

Transport for NSW

Aboriginal Participation Strategy

2019-2020



Dalmarri 2019 Trevor Eastwood, Jason Douglas



The Artists

The painting shown for the Aboriginal Participation Strategy was created by Aboriginal Artists Trevor Eastwood and Jason Douglas from Aboriginal Art Business Dalmarri along with Transport for NSW staff in the North Sydney, Rozelle and Burwood offices.

The painting shows an Aboriginal Business in the centre that is supporting smaller circles made up of Aboriginal families and larger circles made up of business and government agencies to create a new shared landscape where everyone can benefit from doing business. Jason and Trevor first met as firefighters protecting communities in western Sydney.

The word "Dalmarri" means meeting place in Dharug country and symbolises the Aboriginal culture that Jason and Trevor want to pass on by engaging and connecting with the broader community.



On behalf of Transport for NSW, I am proud to present our *Aboriginal Participation Strategy 2019-2020.*

This procurement strategy is a key deliverable of our Reconciliation Action Plan 2019-2021, launched in August this year, which acknowledges and pays respect to the role of Aboriginal¹ peoples as custodians of the lands where we work. It also demonstrates our commitment to working towards reconciliation both within Transport and in communities across NSW.

Initiatives in the plan focus on opportunities for direct employment, business engagement and meaningful community engagement with Aboriginal peoples. This includes an important action to increase supplier diversity to improve social outcomes, grow NSW's first economy and promote economic prosperity of Aboriginal people and communities in NSW.

The *Transport for NSW's Aboriginal Participation Strategy 2019-2020* is aligned to the NSW Government Aboriginal Procurement Policy and Aboriginal Participation in Construction Policy and has been developed to do just that.

Changes to NSW Government procurement policies are providing exciting opportunities for Transport for NSW to engage with Aboriginal businesses. We will be using these opportunities to develop new relationships and play our part in the growth of the Aboriginal business sector.

Our vision for Reconciliation is one where respect, collaboration and partnerships foster greater inclusion and recognition for Aboriginal people across all segments of NSW's vibrant community. It is our intention to work closely with the Aboriginal communities in locations in which we operate to ensure our commitments and actions lead to meaningful, tangible and sustainable outcomes.

With the launch of our Aboriginal Participation Strategy 2019-2020, we are now looking to all parts of our organisation including staff, customers and also our supply chain to join us and demonstrate their commitment to social procurement and Closing the Gap.

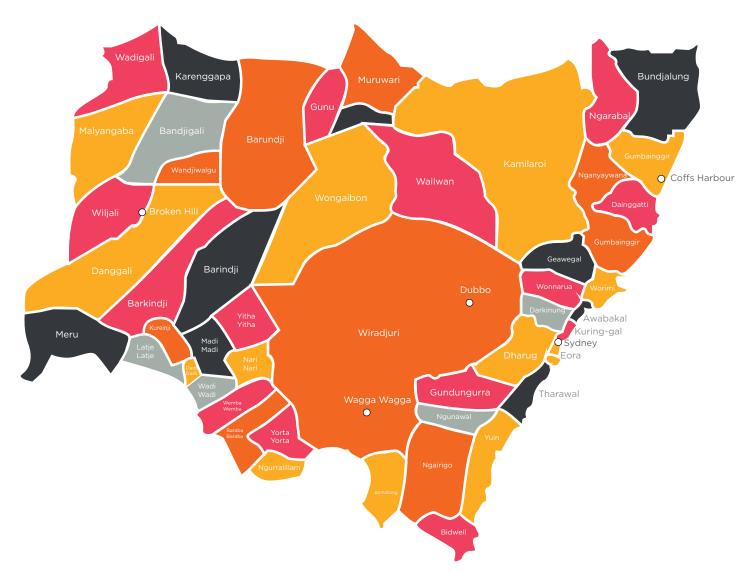
Rodd Staples
Secretary, Transport for NSW

¹ The use of Aboriginal includes Torres Strait Islander people

Aboriginal Language Groups of NSW

This map is just one representation of many other map sources that are available for Aboriginal Australia. Using published resources available between 1988–1994, this map attempts to represent all the language, social or nation groups of the Indigenous people of Australia.

