Research and Development for the Modelling And Establishment of a South Australian Aboriginal Sea Ranger Program

Final report July 2013

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Government of South Australia
Primary Industries and Regions SA

Research and Development for the Modelling and Establishment of a South Australian Aboriginal Sea Ranger Program

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The Fisheries Research and Development Corporation plans, invests in and manages fisheries research and development throughout Australia. It is a statutory authority within the portfolio of the federal Minister for Agriculture, Fisheries and Forestry, jointly funded by the Australian Government and the fishing industry.

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The Authors of this report acknowledge the contribution of all participants and their dedicated passion towards South Australian Sea Country management. We respect the commitment and willingness to share, participate and understand the challenges that exist. This report and journey demonstrates a shared set of values, understanding by all, and commitment to manage and work together for the South Australian coastal environment and the entire community. For the past, the current, and future generations.

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1. EXECUTIVE SUMMARY

Primary Industries and Regions South Australia (PIRSA), Fisheries and Aquaculture Division are responsible for the management of fisheries in South Australian waters. By engaging with, and developing relationships in South Australian communities it has become evident that there have been limited opportunities and interactions for South Australian Aboriginal Nations to contribute to the management and sustainability of their Sea Country.

PIRSA and many Aboriginal Nations are aware of Sea Ranger programs in other states and are keen to understand the operations and benefits of these. Section 80 of the *Fisheries Management Act 2007* provides that the Minister may appoint suitable persons as Sea Rangers. PIRSA commenced an extensive engagement process with Aboriginal Nations to research and develop a participatory approach.

This report outlines the process for engagement, forum participation and recommendations from the forum which will enable a collaborative participatory process. The project has brought together representatives of Aboriginal Nations and advisors from government agencies to discuss, explore and define a working relationship to ensure that the marine environment is sustainably managed into the future in the most appropriate and collaborative way. Participatory planning utilising the International Association for Public Participation (IAP2) framework enabled positive interactions.

PIRSA and Aboriginal Nation of South Australia and the general public are all beneficiaries of this project, which aligns directly to the recent report "*Shaping Advice for Indigenous Fishing and Aquaculture RD&E within the National Strategy*". The forum achieved a purposeful and focused learning environment for all representatives to build their capacity for, and understanding of, marine management, and government policy development.

The process and ongoing relationships formed during the project have contributed to closing the gap that currently exists regarding participation and knowledge in the management of Sea Country and forms a sound basis for on-going progress in collaborative management.

Key Recommendations arising from the project are:

1) Develop a state wide model that enables all Aboriginal Coastal Nations to participate in a Sea Ranger program with PIRSA.

2) Form a steering committee from attendees of the forum to co-design and implement the model with PIRSA.

3) PIRSA to identify and secure further resources to support a steering committee which will;

    a) Implement a process to establish the governance structure and agency agreements needed prior to initiation of an ‘on-water’ program.

    b) Success of this project will be achieved with the appointment of an Executive Officer for the steering group, with a priority to finalise key tasks.

2. NON-TECHNICAL SUMMARY:

Aboriginal Coastal Nations of South Australia, South Australian state government representatives, and experienced Sea Rangers from other jurisdictions were brought together to discuss and develop a model for Sea Country management by South Australian Aboriginal people.

Relationships between state government (Primary Industries and Regions SA (PIRSA)) and Aboriginal Coastal Nations have been strengthened through this best practice process of respectful and collaborative engagement and co-design of a state-wide model for a Sea Ranger program. A model for a state-wide Sea Ranger program has been defined and will lead to ongoing collaborative management by Aboriginal coastal Nations and PIRSA Fisheries and Aquaculture.

The implementation of the model will provide ecological and social benefits through;

- Improved fisheries management by an increased understanding of traditional fishing practices,
- Increasing knowledge of government and traditional fisheries management practices within government, Aboriginal communities and broader community to build upon shared social values,
- Increased involvement of Aboriginal people in the management of fisheries and Sea Country, and
- Support of the continuation and practice of Aboriginal culture by supporting traditional fishing practices and increasing the knowledge and understanding of government and the broader community on the importance of Sea Country to Aboriginal people.

Project Co-Investigator and Aboriginal leader, Klynton Wanganeen, said participants were encouraged by opportunities that a Sea Ranger program could provide their communities. *"We want to be the first in Southern Australia to have Aboriginal people meaningfully and gainfully employed in managing their Sea Country in partnership with the State Government,"*

This project has endeavoured to incorporate best practice engagement utilising the International Association of Public Participation framework, (IAP2), respectful engagement honouring Aboriginal cultural values, and has been at all times considerate of time and relationships to achieve a collaborative approach to future management.

3. ACKNOWLEDGEMENTS

The project team would like to acknowledge;

- The expert knowledge, good will and respectful engagement of the Aboriginal Coastal Nations of South Australia in their participation in this project.

- The depth and wealth of knowledge and experience contributed by Aboriginal participants from the Djelk Rangers, the Girringun Aboriginal Corporation and Northern Territory Fisheries.

- The Minister for Agriculture Food and Fisheries, the Honourable Gail Gago MLC is acknowledged for the support she has, and continues to provide, for the inclusion of Aboriginal people in the management of Sea Country.

- The support of the Chief Executives of Primary Industries and Regions SA, Scott Ashby and Department for Manufacturing, Innovation, Trade, Resources and Energy, Geoff Knight is appreciated.

- The support of Primary Industries and Regions SA Fisheries and Aquaculture Executive Director Professor Mehdi Doroudi and Director of Operations Peter Dietman were a driving force for this project and their ongoing support for the inclusion of Aboriginal people in the management of Sea Country is acknowledged and appreciated.

- The dedication of the Principal Investigator Jason Downs to support Aboriginal involvement in managing their Tribal lands is acknowledged as playing an integral role in the development and delivery of this project. Jason's respectful and best practice approach to engaging with Aboriginal people was a key success factor for this project.

- The guiding wisdom and commitment by Co-Investigator, Klynton Wanganeen from the inception of the idea through to the delivery and development of the report has been highly valuable and a critical element in the successful outcomes achieved.

- The support provided by FRDC and the Indigenous Reference Group to FRDC in the Research and Development for the modelling and establishment of a South Australian Aboriginal Sea Ranger program is appreciated by the project team and the Aboriginal Coastal Nations of South Australia.

4. BACKGROUND

The research and development for the modelling and establishment of a South Australian Aboriginal Sea Ranger Project (The Project) has been developed based on discussions with Traditional Owners representing various groups around South Australia. It reflects the aspirations of many, through verbal conversations and numerous documents regarding the interaction and ongoing role Aboriginal people are culturally obligated to participate in for the care of their Sea Country.

The Project seeks to create a purposeful and focused learning environment for building of capacity and understanding. We aim to enable participatory planning with Traditional Owners and the appropriate government policy, enforcement and compliance personnel. The process and ongoing relationships has the potential to redress the gap that exists in areas regarding participation and knowledge on both sides of the management of Sea Country.

South Australia possesses a complex fisheries environment which is facing significant management issues into the future. Ecological Sustainable Development (ESD) is the accepted foundation for natural resource management in PIRSA[1] and requires the assessment of ecological, social and economic indicators for each fishery management plan. Traditional use of marine resources is an important component of the social segment of the ESD framework. Previous work has successfully trialled a set a traditional and customary fishing indicators and objectors with a South Australian Aboriginal community[2]. However further extension is required to incorporate Aboriginal values and requirements into fishery management plans. A Sea Ranger program is seen as an important tool in the extension of ESD management across South Australia. Sea Rangers will play an important role in educating government, commercial and recreational fishers on traditional and customary fishing.

Fisheries compliance officers are located across the South Australian coastline and provide education and compliance services to marine resource users (Figure 1). The complex cultural and traditional relationships, combined with contemporary cultural issues are creating significant challenges for Aboriginal people and fisheries managers. It is common for a disconnect to exist between Aboriginal people and fisheries compliance officers and managers. It is suggested that a primary factor in this stalemate is the knowledge gap between government and Aboriginal nations on traditional and customary practices and managing Sea Country.

This project and subsequent outcomes are aimed at bringing representatives together to discuss, explore and define a working relationship which ensures the marine environment is managed into the future in the most appropriate and collaborative way. This approach addresses ecological sustainable development principles through recognising the importance of traditional knowledge and increasing Aboriginal participation in fisheries management and compliance. Fisheries co-

[1] http://www.pir.sa.gov.au/fisheries/commercial_fishing/fisheries_management
[2] *Ecological Sustainable Development Fisheries Management*
Social Objectives and Indicators. Testing the social framework with the Narrunga community of South Australia

management has previously been applied in South Australia (Spencer Gulf Prawn Fishery), this project extends this through recognising the importance of Aboriginal Sea Country management on a state-wide and multifishery context.

Figure 1: Locations of Primary Industries and Regions SA, Fisheries and Aquaculture offices.

