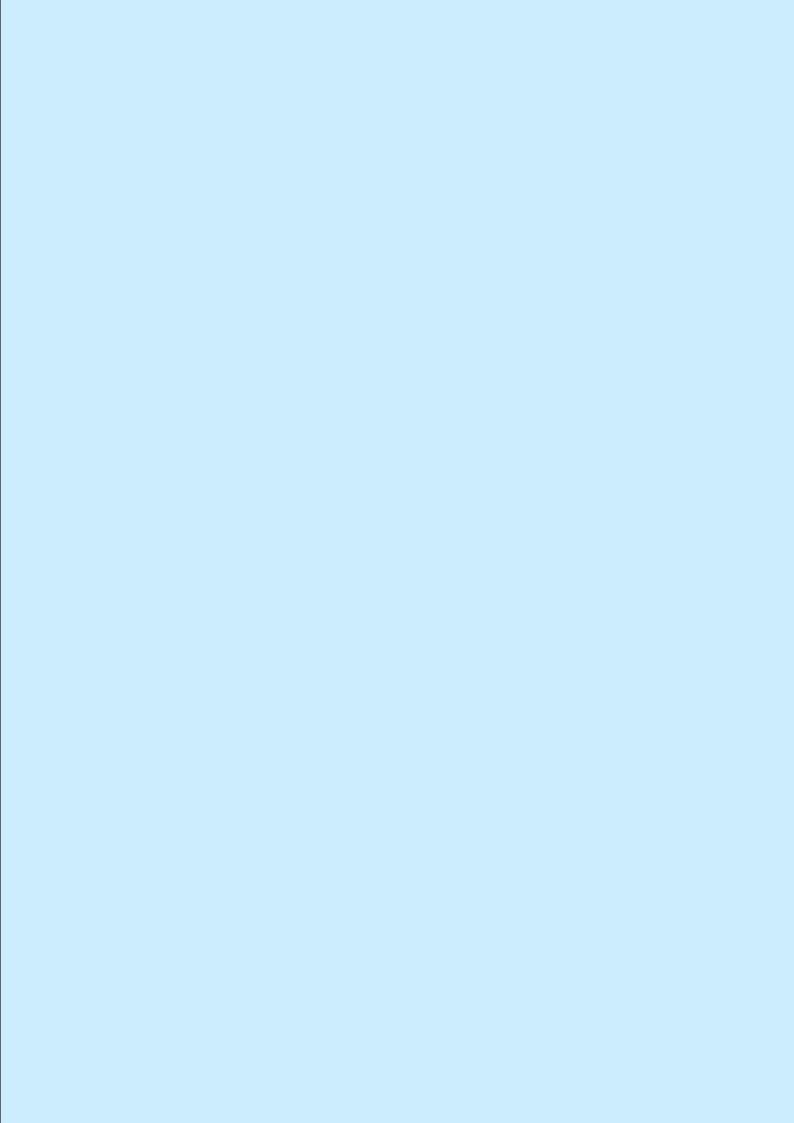
Enhancing Aboriginal business growth is an all-encompassing objective that requires whole-of-government collaboration in partnership with Aboriginal communities and businesses. The Roadmap seeks to complement existing work across the NSW Government and Aboriginal business and community sectors, providing support to current programs and filling the gaps that have been identified by Aboriginal business owners. For the Roadmap initiatives to be successful, effective alignment of the NSW Government's work in this area is necessary.

Utilising the Aboriginal Business Taskforce, we will look to bring together various avenues of support for Aboriginal businesses across the NSW Government to ensure that these are as visible and effective as possible. Linkages will be further developed in the implementation phase of our initiatives, and we will continue to learn from ongoing conversations about how we can draw them together to enhance our work.

We will also seek to align our work with the Commonwealth's *National Roadmap for Indigenous Skills, Jobs and Wealth Creation.* Coordination with non-government organisations will also be critical, and we are particularly focused on ensuring that we empower Aboriginal community-controlled organisations through our work.

Evaluating our success

Evaluation is critical to inform our future direction. We will measure our performance in delivering against the Roadmap in line with the indicators of success noted against each pathway. We anticipate this will include identifying how our effort has made an impact in developing the Aboriginal business sector in NSW and addressing the concerns and opportunities identified by Aboriginal business owners. This will shape our approach throughout the life of the Roadmap, as well as future directions.



NSW Closing the Gap

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