It indicates only the general location of larger groupings of people which may include smaller groups such as clans, dialects or individual languages in a group. Boundaries are not intended to be exact.





Introduction

The Aboriginal Procurement Policy (APP) will aim for Aboriginal-owned businesses to be awarded at least three per cent of the total number of domestic contracts for goods and services issued by **NSW Government** agencies by 2021.

NSW Government 2018

Transport for NSW recognises the social and economic challenges faced by Aboriginal people and is committed to overcoming the gap between Aboriginal and non-Aboriginal Australians. The purpose of this Transport for NSW Aboriginal Participation Strategy is to play our part in the achievement of 3% of goods and services contracts and 3000 FTE opportunities for Aboriginal people that has been set as a requirement across all NSW Government agencies. Transport for NSW will actively implement the NSW Government's Aboriginal Procurement Policy (APP) to further diversify our supply chain.

Key objectives

- Support sustainable growth of Aboriginal owned businesses, by driving demand throughout the Transport for NSW supply chain
- Support employment opportunities within Aboriginal owned businesses
- Support employment opportunities for Aboriginal people within Aboriginal and non-Aboriginal owned businesses

Definitions

Transport for NSW

Consists of:

- Greater Sydney Division including SydneyTrains, Sydney Metro and State Transit Authority
- Regional and Outer Metropolitan including TrainLink
- Customer Strategy and Technology
- Corporate Services
- People and Culture
- Safety, Environment and Regulation

Aboriginal person means a person who:

- i. is a member of the Aboriginal race of Australia, and
- ii. identifies as an Aboriginal person, and
- iii. is accepted by the Aboriginal community as an Aboriginal person.

Tier 1

Contractor is a business who supplies products or services directly to Transport for NSW and has more than 500 staff

Tier 2

Contractor is a business who supplies products or services directly to Transport for NSW or a Tier 1 contractor and has more than 50 but less than 500 staff

Tier 3

Contractor is a business who supplies products or services directly to Transport for NSW, a Tier 1 or a Tier 2 business and has less than 50 staff

Aboriginal owned business

A business that is owned by an Aboriginal person or persons who individually or collaboratively own 50% or more of the business. The certification of Aboriginal businesses is formally recognised by Supply Nation or the Indigenous Chamber of Commerce.

A brief history of minority business development

Today the National Minority Supplier Development Council (NMSDC) assists more than 12,000 minority business enterprises on their books find work with their 1450 corporate members generating \$400 billion of economic output.

NMSDC 2019



Government-sponsored minority business development began in 1967 in the United States when President Lyndon Johnson made an executive order to establish "the Office of Federal Contract Compliance" which required public sector agencies to make "good faith" efforts to improve employment opportunities for minorities and women. The policy justification for minority business development programs centred around a growing recognition that the benefits from the economy were not evenly distributed and that culturally stereotyped, disadvantaged communities were under-represented in government purchasing.

Later in 1969, President Nixon expanded on the order to create a minority business development agency as part of the US Department of Commerce (Vasquez and Frankel 2017), which in turn led to the creation of the National Minority Supplier Development Council (NMSDC) in 1972.

The role of the NMSDC was to qualify minority owned businesses from Native American, Asian, African American and Hispanic communities so that the government and other firms could reliably procure them (NMSDC 2019).



Australian Indigenous business

In 1990, The Australian Government created the Aboriginal and Torres Strait Islander Commercial Development Corporation (CDC), later renamed Indigenous Business Australia (IBA) in 2001, with a charter to stimulate the economic advancement of Indigenous Australians through the provision of business loans, commercial mentorship and support to Indigenous businesses (IBA 2019).

In 2001, the Australian Government disbanded the Council for Aboriginal Reconciliation (CAR) and formed Reconciliation Australia as the national expert body on Reconciliation with "social and economic equality for Aboriginal and Torres Strait Islander Australians" as one of the objects of its constitution. Today, Reconciliation Australia helps to drive demand for Indigenous business procurement and employment through it's Reconciliation Action Plan templates that have been adopted by more than 800 leading businesses and government agencies (Reconciliation Australia 2019).