The Project aligns directly to the recent report published, "Shaping Advice for Indigenous Fishing and Aquaculture RD&E within the National Strategy". PIRSA and Aboriginal Traditional Owners of South Australia are equal end users and beneficiaries of this project.

PIRSA recognised the need to undertake this project and allocated resources to discuss and develop a Sea Ranger program. Early on it was decided to ensure equal and collaborative participation by all Aboriginal Coastal Nations in South Australia, which resulted in the initial application to FRDC in June 2011. The success of the application provided funding to enable the research and development project to proceed.

In addition, FRDC requested and enabled the project working group to present, discuss and refine the project methodology with the national FRDC Indigenous Reference Group in 2012 and involve the Australian Fisheries Management Forum (AFMF) in the communication of the project. This interaction enabled identification of best practice programs nationally to ensure the forum participants were informed by those delivering results. In addition the opportunity to inform and engage other

jurisdictions interested in Sea Ranger programs occurred as relationships were developed.

Further operational resources were identified and provided specifically from PIRSA and DMITRE.

The Project focused on being inclusive of all Aboriginal Coastal Nations in South Australia. Identification of the appropriate Aboriginal Nations to engage involved utilising established networks with Aboriginal people, the South Australia Commissioner for Aboriginal Engagement Ms Khatija Thomas and the Aboriginal Affairs and Reconciliation Division (AARD) of the Department of Premier and Cabinet (DPC).

Formal advice on the appropriate contact details of the coastal Aboriginal Nations was provided by AARD. The following Nations were identified;

- Barngarla
- Kaurna
- Narrunga
- Nauo
- Ngarrindjeri
- Nukunu
- South East Aboriginal Focus group – Bunganditj
- Meintangk and Tanganekald
- Far West Coast Traditional Lands Association – Kokotha, Mirning and Wiringu

During the course of implementing the project and the forum itself further groups were identified, engaged and their participation sought. The groups identified were;

- Ramindjeri
- Tribal Owners of the Coorong, Lower Lakes, River Murray and the Sea.

**Given the current Native Title claims and boundary definitions that are yet to be confirmed a Map identifying the specific geographical locations was not included as part of this report.*

5. NEED

Aboriginal Coastal Nations recognise the need to develop relationships with Government, to engage, to educate and to manage and protect their Sea Country. South Australian Aboriginal Coastal Nations are increasingly aware of the impacts of recreational, industry and regulatory management of their Sea Country. In the past there have been limited interactions and opportunities for a more active involvement in the co-management of their country. Nations are aware of programs in other states and have been keen to research and understand these so a South Australian program can be developed in partnership with the South Australian Government.

The approach aligns to the 11 key principles from the shaping Indigenous Research and Development forum in Cairns[3]. This project will provide a mechanism for key leaders from Aboriginal Coastal Nations to meet for a two day workshop. The workshop will present Sea Ranger program case studies from experienced Aboriginal groups from around Australia. Presenters will describe their models, outlined their successes and experiences. Forum participants will apply this information to a facilitated workshop with PIRSA to identify a South Australian model that will assist Aboriginal groups and PIRSA develop a collaborative partnership. Commercial, State and Commonwealth resources required to deliver the program will then be identified.

South Australia is home to some of the most sought after seafood in the world and is viewed as a world leader in fisheries management. The wild catch fishing industry supports many of the states coastal towns, however Aboriginal involvement in this industry has been limited. To ensure ecologically sustainable development the challenges for Aboriginal people and fisheries managers in developing a shared management approach need to be resolved. A Sea Ranger program is seen as an important tool to build relationships and share knowledge across industry sectors and increase Aboriginal participation in Sea Country management.

The *Fisheries Management Act 2007* (the Act) provides the legal framework for the conservation and management of all aquatic resources including, *managing fisheries and aquatic reserves, regulating fishing and processing, protecting aquatic habitats, aquatic mammals and aquatic resources and the control of exotic and noxious aquatic organisms and diseases*. It is administered and enforced by PIRSA Fisheries & Aquaculture.

The Act also provides for the management of access and allocation for the benefit of the whole community and promoting and encouraging participation of the community in fisheries management. The Act recognises and acknowledges Commercial, Recreational and Traditional fishing and access to all users is managed to ensure sustainability. In relation to Aboriginal Traditional Fishing the Act provides:

s.60 Minister and Native Title Group as parties to an Indigenous Land Use Agreement, (ILUA) may make Traditional Fishing Management Plans that:

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[3] *Shaping advice for Indigenous fishing and aquaculture RD&E within the national strategy. C. Calogeras, Bo Carne, Stan Lui and Stephan Schnierer. ISBN: 978-0-9871427-0-2*

- *Specify areas of water*
- *Identify types of Fisheries*
- *Specify classes of fishing activities*
- *Identify classes of persons*
- *Distinguish from other fishing activities*
- *Publish Management Plan in Govt. Gazette*

and, *s.80 Minister may appointment suitable person as*:

- *Fisheries Officers*
- *Scientific Observers*
- *Sea Rangers*

The appointment of Sea Rangers and any associated program would function within the operation of the *Fisheries Management Act 2007*.

Several South Australian Aboriginal Nations have identified the need to engage and commit to managing Sea Country in various strategies and plans including;

- Ngarrindjeri Sea Country Plan
- Narrunga Traditional fishing management plan
- Far West Coast, Yalata IPA program Head of the Bight
- The Strategy for Aboriginal Managed Lands In South Australia, SAMLISA 2002

"We are taking the old with the new and bringing the past into the present for the future of our people".

Georgina Williams, Kaurna leader

6. OBJECTIVES

The Objectives of the project are;

1. Engagement with all Aboriginal Coastal Nations in South Australia to focus on a whole of South Australian Sea Ranger program
2. Participating SA Nations will be informed, via a forum, about existing models by invited leaders from other state Sea Ranger programs
3. Relationships with all participating Nations and PIRSA will be strengthened and thereby accelerate the formation of an effective SA model
4. An effective model will be defined, with an approach and timeline to establish a Sea Ranger program for South Australia
5. State and Commonwealth agencies will be engaged to develop a collaborative model and approach forward

Figure 2: Expert panel discussion on the components of a successful Ranger program model. Day 2 of the Sea Ranger forum group discussion with expert panel members (from left) Jason Downs (Principal Investigator), Simon Xuereb (Northern Territory Fisheries), Victor Rostron (Djelk Rangers, NT), Chris Muriata (Girringun Rangers, QLD) and Phil Rist (Girringun Rangers, QLD).

7. METHODOLOGY

A two day forum was initiated that enabled key leaders of coastal Aboriginal Nations to meet and develop a model for a South Australian Sea Ranger program. The forum was structured to provide attendees with an understanding of the current legislative and management arrangements in South Australia. Provide an opportunity to hear from, and interact with, Aboriginal people with experience in managing and implementing Sea Ranger programs. Presenters were identified as relevant case studies by the project team and the FRDC Indigenous Reference Group[4].

The forum enabled South Australian Aboriginal people to learn from their interstate peers about their particular program models, successes and challenges. Time was allocated for formal and informal discussions to occur over the two days to enable for discussions, reflections and interactions with all participants.

A facilitated workshop approach with PIRSA Fisheries aimed to identify a South Australian model that would assist Aboriginal groups and PIRSA move forward in a collaborative partnership. Having an independent, skilled and capable facilitator enabled for participation of all at the forum and provided for a neutral guide to ensure the agenda was adhered to and all participants were confident in voicing their perspectives. Peter Marin was selected as the forum facilitator due to his experience in working with Aboriginal people in similar settings and his knowledge of governance and business structures.

The project team identified and utilised the International Association of Public Participation (IAP2) framework[5] for best practice engagement. The IAP2 framework focuses on different levels of engagement. These are. Inform, consult, involve, collaborate, empower. This approach provided a strong framework to ensure participants were informed, involved and collaborated in respectful co-design for a South Australian Sea Ranger model. This ensured genuine and respectful collaboration by all who attended and participated. That is, Aboriginal people had ample opportunity to receive and give information, provide original comments and insight during discussions and had a high level of influence over decision making.

[4] http://frdc.com.au/environment/indigenous_fishing/Pages/Indigenous-Reference-Group.aspx
[5] http://www.iap2.org/

The following summarises the approach;

STAGE 1 - Project Development

Consultations occurred with;

- South Australia Commissioner for Aboriginal Engagement, Klynton Wanganeen
- PIRSA Fisheries Executive Director, Professor Mehdi Doroudi and Director for Operations, Peter Dietman

STAGE 2 - Pre-engagement

Coastal Aboriginal Nations were identified and appropriate contacts were confirmed with the SA Government Aboriginal Affairs and Reconciliation Division. Utilisation of established networks was invaluable to identify representatives and to provide up to date information. Contacts were direct mailed and provided with a project fact sheet, see *Appendix 1.* Follow up phone calls were made and appointments organised for face to face discussions.