In 2009, after being approached by a number of Indigenous leaders, the Australian government funded a pilot for an Australian Indigenous Minority Supply Council (AIMSC) that was based on the NMSDC model, but focused solely on Indigenous business. AIMSC later rebranded to become Supply Nation, which is Australia's national certification.

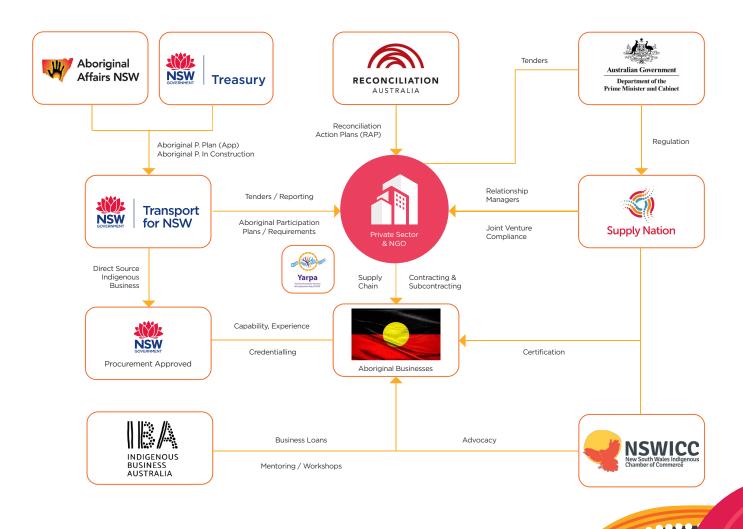
In 2015, the Federal Government established the Indigenous Procurement Policy (IPP) to drive Aboriginal business growth in Australia that included minimum set asides and a fixed percentage of Government contracts to Aboriginal firms,

participation requirements and a stated objective for the total amount of Indigenous contracts to be let. Since it's inception, the IPP has resulted in 1,473 Aboriginal businesses delivering 11,933 contracts worth over \$1.83 billion (PMC 2019).

In 2018, NSW Government introduced an Aboriginal Procurement Policy (APP) with the aim of creating 3000 new Aboriginal jobs and 3% of all public sector domestic goods and services contracts to be awarded to Aboriginal contractors (NSW Treasury 2019). At the time of writing, all other Australian States and Territories have completed or are working towards Aboriginal procurement and supplier inclusion policies.



The Aboriginal business ecosystem



NSW Aboriginal business

There are approximately 5000 Aboriginal and Torres Strait Islander business owner managers in NSW.

ABS 2016. PWC 2018.

Key stakeholders

In 2006, the NSW Indigenous Chamber of Commerce (NSWICC) was established as a state-based peak body and voice for Aboriginal businesses in NSW. NSWICC certify NSW Aboriginal businesses, provide an advocacy service to the sector and also offer a consultancy service to business and government assisting them with events, engagement, Reconciliation Action Plans and Aboriginal procurement. In 2018, they launched an additional business hub in Cope St, Redfern to provide desk rental, mentoring and concierge services for their Aboriginal business members. NSWICC also provide a search portal for their registered members to discover Indigenous businesses.

In 2009, Supply Nation held their first Indigenous Business Tradeshow and Conference event "Connect" with just 13 Aboriginal businesses. Connect has grown year on year since then, and in 2019, had 180 Aboriginal businesses exhibiting and over 3000 people attending the event and their popular gala awards dinner. The Supply Nation database of Aboriginal businesses, Indigenous Business Direct, is the most widely used Aboriginal business certification resource in Australia. Supply Nation also has a network of Relationship Managers that help their corporate members link up with Aboriginal service providers. More recently, Supply Nation has also been delegated increased regulatory powers by the Department of Prime Minister and Cabinet who have made them the sole arbiter and approval body for Indigenous joint venture agreements (Supply Nation 2019).

In 2018, the Department Prime Minister and Cabinet funded the NSW Aboriginal Land Council (NSWALC) to deliver the first Aboriginal business and employment hub, known as "Yarpa Hub". Yarpa aims to develop and improve Aboriginal business connectivity with industry, including fostering training and capacity building opportunities for NSW Aboriginal businesses. In the longer term, Yarpa Hub is also planning to provide Indigenous employment services to Aboriginal community members.



5000 Aboriginal & Torres Strait Islander business owner/ managers in NSW



1850 Incorporated Aboriginal Businesses in NSW



30% of NSW Aboriginal businesses work in the construction industry

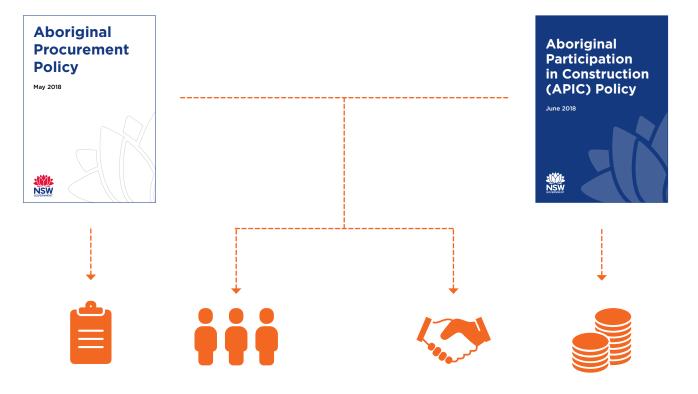
NSW Aboriginal business sector

By the numbers

The majority of NSW Aboriginal business owner managers are unincorporated sole traders with a median age of 43 years.

Fortunately, the rate of incorporation growing quickly at more than 10% per year (ABS 2016) leading to approximately 1850 incorporated Aboriginal businesses in NSW at the present time. It is estimated that 28-30% of these NSW Aboriginal businesses work in construction, which is the dominant industry for Aboriginal business both in NSW and Australia wide (ABS 2016).

Aboriginal Participation Policies - NSW



Aims for 3% of goods and services contracts to be awarded to Aboriginal businesses by 2021.

Requirement to consider Aboriginal participation in goods and services contracts over \$10m.

- Aims to support 3,000
 FTE employment
 opportunities for
 Aboriginal people by 2021
- New purchasing permissions for agencies

1.5% eligible project spend to Aboriginal participation, for projects over \$1m.



NSW Aboriginal Procurement Policy

The NSW Aboriginal Procurement Policy (APP) draws from NSW Government's OCHRE framework that is managed by Aboriginal Affairs NSW. OCHRE stands for Opportunity, Choice, Healing, Responsibility and Empowerment and sets a clear intention to improve economic opportunities for Aboriginal people in NSW (NSW Aboriginal Affairs 2013). OCHRE also seeks to increase the accountability of government spending where it relates to services provided for Aboriginal people and communities.

Aboriginal Procurement Policy (APP)

The aim of the Aboriginal Procurement Policy is to support the growth of Aboriginal businesses and increase employment opportunities for Aboriginal people within Aboriginal and non-Indigenous businesses. The APP applies to the purchase of goods and services by any NSW Government agency, excluding construction and aims for a minimum of 3% of all such contracts be let to Aboriginal organisations by the end of 2021. APP requires agencies to publish an Aboriginal Participation Strategy annually that sets out the Indigenous workforce and procurement requirements for the organisation.

An Aboriginal Participation Strategy should clearly describe how the organisation is going to engage with Aboriginal business and 'how its supply chain contractors are also adopting the Aboriginal APP requirements.'

Transport for NSW 2019

The Aboriginal Procurement Policy permits prequalified Aboriginal businesses be given first consideration before proceeding to market for procurements valued up to \$250K. If the procurement is not covered under an existing prequalification scheme, agencies may directly negotiate with suitably qualified Aboriginal owned businesses that can demonstrate value for money and delivery of quality goods and services valued up to \$250,000. Similar to APIC policy, under APP, contractors working on contracts greater than \$10 million must develop their own Aboriginal Participation Plans and report on Aboriginal participation throughout the duration of the contract.