STAGE 3 - Early Engagement

Representatives from the project team attended meetings with the identified Aboriginal Nations to discuss Sea Country management, the aims of the forum and invite the Nation to participate in the forum. Where possible presentations were held in conjunction with Aboriginal Nation organisations board meetings, if this was unworkable Nations elected a representative from the board to meet with the project team and provide feedback to the Aboriginal Nation. Following meetings Aboriginal Nations were provided with information and time to respond to the invitation and if they chose to participate, nominate representatives to attend the forum on their behalf.

STAGE 4 - Forum Participation

Representatives from South Australian Aboriginal Coastal Nations attended the two day forum at SARDI Aquatic Sciences, West Beach SA. Invited presenters from Northern Australia attended, and were provided with a tour of PIRSA Fisheries Offshore Patrol vessel *FPV Southern Ranger* during the course of the forum.

STAGE 5- Post Forum Engagement

Proceedings of the forum were prepared and mailed with a covering letter to all forum participants to provide comment and input into the final report. Participants were provided with a month to respond and provided with stamped, self-addressed envelopes. A number of participants rang to discuss and provide feedback, others have engaged directly during the course of other activities.

Critical elements for success

1. **Planning.** Planning and strong project management techniques were applied for the duration of the exercise. Regular planning sessions between the project team occurred to discuss progress, identify issues, mitigate risks, inform all stakeholders and forward plan as issues arose, this ensured unplanned events were addressed and managed. An 80% planning 20% delivery rule was applied.

2. **Leadership.** The participation of experienced managers from successful Ranger programs was identified early as a key success factor for the project. The FRDC's Indigenous Reference Group, Northern Territory DPI Fisheries', Indigenous Development Unit and the Great Barrier Reef Marine Park Authority were approached to provide strategic advice to the selection of appropriate experts to invite to the Forum.

3. **Early, respectful engagement.** South Australian Nations were engaged early by the project team and requested to nominate two representatives to attend the forum on their behalf. Equal gender representation was promoted. An opening letter of introduction Appendix 4 was distributed prior to and during meetings to support conversation and provide an ongoing reference. Project updates were supplied to Nations to build the level of knowledge on the project. Nations that were engaged were also asked to identify groups that The Project team may have not yet have identified.

4. **Experts.** Sea Rangers from other jurisdictions provided valuable messages, advice and critical information to South Australian participants. The participants were;

- Victor Rostron (Senior Ranger, Djelk Rangers)
- Clarry Rogers (Senior Ranger, Yugol Mangi Rangers)
- Phil Rist (CEO, Girringun Aboriginal Corporation)
- Chris Muriata (Ranger, Girringun Aboriginal Corporation)
- Simon Xuereb (Marine Ranger Coordinator, Northern Territory Fisheries)

5. **Neutral facilitation**. A highly skilled, experienced and qualified facilitator was engaged to assist with the design of the agenda and for the duration of the forum, enabling for proceedings to be well designed, considered and kept on track. The neutrality of the facilitator enabled all parties to participate and be herd, information to be captured and recorded during the event.

6. **Equity amongst all**. Representatives attended the forum at West Beach SARDI Aquatic Sciences centre. Accommodation was provided and located within walking distance to the forum. All participating Nations were provided equal funds to travel to and from the event, as well as participate.

7. **Values.** A values based approach to engagement, listening and participation was an underpinning philosophy of The Project team which ensured that whilst

participants had varying views and perspectives there was also an understanding that all parties essentially were interested in developing a model that ensured the correct management of South Australia's Sea Country into the future.

8. **Staying focused.** The focus and intent of the project guided the team and participants in the focus of conversations. The requests prior to the forum and temptation during the forum to discuss other and sometimes relevant issues was acknowledged by the team and people were reminded of the agreed objectives. These issues had the potential to confuse, derail and complicate the forum and lose focus of what was trying to be achieved.

9. **Follow through.** Participating Nations were provided with a copy of the forum proceedings to review, and provide comment for incorporation into the final report to FRDC and the south Australian Government. Ongoing engagement and collaboration with attendees of the forum to drive the implementation of the model is a recommendation from the forum.

The Nations that participated for the entire forum were; Barngarla, Kaurna, Narrunga, Nauo, Nukunu, Ramindjeri, South East Aboriginal Focus group (representing the Bunganditj Meintangk and Tanganekald) and the Tribal Owners of the Coorong, Lower Lakes, River Murray and the Sea.

The Project team engaged all respective nominated leaders of the identified Nations. During the planning phase the Far West Coast Traditional Lands Association (Kokotha, Mirning and Wiringu) were provided with the information regarding the forum dates and requirements, and assurance was given that representatives would attend. Due to a miscommunication on the part of the organising representative this was not forwarded on in time for participants to make necessary arrangements and the group were not represented. Nominated participants were provided with a copy of the draft report and discussions have occurred. Comment has been provided and recommendations of the report have been supported.

"Our aim was to ensure representatives from every Nation were invited to attend and participate in a way that was comfortable and culturally relevant to ensure the future of South Australia's Sea Country is managed and maintained for future generations"

Jason Downs, Principal Investigator.

8. FORUM PROCEEDINGS/RESULTS

Day One, March 19: Forum Proceedings

**For the purpose of discussion of the following results, text boxes will be used to identify the discussion points made by the authors.*

1. Introduction and Welcome to Country

The Facilitator[6] introduced himself and welcomed everyone in attendance to the forum. The Facilitator acknowledged the SARDI Aquatic Science Centre for providing the venue for the two days of the forum. The Facilitator introduced and invited Georgina Williams, Kaurna Aboriginal Elder, and Karno Walker, Ramindjeri Elder to conduct the Welcome to Country.

2. Welcome to Country

Georgina Williams, Kaurna Aboriginal Elder, and Karno Walker, Ramindjeri Elder welcomed everyone in attendance to their country.

3. South Australian Government Address

Professor Mehdi Doroudi, Executive Director, PIRSA Fisheries and Aquaculture thanked Georgina and Karno for the welcome to country and acknowledged the Traditional Owners of the land that the forum would be gathered on for the next two days. He then advised participants that it was a great opportunity to gather to listen, discuss and consider the matter of Sea Country management in South Australia.

Professor Doroudi extended a special welcome to the representatives from each of the Aboriginal Coastal Nations of South Australia, acknowledging those who had travelled long distance to participate in this forum. He then expressed his appreciation of the participants' dedication and drive to want to contribute to the future management of Sea Country in South Australia.

Professor Doroudi extended a special welcome to the visiting interstate Aboriginal and Torres Strait Islander groups who were in attendance and who would be presenting to the forum. He advised participants that he was looking forward to hearing and understanding what had made their Sea Country management stories a success and how their presentations could assist South Australia when it came to recommending a way forward for the management of Sea Country by Aboriginal people in our state.

Professor Doroudi advised participants that he was opening this forum on behalf of the South Australian government and in doing so was representing the Minister for Fisheries, the Honourable Gail Gago who was unable to attend as Parliament was sitting. He welcomed those who were representing government and non-government

[6] *Peter Marin, MLCS Corporate*; http://www.mlcscorporate.com.au/

agencies and acknowledge the importance of collaboration across agencies in the discussions.

Professor Doroudi acknowledged the sponsors of the forum, the Fisheries Research and Development Corporation, PIRSA Fisheries and Aquaculture, the Department for Manufacturing, Innovation, Trade, Resources and Energy and the South Australian Research and Development Institute who kindly provided the venue for the forum.

Professor Doroudi provided participants with a summary of the background of the South Australian Sea Ranger project and a summary of what the objectives of the forum were, as indicated in the points below:

The South Australian coastline is a unique environment that supports many fish and marine species. Aboriginal people have managed and interacted with this environment for thousands of years and will continue to play a very important role in the future.

South Australian coastal Aboriginal Nations have become increasingly concerned about the impacts of recreational fishing, commercial fishing and regulatory management on their Sea Country. Historically, limited interactions and opportunities have been made available to Aboriginal people for active involvement in the management of Sea Country in South Australia

Aboriginal Sea Country management activities have been implemented to great effect in northern Australia. PIRSA aims to build upon the success of South Australian land management ranger programs to incorporate traditional knowledge into the conservation and management of the marine environment.

This forum brings together representatives from the coastal Aboriginal Nations of South Australia, Aboriginal people working in Sea Country management around Australia, representatives from Primary Industries and Regions South Australia and observers from stakeholders who share an interest in the management of Sea Country.

Day 1 of the Forum will provide attendee's with the opportunity to hear from Aboriginal people who are currently participating in Aboriginal Sea Country management programs from different locations around Australia, including Darwin, Western Australian and Queensland.

Day 2 will provide attendees with an opportunity to consider and discuss the best way forward for Aboriginal participation in the management of Sea Country in South Australia.

We are seeking your input to contribute to the discussion and development of a model that will inform the future development of a South Australian Sea Ranger initiative.

As previously mentioned the Forum is being sponsored by the Fisheries Research and Development Corporation (FRDC) and the South Australian government and forms a major component of the FRDC project, 2012/215 Research and development

of the modelling and establishment of a South Australian Aboriginal Sea Ranger program

The Fisheries Research and Development Corporation (FRDC) have contributed $120,000 on behalf of the Australian Government with a further $53,000 of in-kind contribution by Primary Industries and Regions South Australia (PIRSA) to the project.