Challenges

Aboriginal business

Close to 60% of Aboriginal businesses are small business run sole traders (PWC 2018). The remaining 40% of larger Aboriginal businesses are growing through Tiers 3 and 2. Some of these more established businesses can still experience issues meeting the prequalification requirements of tenders (Consultation with Industry 2019). Prequalification schemes have a natural inclination towards larger, more experienced organisations whom have had the time to establish a clear track record, hold all the necessary certifications and represent a lower risk. NSW Treasury are attempting to mitigate this issue by contacting Aboriginal businesses and helping them to better understand prequalification requirements (NSW Treasury 2019).

Some Aboriginal businesses have attempted to navigate around these barriers by forming joint ventures with established players to gain access to larger parcels of work in the upper industry tiers or directly with Transport for NSW.

Despite the growing interest in these joint venture opportunities, the skills and experience needed to successfully manage a joint venture relationship are not automatic or easy to acquire and include contracts, legal, finance, ownership, participation, culture change and partnerships experience.

Moreover, there is increased scrutiny about the levels of Aboriginal participation, and or, Indigenous community benefit, that result from such joint ventures that now need to be officially certified by the regulatory team at Supply Nation.

We have feedback from Aboriginal businesses, that while they applaud sincere efforts of government and industry to grow Indigenous participation, the experience on the ground can be markedly different.

Consultation with Industry 2019





Challenges

Transport for NSW

Transport for NSW is a highly diversified cluster of agencies spread across a number of locations that are delivering services in a highly time sensitive operating environment, much of it in the full focus of the public. As one could expect, certain parts of Transport for NSW are likely to find it easier to meet Aboriginal participation requirements than others, who may be only notionally aware of its existence. Without specific training, some Transport for NSW staff may be unlikely to fully understand how to implement the APP policy instrument into their work on a regular basis.

Specific training in Aboriginal participation and procurement would signal to staff about the relative importance of the strategy and the cluster-wide sense of urgency to see it applied successfully. Transport for NSW will also consider what additional actions and customer touch points are necessary to establish with staff to keep the Aboriginal participation agenda front of mind.

Success in Aboriginal participation causes a cultural shift from it being seen by staff as complex, to something that is simple, understandable, do-able and achievable. Aboriginal participation should be a common-place part of everyday business and not the exception.

Aboriginal cultural awareness programs may help employees empathise with history and understand the aspirational goals of improving Aboriginal participation, but unless the practitioners delivering such training are specifically covering APIC and APP as part of the material, the impact on Aboriginal procurement awareness may be less than desired.







Challenges

Contractors and suppliers

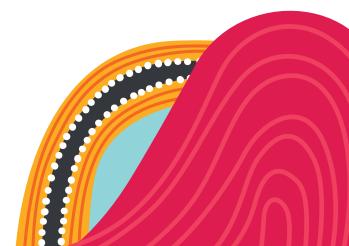
Being larger organisations, most Tier 1's have Reconciliation Action Plans (RAPs), regular cultural awareness training, Indigenous workforce participation and perhaps even Aboriginal participation policies and programs.

Tier 1's can tender and win government contracts based on their tender submission and track record of delivering results. However, when projects move to implementation, Tier 1's often choose Tier 2 and Tier 3 organisations that complement their capabilities to assist with the delivery of the tender.

In contrast, Tier 2 & Tier 3 contractors and suppliers may have significant plant and equipment commitments and high variable costs that relate to labour force and input purchases. These "growing pains" mean that many Tier 2 & Tier 3 contractors and suppliers have an administrative capacity that is spread very thinly and focused on just in time delivery and meeting their payroll and finance commitments. Futhermore, most Tier 2 & Tier 3 contractors and suppliers have established a number of direct relationships with a suite of reliable subcontractors whom over time have become part of the overall "fabric and family" of their businesses.

In some instances, Aboriginal participation requirements can bring challenges to these Tier 2 and Tier 3 organisations because they do not have the Aboriginal cultural familiarity, networks or expertise to identify Aboriginal businesses and achieve a "fix" to meet their APIC and APP requirements.