The project has been supported by the South Australian Fisheries Research Advisory Board. The five key objectives of the Project are:

1. Engagement with all Aboriginal coastal Nations in South Australia to focus on a whole of South Australian Sea Ranger program
2. Participating SA Nations will be informed, via a forum, about existing models by invited leaders from other state Sea Ranger programs
3. Relationships with all participating Nations and PIRSA will be strengthened and thereby accelerate the formation of an effective SA model
4. An effective model will be defined, with an approach and timeline to establish a Sea Ranger program for South Australia
5. State and commonwealth agencies will be engaged to develop a collaborative model and approach forward

The key note address was a critical component in establishing the setting and context for the event. Most importantly it demonstrated the high level of commitment from the Minister and Director of Fisheries to the project and the outcomes

4. Tjilbruki Sea Country Story

Georgina Williams, Kaurna Aboriginal Elder presented the Tjilbruki Story as a local example of Aboriginal people's traditional connection to land and sea country.

The telling of the Tjilbruki story was equally critical for Aboriginal participants to contextualise the forum in the interconnectedness with the traditional dreaming stories of the local Aboriginal people from the area. This demonstrates respect and acknowledgement of the importance to all participants of the need to listen and understand. It also demonstrates and reinforces to government participants the importance and significance of Sea Country

5. Co Investigators Address

Klynton Wanganeen introduced himself and addressed the forum as the Co-Investigator of the project. Key points included;

- Background on how the forum came about
- Why it is restricted to Coastal Nations and not inclusive of those along the river and the outback lakes
- Acknowledging that some groups already have a Sea Country Plan and that this process doesn't detract from it but it provides an opportunity for their plans to be enhanced
- The Land and Sea can't be separated, they are integrated and are our Aboriginal Estate. Governments categorise and compartmentalise things and put things in boxes and it is important that we think outside the box
- That there is no real knowledge of what the Indigenous take of fisheries resources is and this information is vital for sustainability of resources and for us as Traditional Owners to be involved in managing
- Narrunga relationships with PIRSA Fisheries exists and have extended to Fisheries naming one of their boats "Goreta" (shark). Narrunga people have also assisted with an FRDC Social Indicators 7project all helping to build their relationship with PIRSA
- Klynton talked about his cultural connections and his grandchildren's expanded connections and the need to get things right for their cultural future
- The SA Letters Patent, Native Title, overlaps/disputes in Nations Country and Aboriginal Heritage are all important issues to us but we can't be side-tracked and must stay focused on why we are here
- There is no Sea Ranger program below the Tropic of Capricorn and we have the opportunity to be the first but that requires a lot of hard work and cooperation
- Klynton discussed the need to be inclusive and having an "opt in" approach

Disputes over country and ownership of Dreaming stories are a real issue and had the potential to destabilise the forum. Participants agreed to put these aside to focus on the big picture and in the end all who stayed to the end were supportive of the recommendations. The issue of Aboriginal Sovereignty was raised and acknowledged but not a focus of the forum.

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[7] *Ecological Sustainable Development Fisheries Management*
Social Objectives and Indicators. Testing the social framework with the Narrunga community of South Australia

A critical component of this address was to reinforce the need and required focus by all participants to put aside differences and focus on the shared values and commitment to Sea Country.

6. Participant Introduction and Collaboration of Expectations

Participants introduced themselves and provided their expectations on what they hoped would be achieved throughout the forum. The expectations were captured:

- Had witnessed Sea Ranger programs from around Australia at work and was very interested to understand how they might work in operation in South Australia
- Establish the parameters around a model for Sea Ranger management in South Australia
- Open, honest and collaborative discussion around what is the recipe for a Sea Ranger program in South Australia
- Collate the information and be able to influence government and other stakeholders
- Continue family connection to Sea Country through a more inclusive program of management
- Better acknowledgement of the Traditional Owners knowledge and ongoing role in managing Sea Country
- Incorporate Aboriginal traditional fishing rights in the Sea Ranger program
- Link Marine reserves with a Sea Ranger program
- Greater Aboriginal control and participation in the management of Sea Country
- Open the channels of communication between the stakeholders involved in the management of Sea Country
- Listen and learn from the examples in Northern Australia and understand how we can apply them in South Australia
- Utilise the powers of the Fisheries Management Act to enact a Sea Ranger program that has been influenced by Aboriginal people rather than dictated by government
- Increase the opportunity for the development and empowerment of young people in Aboriginal communities through employment opportunities
- Increase Aboriginal involvement in fishing and aquaculture activities
- Listen and learn more about how Sea Ranger programs work
- Ensure that representatives that couldn't make the forum are adequately engaged and not forgotten about

- Protecting Sea Country, fish stocks etc. for future generations
- Capture and be inclusive of everyone's views
- Create full time, trained employment opportunities
- Assist in the health and management of fish stocks that inhabit waters adjacent Aboriginal communities
- Department for Planning, Transport and Infrastructure want to understand how a Sea Ranger program would influence their legislation, in particular the law that precludes operation of vessels outside of IPA's
- Tribal and Traditional fishing is acknowledged in South Australia
- Definitions of terms are engaged upon and are accurate
- Sea Rangers must report through communities rather than governments to provide ownership
- A Sea Ranger program must address and distinguish between cultural and criminal activities
- A Sea Ranger program must address the issues of diet and sustenance in Aboriginal communities
- There must be a commitment to following the outcomes of the forum through - it cannot be a 'talk fest' and a report that sits upon a shelf within government
- There must be a clear and real pathway to a career and employment, where training and qualifications are recognised
- The existing knowledge of Aboriginal people must drive the model
- A Sea Ranger program must incorporate land management as well
- The right people must be selected to be involved and they must be given the full support of their community and government
- There needs to be political will from governments to drive the process
- Traditional Owners need to be able to work together for the betterment of all Aboriginal involvement in a Sea Country program

The importance of enabling all participants to introduce themselves, acknowledge each other and provide input into the forum prior to commencement is significant in ensuring everyone has the opportunity to be heard and contribute to the forward proceedings.

7. Defining the Context and Identifying the Challenges

Principle Investigator Jason Downs invited the participants to engage in a strategic discussion and provided a framework for how views could be shared and inform government policy development. *See Appendix 5* for PowerPoint presentation. Key points included;

- Worldviews. Understanding our own, others, building a shared worldview and understanding that everything has a history and everything has a consequence
- The forum aims to increase awareness of how
    - Fisheries are managed in South Australia
    - How Aboriginal Sea Country management programs operate in other parts of Australia
    - How Aboriginal people of South Australia would like to be involved in fisheries and Sea Country management into the future
- Participate in a co design process that involved three phases' of initiation, engagement and implementation
- Discuss and consider a strategic approach that can inform an operational discussion and lead to on ground outcomes
- Informing policy change requires clear planning, engagement, options and support, any model should links to existing activities and plans, demonstrate value for investment support the fisheries management act and be hardwired, phased in and be 'Irresistible'

In the planning of the forum it was considered necessary to define the high level approach required by all participants, and keep detailed operational discussions aside for the second day. This session provided a process to ensure this and provide perspective on how government processes in this context work towards developing Policy change and a possible the support for a Sea Ranger model.

8. PIRSA Fisheries and Aquaculture Presentation

Peter Dietman, Director of Fisheries and Aquaculture Operations provided participants with a context of the existing activities conducted by PIRSA Fisheries, *See Appendix 6* for PowerPoint presentation. Key points included;

- The Fisheries Management Act 2007 provides the legal framework for the conservation and management of all aquatic resources including, managing fisheries and aquatic reserves, regulating fishing and processing, protecting aquatic habitats, aquatic mammals and aquatic resources and the control of exotic and noxious aquatic organisms and diseases

- The Act also provides for the management of access and allocation for the benefit of the whole community and promoting and encouraging participation of the community in fisheries management

- Fisheries Management Act 2007 recognises and acknowledges Commercial, Recreational and Traditional fishing and access to all users is managed to ensure sustainability

- Fish stocks are a finite but renewable resource if managed carefully. SA fisheries are managed by applying Ecologically Sustainable Development (ESD) principals. The management aim is to harvest fish but leave enough to ensure they reproduce and replenish at a sustainable level

- PIRSA Fisheries and Aquaculture is committed to the continued development of co-management principles through stakeholder engagement including the 858 Commercial Licence Holders, 325 Registered Fish Processors, 4,190+ industry employees and the various coastal Aboriginal Nations and SA Communities

- The seafood industry plays a significant role in the wealth creation of the State producing 47,459 tonnes of seafood production and generating $319m directly and $707m flow on to State's economy. PIRSA is also committed to developing greater stakeholder engagement with the 240,000 Recreational Fishers and Coastal Nations and SA communities

- In acknowledging Aboriginal traditional fishing, the Act has provided for the development of Traditional Fishing Management Plans, which in conjunction with an Indigenous Land Use Agreement (ILUA), will provide for areas of water, types of fisheries and fishing activity, classes of person and Traditional Owners and distinguish the type of fishing from other non-traditional fishing activities

- The Act also specifically provides for the appointment of Sea Rangers to assist PIRSA and the Sea Nations to develop co-management strategies and initiatives

- PIRSA Fisheries and Aquaculture service delivery model is based around the principles of intelligence driven, cost effective and outcome focused planning where:

    - Risks are identified, quantified and reviewed

    - Strategies aimed at Prevention and Cure model of

1. Education and Awareness
2. Effective Deterrence
3. Measured and Appropriate Enforcement

- Flexibility to direct effort where its most needed and has biggest impact with tangible and meaningful recorded outcomes

- PIRSA Fisheries and Aquaculture currently have 43 Fisheries Officers situated at 9 locations across the State and our mission is to deliver excellence in sustainable aquatic resource management to all South Australians

- PIRSA Fisheries and Aquaculture is committed to work in partnership with all stakeholders based on accountability and mutual respect; being empowered, valued and supported; having a culture of innovative thinking and continuous improvement resulting in high level achievements

- The development of a collaborative Sea Ranger model for SA is critical to the delivery of our mission and sustainable management

This session provided specific context for participants on existing Fisheries Management issues, structures, and mechanisms in place in South Australia. It provided current context for how things are done and how any proposed model will need to consider working within the current mechanisms to ensure success.

9. Sea Ranger Presentations

Djelk Sea Ranger program example

Victor Rostron, Manager of the Djelk Sea Ranger program provided participants with his experience and knowledge of developing, managing and conducting a ranger program. A copy of the presentation by Victor Rostron, Djelk Sea Ranger is included as an appendix to this report (Appendix 7).

Northern Territory Fisheries Management of Ranger Programs example

Simon Xuereb, Marine Ranger Coordinator at Northern Territory Fisheries provided participants with his experience and knowledge of developing, managing and conducting ranger programs from a government perspective. A copy of the presentation by Simon Xuereb and the Northern Territory Fisheries Sea Ranger program is an appendix to this report (Appendix 8).

Girringun Sea Ranger program example

Phil Rist, CEO of the Girringun Aboriginal Corporation and Chris Muriata, Girringun ranger provided participants with their experience and knowledge of developing, managing and conducting a ranger program. A copy of the presentation from Phil and Chris is an appendix to this report (Appendix 9).

Broome Sea Ranger program example

Unfortunately, representatives from the Goolarabooloo Jabirr Jabirr, (GJJ) group were unable to attend. A presentation was provided by the Principal Investigator who worked with the GJJ Elders. A copy of the presentation from the Broome Sea Ranger's is an appendix to this report (Appendix 10).

The presentations by Sea Rangers operating in the North of Australia was seen as a critical element in building capability and understanding regarding how groups formed, what type of model was developed and how they engaged with governments. The presenters were provided with a template and asked to discuss lessons learnt as well as unexpected opportunities. The professionalism, experience and wisdom of each group was a critical and fundamental success factor for the forum, and highly appreciated by all participants.

10. Debrief of Day 1 and Collaboration of the Key Themes

Due to over-run of some sessions, the detailed debrief from Day 1 was held over until the first session of Day 2 where a panel session was held with the presenters and the Sea Ranger presenters from northern Australia.

In concluding Day 1 the Facilitator ran through the agenda items that had been addressed and reminded people of the key messages from each of the sessions and presentations. He asked that participants share further discussion over dinner about the outcomes from Day 1.

11. Informal Dinner

All participants were invited to attend an informal dinner to meet and network with other participants and stakeholders in South Australian Sea Country.

This event was planned and designed to enable free flowing discussions and interactions with all participants. It was hosted outside in an open environment enabling groups to have quiet discussions and interact at their discretion. Discussion continued well into the evening discussing proceedings and shared values and ideas.

Day 2, March 20: Forum Proceedings

The Facilitator welcomed participants to day 2 of the forum. He advised that Day 2 would be more participatory than Day 1 with an opportunity for everyone to discuss and consider how a model might look for South Australia.

Day 2 was specifically planned to be in a larger room to enable for small group interactions around tables. (Day 1 was delivered in a lecture theatre room more conducive to listening) The Facilitator asked for participants to discuss at tables their reflections and then for each participant to share with the whole group one thing from Day 1 that they took away and the comments were captured:

- There was an overwhelmingly positive response to the examples that were presented by the Sea Rangers from interstate
- The dinner and networking opportunity was great
- There is a common thread that South Australia wants/needs a Sea Ranger program
- There needs to be a commitment to all coastal groups working together
- There is a significant opportunity in the room
- We need to establish what we agree on and work to the strengths
- Governance and process is key
- There is strength in unity whether it be within groups or across groups
- There was an overwhelmingly positive response to the Junior Ranger program that had been talked about on Day 1
- It is important to have a process / plan to roll out the program focusing on the wins
- All the examples we heard about required great persistence
- People liked the idea of the disaster response component of the Sea Ranger program examples from interstate
- There was a concern that this process required more time and thought
- Real employment opportunities are a key outcome
- There needs to be connection and acknowledgment to the past in developing a program for the future
- The concept of having a forum to progress this issue is excellent – the organisers should be commended for gathering everyone and showing a commitment to the process

- Some of the specifics of the example programs were discussed e.g. seizures of boats and the proceeds being given back to the Sea Ranger program as part of their resourcing

- Commitment to piggy-back on the research and development that has been done in northern Australia

- Education and recognition of education needs to be a key component of a program

- There was some specific support for a Tribal program which focused on ensuring the Tribal groups were seen as the representative bodies to be engaged with

> *This activity provided the opportunity to capture valuable feedback and enabled all participants to contribute. Feedback provided a positive and forward thinking collective view on collaborative participation.*

12. Co-design Session 1 (Panel Discussion – Components of a Successful Model)

The Facilitator invited the guest presenters from Day 1 of the conference to participate in a panel session to discuss the components of their success and challenges in developing their model. The Panel was seated at the front of the room facing participants and engaged in thought provoking and honest conversations. During the preplanning a series of questions were designed to draw specific experiences and learnt perspectives form presenters. Questions were asked by the Facilitator and from the floor to draw these components out.

Unity:

- Getting yourself organized first to ensure you are speaking with a united voice. Thus creating a stronger position when dealing with government

- There should be a coast to coast approach – across Aboriginal jurisdictions and within them. All Aboriginal people should be working together

- Co-management with government is the desired approach to keep everyone working together

Process:

- Establishing a process and pathway is essential for the successful development of a program

- A tiered approach might be required to establish the basis for a program that can grow and develop

- Understanding how to resource the program is paramount to its success

Connection to Country:

- A successful program must be underpinned by a recognition and respect for connection to country
- The connection to country creates ownership of the program

Governance:

- Establishing a steering committee to direct governance of the program is essential
- Leadership from the community is paramount
- A spokesperson who is elected and representative of all involved in a given program is essential

Support

- A successful program would require support from a range of stakeholders in Sea Country – Aboriginal groups; government; recreational fishers; commercial fishers

> *This session enabled participants to ask the expert practitioners, the Sea Rangers the questions they felt important. It enabled free exchange of ideas, comments and provided a valuable conversation on lessons learnt as well as specific advice to the South Australian participants on how to go about, engage and collaborate with government.*

13. Co-design Session 2 (Breakout Groups)

The Facilitator invited participants to form two equally representative groups, reflect on the presentations, discuss and address the following questions:

1. What would the structure of an Aboriginal Sea Ranger model look like?
2. How do we progress towards the model? (E.g. stages; timeframes; who is involved? etc.)
3. What would you like to see an Aboriginal Sea Ranger do?