Transport for NSW can play a role in assisting with the transition to more diverse supply chains and in return, expects our contractors to show a genuine reciprocity of commitment to impact on Aboriginal procurement outcomes.





Opportunities

Aboriginal business

From our research, on the one hand we are hearing that Aboriginal businesses are experiencing challenges finding out about business opportunities. Whilst on the other hand, we are hearing from our Transport for NSW procurement and sourcing managers and contractors that they are often at pains to locate Aboriginal businesses and employees (Transport for NSW 2019). Both Supply Nation and NSW Indigenous Chamber of Commerce provide online Aboriginal business directories but more work is needed to complete the "match-making transaction" in Transport for NSW funded projects.

Given that many Aboriginal businesses are geographically dispersed small businesses, achieving better engagement represents a strong opportunity to grow Aboriginal participation impacts for Transport for NSW.

For example, Transport for NSW could involve key staff in Aboriginal business events held by Supply Nation and the NSW Indigenous Chamber of Commerce. Transport for NSW will also use both agencies to regularly communicate its pipeline of works to Aboriginal businesses.

Aboriginal business
engagement could
be assisted by a
Memorandum of
Understanding between
the leadership of Transport
for NSW, Supply Nation
and the NSW Indigenous
Chamber of Commerce.

Consultation with Industry 2019





Opportunities

Transport for NSW

Transport for NSW is committed to achieving success with this Aboriginal Participation Strategy and has decided that all levels of management will be accountable for increasing Aboriginal business participation. Aboriginal business participation will be incorporated in the business planning cycle with specific metrics included in annual performance goals for each agency across the cluster. Aboriginal Business Participation will feature in the organisation's business strategy, corporate plan, financial plan and strategic directions.

In addition to a clear commitment from the Transport for NSW Executive, the cluster could benefit by developing an Aboriginal Participation Communication Strategy that shows staff how they can contribute to reconciliation and diversity outcomes with Aboriginal procurement. Such a strategy could also touch on the diversity of the broader community who are Transport customers and identify the correlation between firms who have good diversity programs and community beliefs that such organisations care about diversity (Porter 2019).

Overwhelming research indicates that the identification of new Aboriginal businesses is most likely to happen when the representatives of the organisation are involved in outreach and external activities in the community like Aboriginal trade fairs, business events, meet and greets, workshops and industry development activities (Hokey Min 2009) (Porter 2019) (Shah and Ram 2006). This presents a case for Transport for NSW's sourcing and contract managers to be active outside the cluster and engaging with Aboriginal businesses on a regular basis.







Opportunities

Suppliers and contractors

Our industry research revealed that large-scale Tier 1 tender packages can be a barrier to entry for Aboriginal firms. Procurement leaders and Aboriginal businesses suggested that these contracts could include clauses to incentivise the breaking up of work into smaller chunks to involve a greater number of Aboriginal businesses (Consultation with Industry 2019).

For those Aboriginal businesses who are unsuccessful in their tender bid, we have feedback that they would like more information from the Tier 1 about why they missed out.

Information, that is essential to assist them better understand their tender submission areas for improvement. Non Indigenous Tier 1 contractors could take a leadership role in helping Aboriginal businesses understand where they could improve by giving direct feedback that is consistent with the tender conditions.

On the supply side, Tier 1's could show leadership by offering Aboriginal Participation Strategy development programs to their Tier 2 and Tier 3 subcontractors who may be more responsive to Aboriginal initiatives run by their Tier 1 client. Suppliers and contractors could seek out appropriate Aboriginal participation training opportunities that help them to better understand the Aboriginal business ecosystem, relevant procurement policies and establish new Aboriginal networks for their businesses.

Many suppliers and contractors have Reconciliation Action Plans (RAPS) that detail a range of initiatives to assist them to become more inclusive and 'Aboriginalise' their thinking. Actions, that could assist the process of Aboriginal engagement required to develop appropriate Aboriginal Participation Plans at tender submission.