> *Prior to discussions the Principle Investigator asked the groups whilst in discussion to think about what would be their legacy, what is it people in ten years' time will be celebrating about this forum, and if they were to be a part of the celebration what would they be most proud of.*

Participants were asked to consider all aspects without limitations around timeframes, resourcing and or specific details. Given the context of day one and keeping the focus realistic, the expectations were that responses would be considered and reflective of earlier presentations. The project team reminded participants that we were entering a co design process and that there were no guarantees progress would be immediate and that with a co design approach planning and discussion for all stakeholders is necessary. A preferred way forward

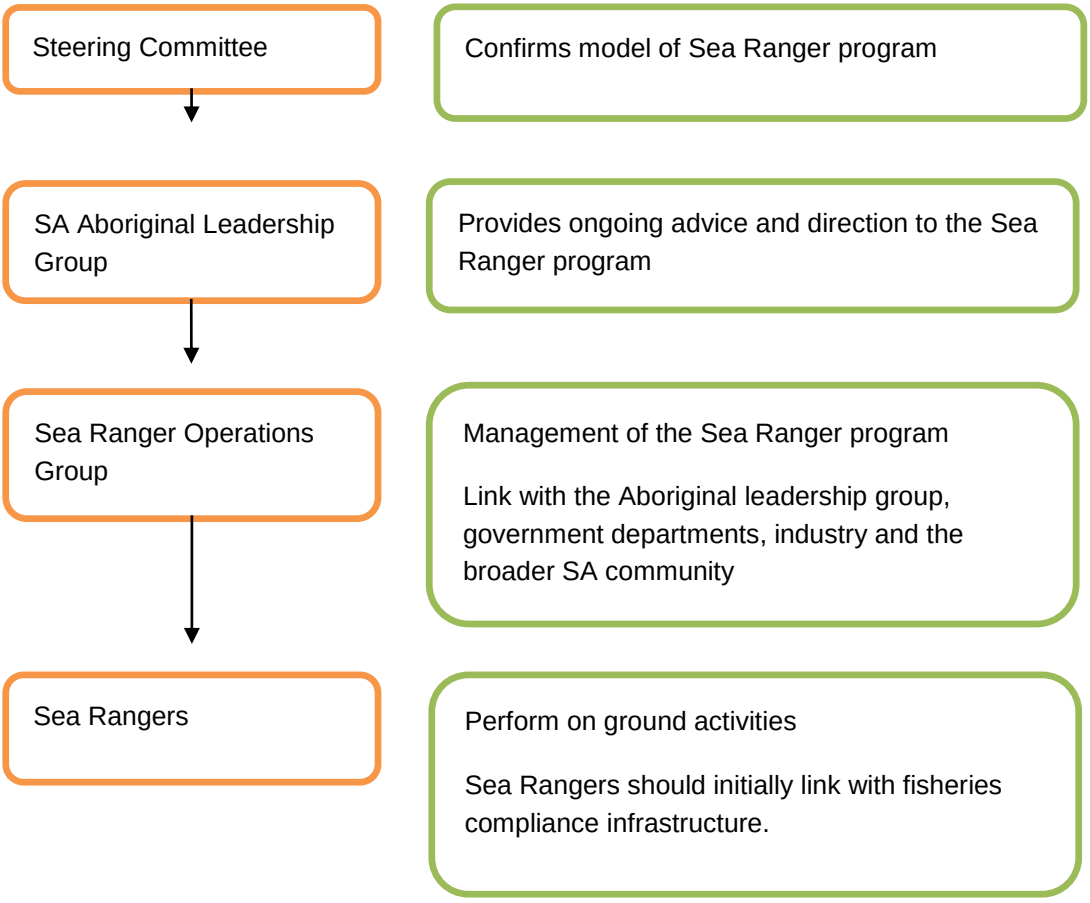
would need to consider a phased in approach based on capability, resources and timeframes by all stakeholders.

Breakout Group 1

Mission statement: *To work in unity for the betterment of Sea Country Nations and to preserve our spiritual and cultural interests*.

1. What would the structure of an Aboriginal Sea Ranger model look like?

The model should involve representatives from all Aboriginal Coastal Nations.



2. How do we progress towards this model? (E.g. stages, timeframes, who is involved?)

- Set up steering group – determine terms of reference
- Look at the Tribal model used in Queensland and Northern Territory, (see presentation slide 6)
- Adapt Tribal model to SA

- Implement the model – steering group dissolves
- Formation of state-wide Sea Ranger leadership group – leadership group made up of two representatives from each group. Community consultation may be required for some groups.
- Formal request to invite Philip Rist and Simon Xuereb to attend and provide guidance on leadership to the group based on their management experiences interstate.
- First wave (phase) of implementation could be with the Narrunga

3. What would you like to see an Aboriginal Sea Ranger do?

- Education and awareness role to the general public of fisheries management and traditional fishing
- Cultural mapping
- Sea rescue
- Protection of sacred/special sites e.g. fish traps
- Protection of fish breeding grounds and the marine ecosystem

4. Requirements to be a Sea Ranger

- Training
- Sea knowledge
- Vessel knowledge
- Occupation, health, safety and welfare training – first aid

Breakout Group 2

1. What would the structure of an Aboriginal Sea Ranger model look like?

- Terms of reference
- Principles that already exist, interstate and adapted or enhanced for the local tribes
- Definition of terms and principles
- Categories with on-going policies with human resource, education and other skills to be implemented

- Sea Rangers must report to their respective Tribal council to keep them informed of activities issues and act as a conduit for two way information flow
- Monitor program to look at quality and quantity of activities
- Focus of the model will look at coastal and marine environments
- Develop a flow chart
    - Tribal community protection strategies
    - Establish contacts
    - Identify and assess
    - Re-assess and evaluate
    - SWOT
    - Monitor and review
- Ownership is us. The tribes or the right people
- Informed of any development that may affect ecosystem any further, biodiversity for land and waters, plants
- Any strategy on Aboriginal land and waters must be supported by other communities – coast to coast
- We must be included in any decisions.
- The capacity is already there
- Advisory group – steering committee
- Unity
- Maintain cultural connection to our waters
- Educational skills to maintain cultural identity
- Ongoing teaching is a must, to the young ones. Those with ongoing knowledge to be reserved within our own communities
- Economic and social visions for ongoing programs
- Dreaming story connections to Sea Country associate ongoing cultural interactions which strengthens roles and responsibilities

2. How do we progress towards this model? (E.g. stages, timeframes, who is involved?)

- Community consultations across sea coast and with a timeframe (9 months) with support from the team (Jason Downs)
- A steering committee to ensure this gets done (terms of reference). One person plus a proxy to represent the 13 invited groups
- Every three months steering committee meets and is resourced – venue, travel, financial, accommodation

3. What would you like to see an Aboriginal Sea Ranger do?

- Junior ranger program implemented
- Follow cultural protocols and legislative requirements
- Scientific monitoring and research
- Monitor and protect sacred sites
- Fee for service work and contracting work
- Monitor flora and fauna
- Pollution monitoring and clean-up
- Establish nurseries for food sources
- Navigation and stories
- Train and have cultural experiences
- Ongoing cultural teaching
- Southern Law sharing and teaching
- Relevant sharing
- Emergency response
- To look at soils and the land degradation
- Projects and activities are sustainable and hardwired into functions not stop start funded
- Report any criminal or cultural activities within our boundaries

4. Requirements to be a Sea Ranger

- Junior ranger program resourced for success as a possible pathway and opportunities
- Resources to monitor and record infringements safely
- All relevant licenses and tickets

The Facilitator asked the governmental participants involved in the forum to gather together for this session and discuss the same questions from a departmental perspective.

Group 3 – Government

1. What would the structure of an Aboriginal Sea Ranger model look like?

- Sea rangers to "care" for their country in South Australia e.g.
- Cultural responsibilities
- Enforcement, monitoring and management activities
  - Fisheries – state and commonwealth
  - Aquaculture operations
  - Marine parks – state and commonwealth
  - Local government (coastal regions)
  - AQUIS, border protection and customs
  - Marine safety compliance – state and commonwealth
- Ears and eyes on their country
- Search and rescue
- Community education
  - Their communities
  - Government – all levels
  - Broader community – schools, TAFE, Universities, Corporate etc.
- Research

2. How do we progress towards this model? E.g. stages, timeframes, who is involved?

- Identify the legislation and policy drivers, (currently exists in Fisheries management act), need to identify other legislative mechanisms
- Identify a “Champion” – leadership
- Formalized structure
- Support and endorsement through all levels

3. What would you like to see an Aboriginal Sea Ranger do?

- Fit the proposed model into the existing framework, where possible (common ground)
- Where framework doesn’t fit, provide support to develop changes

14. Co-design session 2 (presentations from the groups)

A member from each of the 3 groups presented their answers to the three questions that were asked by the facilitator. At this time the Facilitator collated and recorded the key themes that were common amongst the groups:

Group 1

- Set up steering group – determine terms of reference
- Look at the Tribal model used in Queensland and Northern Territory
- Adapt Tribal model to SA
- Implement the model – Steering group dissolves
- Formation of state-wide Sea Ranger leadership group – leadership group made up of two representatives from each group. Community consultation may be required for some groups
- Formal request to invite Philip Rist and Simon Xuereb to attend and provide guidance on leadership group
- Cultural exchange
- First wave to implementation – Narrunga

Group 2

- Ownership is the overarching goal as a principal

- First in time, first in law
- Unity – state-wide, coast to coast
- An ongoing commitment in writing from government
- Our time to leave our legacy. Leave for future generations. Grasp it now
- Keep an open mind for developing our model
- Within 12-18 months, two Aboriginal Sea Rangers in each PIRSA Fisheries and Aquaculture office

Group 3 – Government

- Identify the legislation and policy drivers
- Identify a "Champion" – leadership
- Fit the proposed model into the existing framework leading to long term change

Common themes

- Getting ourselves right first – speaking with one voice, don't let government divide and conquer
- Unite model with neighbours – Coast to Coast approach
- Value add to government
- Pass aspirations onto youth
- Seize opportunity and do it well
- Leadership
- Co-management with government
- Remain committed
- The process is important, the outcome is the icing on the cake
- Based on respect

The objective of this session was to allow for informed discussions and small group collaboration with South Australian participants leading the discussions and providing a formula they felt best represented their views and aspirations as leaders for their respective Nations. Discussions were facilitated, information captured, and presented by participants back to the whole group for discussion and reflection.

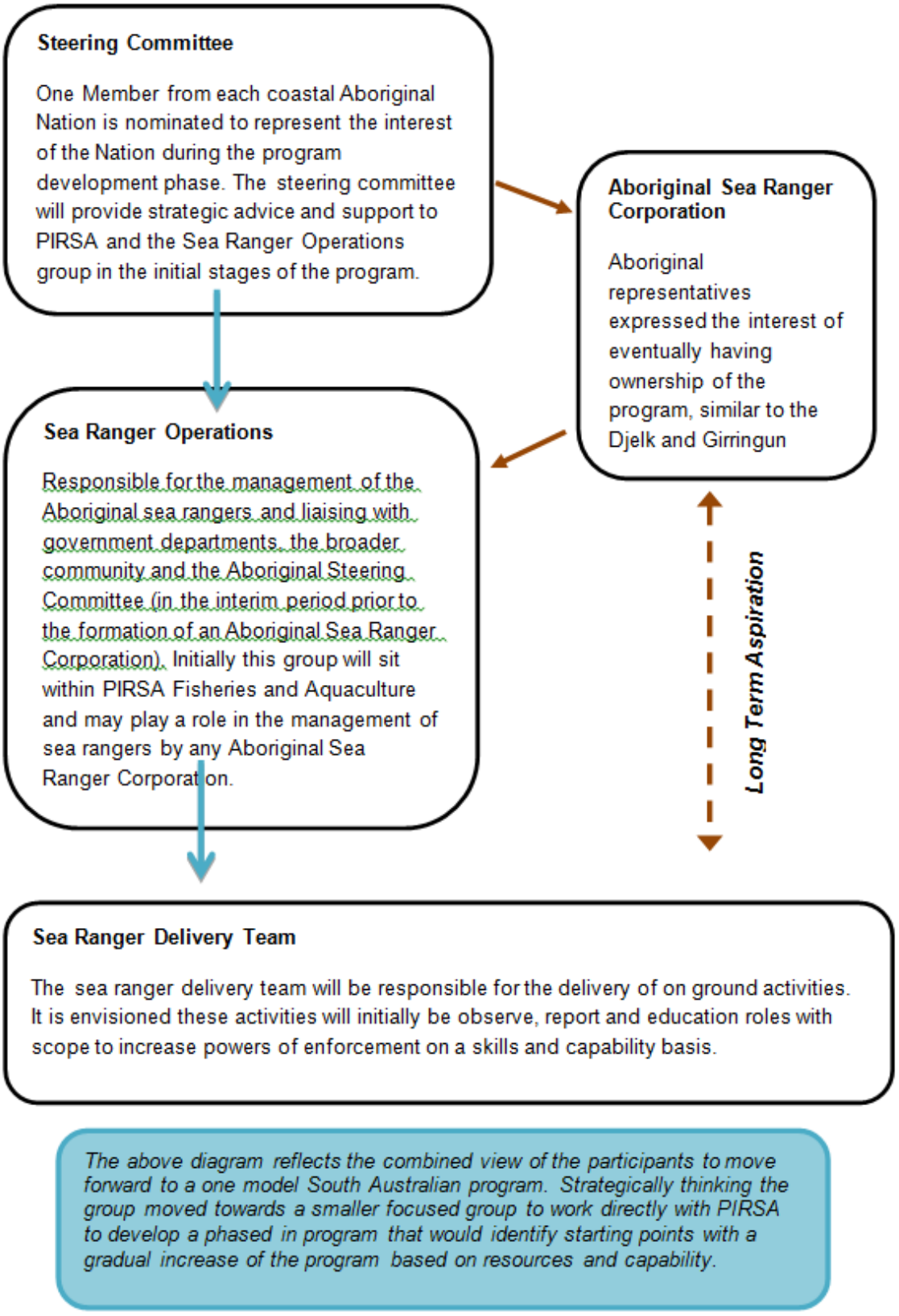


Figure 3: Proposed approach to implement a State-wide model for a South Australian Sea Ranger program

15. Recommendations to FRDC and PIRSA Fisheries and Aquaculture

The following recommendations were agreed by all the South Australian Aboriginal Nation attendees:

1) *Develop a state wide model that enables all Aboriginal Coastal Nations to participate in a Sea Ranger program with PIRSA.*

2) *Form a steering committee from attendees of the forum to co-design and implement the model with PIRSA.*

3) *PIRSA to identify and secure further resources to support a steering committee which will;*

    a) *Implement a process to establish the governance structure and agency agreements needed prior to initiation of an 'on-water' program.*

    b) *Success of this project will be achieved with the appointment of an Executive Officer for the steering group, with a priority to finalise key tasks.*

9. DISCUSSION

Aboriginal Nation representative bodies have limited resources, multiple obligations, busy agendas and competing interests for time. This creates challenges for both Nations and governments, all of which can impact on the engagement process with Aboriginal representatives. It was important for the project team to personally attend Aboriginal Nations representative meetings to present the project and personally invite Nations to attend. This provided an important opportunity for people to engage with the project team, to question the objectives of the forum and the commitment of the state government to the process.

The Aboriginal Nation boards engaged in this project are heavily consulted with by multiple government departments and industry. The commitment to the outcomes of the forum, and the application of the report, were frequently expressed concerns. The common questions were *'How long until we see something on ground?'* and '*Will this be just another report sitting on a shelf?*' Engaging early with Aboriginal representative bodies allowed time for the project team to discuss the history and objectives of the project and to begin addressing their concerns. This also allowed Nations and representatives to prepare and consolidate their thoughts, aspirations and expectations for the forum and future Sea Ranger program. All representative bodies engaged in this process expressed a desire for the implementation of a Sea Ranger program in South Australia. Sea Rangers were seen as a platform to provide multiple benefits to Aboriginal people including, preserving cultural connection to Sea Country, the protection of sacred sites, educating the general public, increased involvement in Sea Country management, careers and flow on social, economic and spiritual benefits to Aboriginal people, communities and Nations. The forum provided the opportunity for meaningful engagement between the coastal Aboriginal Nations of South Australia and the State government. The forum was an important step in allowing common values to be shared amongst participants and unite participants' efforts to realise the shared goal of having Aboriginal people gainfully and meaningfully employed to manage their Sea Country for the benefit of all South Australians.

Participants identified the aspiration for the Sea Ranger program to be eventually owned and managed through an Aboriginal Corporation that is comprised of representatives of all Aboriginal coastal Nations (Figure 3). This aspiration mirrors the programs that were presented by Phil Rist (Girringun Aboriginal Corporation) and Victor Rostron (Bawinanga Aboriginal Corporation). Both of the afore mentioned community-controlled corporations represent multiple traditional owner groups and subcontract the services of their Rangers to conduct operations on behalf of State and Federal government departments and research organisations. In the interim, and prior to the formation of a South Australian Aboriginal Sea Ranger Corporation, it was agreed that the program link with the established infrastructure and management framework of PIRSA Fisheries and Aquaculture.

During the forum there were discussions on the issues of recognition of Tribal law, native title and the ILUA process. Although these were not the direct topic of conversation they are important issues that will need further discussion in the

progression of a model both in South Australia and any other jurisdictions that adopt or adapt this process.

4) *PIRSA to identify and secure further resources to support a steering committee which will;*

   a) *Implement a process to establish the governance structure and agency agreements needed prior to initiation of an 'on-water' program.*

   b) *Success of this project will be achieved with the appointment of an Executive Officer for the steering group, with a priority to finalise key tasks.*

10. RECOMMENDATIONS

1) **Develop a state wide model that enables all Aboriginal Coastal Nations to participate in a Sea Ranger program with PIRSA.**

   All participants agreed unanimously to work with PIRSA in a collaborative manner to establish a program that ensured all Aboriginal Coastal Nations were able to participate in the management of Sea Country. It was agreed that the journey would require more time and greater discussion to identify the specific details and understanding required to define the exact model. Participants recognised the opportunity to participate and acknowledged this step was a welcome and encouraging attempt by PIRSA to engage and co design an important initiative.

2) **Form a steering committee from attendees of the forum to co-design and implement the model with PIRSA.**

   Participants unanimously agreed to support a steering group comprised of representatives to continue to collaborate with PIRSA on the development details of the model. A significant request was to ensure representatives from Northern Territory and Queensland be invited to continue to support and advise as the model develops.

3) **PIRSA to identify and secure further resources to support a steering committee which will;**

   a) **Implement a process to establish the governance structure and agency agreements needed prior to initiation of an 'on-water' program.**

   b) **Success of this project will be achieved with the appointment of an Executive Officer for the steering group, with a priority to finalise key tasks.**

   Participants felt supported and acknowledged for their input, skills and experience. To continue to support this it is critical further resources are identified and allocated to continue the momentum of this work. Furthermore a dedicated person is essential to ensure the knowledge and relationships developed are continued to be supported.