Key performance indicators

	Description	Measures
3% of goods and services contracts	3% of goods and services contracts to Aboriginal businesses in line with NSW Government's Aboriginal Procurement Policy (APP)	% of contracts awarded
3,000 FTE employment opportunities	A Transport cluster commitment to deliver our share in contributing to the NSW Government's objective of creating 3000 FTE equivalent opportunites	FTE employment opportunities



Actions

	Description	Measures	Responsibilities
Develop a performance dashboard to monitor progress against Aboriginal procurement targets	No. of Contracts let to Aboriginal business <250K <250K no. of contracts let to Aboriginal business <1m no. of contracts let to Aboriginal business >1m	March 2020	Deputy Secretary Corporate Services
Draft and include special Aboriginal procurement conditions in goods and services contracts	Condition completed Condition promoted Condition used	June 2020	Deputy Secretary Corporate Services
Procurement and contract staff to attend Aboriginal business events eg Supply Nation "Connect" conference	Staff member per event ie 5 staff go to 1 event = 5x1= 5 Aboriginal business attendance instances	June 2020	Deputy Secretary Corporate Services
Update Transport for NSW procurement documents to incorporate Aboriginal procurement requirements	Define documents requiring revision Update documents Communicate the changes	June 2020	Deputy Secretary Corporate Services
Compliance check standing goods and services contracts for Aboriginal procurement	No of contracts checked	June 2020	Deputy Secretary Corporate Services
Include Aboriginal procurement targets in Deputy Secretary performance agreements	Targets included	Dec 2020	Office of the Secretary
Develop and launch an Aboriginal procurement e-learning package for staff and contractors	Package developed Package rolled out Measure number of people who have participated	June 2020	People and Culture
Mandate Aboriginal procurement training for all procurement and other relevant staff eg contract managers	Training sessions completed and no of participants	Dec 2020	Deputy Secretary Corporate Services
Develop a communciation strategy for Aboriginal Procurement	Communication strategy developed	March 2020	Deputy Secretary Customer Strategy and Technology
Hold one Aboriginal business engagement event that includes relevant staff and Aboriginal businesses	Event held	Sept 2020	Deputy Secretary Corporate Services supported by Customer Strategy and Technology

Actions

	Description	Measures	Responsibilities
Send a representative from the Procurement Leaders Forum to a key Indigenous business forum	Attendance summary	Dec 2020	Deputy Secretary Corporate Services
Create a Transport for NSW Internet resource page for Aboriginal business	Page created Page deployed Measure engagement	Dec 2020	Customer Strategy Technology
Transport for NSW to sign a Memorandum of Understanding with the NSW Indigenous Chamber of Commerce and Supply Nation about increasing Aboriginal Business engagement	MOU signed off	Dec 2020	Deputy Secretary Corporate Services
Communicate future works and procurement opportunities through the NSW Indigenous Chamber of Commerce and Supply Nation where appropriate	Communications completed	June 2020	Customer Strategy Technology
Encourage Aboriginal businesses to register online at the NSW Small Business Commisioner's website to be paid faster via the faster payments policy	Growth in Aboriginal business faster payments registrations	Dec 2020	Customer Strategy Technology
Implement faster payments for Aboriginal businesses following lodgement of a valid invoice as per the Small Business Commisioner's Faster Payment Terms policy	Number of Aboriginal businesses paid within the faster payments timeframes: 20 day payments up until 31st Dec 2019 5 day payments after 31st Dec 2019	June 2020	Deputy Secretary Corporate Services
Publish quarterly reports about Aboriginal business participation to the Transport for NSW cluster	Reports published	March 2020	Deputy Secretary Corporate Services
Assist Aboriginal businesses to become more aware of prequalification requirements	Number of Aboriginal businesses participating in related training and events	June 2020	Deputy Secretary Corporate Services

Aboriginal participation checklist

for Transport for NSW staff or contractors



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We would like to thank the following organisatons for their participation, input and guidance of this Transport for NSW Aboriginal Participation Strategy 2019-2020

NSW Indigenous Chamber of Commerce Supply Nation NSW Procurement (Treasury) Representatives from Aboriginal businesses and suppliers