11. BENEFITS AND ADOPTION

Relationships between State government (PIRSA) and Aboriginal Coastal Nations have been strengthened through this best practice process of respectful and collaborative engagement and co-design. A model has been defined and will involve ongoing collaborative management by Aboriginal Coastal Nations and PIRSA, Fisheries and Aquaculture.

The implementation of the model will provide ecological and social benefits through;

- improved fisheries management by an increased understanding of traditional fishing practices
- increasing knowledge of government and traditional fisheries management practices within government, Aboriginal communities and broader community to build upon shared social values
- increased involvement of Aboriginal people in the management of fisheries and Sea Country
- support for the continuation and practice of Aboriginal culture by supporting traditional fishing practices and increasing the knowledge and understanding of government and the broader community on the importance of Sea Country to Aboriginal people.

Project Co-Investigator and Aboriginal Leader, Klynton Wanganeen, said participants were encouraged by opportunities a Sea Ranger program could provide their communities. *"We want to be the first in Southern Australia to have Aboriginal people meaningfully and gainfully employed in managing their Sea Country in partnership with the State Government,"*

Whilst the primary beneficiaries will be the participating Nations and PIRSA, the flow on effects to industry sectors and the general public are anticipated to be high and positive. This will be realised through improved relationships and increased interactions to break down in some instances, strongly held negative views and attitudes. Building relationships and positive interactions through shared values based engagement will achieve lasting behavioural changes and improved social change. This will in time be reflected in stronger management plans leading to improved ecological health and diversity.

The project team anticipate the methodology and application of this project will provide a valuable case study and resource for other Government departments, researches and industry people wishing to engage stakeholders in co design.

12. FURTHER DEVELOPMENT

The project team recommend that the report and the collaborative approach taken is widely disseminated and promoted to;

1. Aboriginal groups and Nations in other jurisdictions across Australia
2. All State and Commonwealth agencies involved in engaging multiple stakeholders with a focus on collaboration and co-design
3. National Indigenous media outlets
4. Presented at the Australian Fisheries Management Forum
5. Presented to FRDC Indigenous Reference Group

Furthermore the project team will be recommending to PIRSA the project and engagement approach be nominated for a South Australian Awards as a best practice engagement program.

The final report and results will be promoted to the

1. South Australian Government Senior Management Council consisting of all Executive officers of the State agencies,
2. The Chief Executives Group on Aboriginal Affairs
3. The Senior Officers Group on Aboriginal Affairs

Briefings will be provided to

1. Minister for Agriculture Food and Fisheries
2. Minster for Aboriginal Affairs and Reconciliation
3. Minster for Sustainability Environment and Conservation

13. NEXT STEPS – STAGE 2 IMPLEMENTATION

The critical step before commencing the stage 2 implementation process will be identifying funding resources. For the purpose of this report understanding current Commonwealth and State electoral processes occurring it has been difficult to identify and secure resources. The Project Team have identified the ongoing support of FRDC in the implementation stage as critical for refining and confirming the proposed model. Other Government authorities that have been identified and will be engaged include Environment, Environmental Protection, Training sector, and Aboriginal Affairs at state and commonwealth levels.

To ensure the momentum of the planning to date and intent of participants of the forum the project team are recommending the following approach as a means of progressing to the next stage.

Step 1: Appoint a project leader to manage the implementation phase

Step 2: Confirm project plan, communicate to all stakeholders and seek input

Step 3: Engage Nations and seek nomination of one representative from each participating Nation. Confirm agenda with stakeholders. Seek commitment from Girringun and NT participants to participate in implementation meetings

(Meetings will be hosted as two day events, starting at 10.00am on the first day and concluding at 3.00pm on the second day)

Step 4: Host first meeting

- Recap on Stage 1. Developing a model, Confirming model
- Setting the planning schedule and stage 2 agenda
- Defining core values for South Australian Sea Rangers
- Fisheries and Aquaculture roles and responsibilities

Step 5: Host second meeting

- Understanding enforcement and compliance, legal and operational
- Setting the framework, defining strategic and operational elements
- Consultation occurs with appropriate support agencies such as training organisations, to ensure appropriate input (and potential funding) for training components of the project.
- Identifying management structures, delivery mechanisms, roles and alignment with community and government
- Planning a phased in approach

Step 6: Host third meeting

- Understanding machinery of government
- Implementation modelling and developing budget bids
- Identifying skills and planning for training
- Communication strategy for community and government

Step 7: Present model and approach to participating Nations, seek feedback

Step 8: Host fourth meeting

- Confirm model, approach and phased in approach
- Identify key elements for implementation
- Engage with government leaders to present implementation model

14. PLANNED OUTCOMES

The outcomes of the project are discussed against the objectives of the Sea Ranger Research and Development Project below;

1. Engagement with all Aboriginal coastal Nations in South Australia to focus on a whole of South Australian Sea Ranger program

The engagement methodology applied in this project provided multiple opportunities for all identified coastal Aboriginal Nations to be involved. This included aspects such as increasing understanding of Sea Ranger programs and a greater awareness of government processes to change policy and develop programs. The flexible approach ensured the inclusion of newly formed Aboriginal representative bodies into the forum. Unfortunately administrative errors outside of the control of the project team resulted in the far west coast of South Australia to be under represented. Direct confirmation with nominated representatives as to attendance would have ensured participation. Representatives that were unable to attend were provided an opportunity to contribute by providing comments on the draft report.

2. Participating SA Nations will be informed, via a forum, about existing models by invited leaders from other State Sea Ranger programs

Participants at the forum were provided with expert knowledge and experience on the key components, success factors and roadblocks of a successful Sea Ranger program through presentations by Victor Rostron, Phil Rist and Chris Muriata, Simon Xuereb and Jason Downs. All South Australian Nations have been provided with a draft report and will be provided with a final report once approved.

3. Relationships with all participating Nations and PIRSA will be strengthened and thereby accelerate the formation of an effective SA model

The forum provided an opportunity for Aboriginal Nations and PIRSA to come together and discuss mutual aspirations for Aboriginal Sea Country management and the development of a Sea Ranger program. These discussions allowed representatives to identify and discuss common values, build and strengthen relationships. Discussions on the opportunities a Sea Ranger program can provide and the legacy representatives are providing to the next generation brought the group together in a proactive approach that greatly accelerated the process of identifying a model for a state-wide Sea Ranger program.

4. An effective model will be defined, with an approach and timeline to establish a Sea Ranger program for South Australia

Presentations from experienced Sea Ranger program managers were influential in directing discussions of key components of a successful Sea Ranger model. Workshop design and facilitation by the project team assisted participants to identify the key components, roles and outputs of a South Australian model.

Facilitated discussions were helpful to bring together themes and ideas to form a draft model with an understanding of applying a staged approach.

5. State and commonwealth agencies will be engaged to develop a collaborative model and approach forward

Conversations where held with Department of Sustainability, Environment, Water, Population and Communities representatives during the preparation phase of the project to inform the Federal government of the project. Representatives from South Australian and Victorian departments were invited to attend the forum as observers. Jurisdictional engagement will occur through the Australian Fisheries Management Forum in May and October. The South Australian government has been engaged and informed through the official across government Senior Officers Group for Aboriginal Affairs.

Key Lessons learnt (and explained in section 7) can be summarised as follows;

1. **Planning**. Is critical. An 80% planning 20% delivery rule was applied.
2. **Leadership**. Engage and involve key leaders
3. **Early, respectful engagement**. Commence early and maintain information
4. **Experts**. Identify and utilise those already delivering
5. **Neutral facilitation**. Provides unbiased and professional expertise
6. **Equity amongst all**. All groups were afforded the same opportunities
7. **Values.** A values based approach to engagement, listening and participation created respectful dialogue
8. **Staying focused**. Discussions and outcomes were defined and adhered to
9. **Follow through**. Information is provided to participants to inform of progress.

Flexibility and confidence to engage and enable a co design approach by the project team ensured that whilst there were key outcomes to be achieved this could be done so in collaboration with participants.

15. CONCLUSIONS

Sea Country is an integral component of Aboriginal culture, tradition and life. The success of this project is a reflection of the importance of Sea Country to the Aboriginal Nations of South Australia and the commitment of government to recognise and support Aboriginal involvement in Sea Country management. The engagement process utilised the best practice framework from IAP2 to inform, involve and collaborate with the coastal Aboriginal Nations of South Australia. The engagement strategy implemented ensured flexibility in the approach to Aboriginal Nations and provided multiple opportunities for information on and participation in the forum and report. This approach mitigated events that may have prevented the participation of Aboriginal Nations and has achieved the first, second and third objectives of the project through the level of engagement achieved.

The South Australian Aboriginal Sea Ranger forum provided an opportunity for collaboration and relationship strengthening for South Australian Aboriginal Coastal Nations, Aboriginal Ranger managers from Northern Australia and PIRSA. The collaborative approach has allowed participants to unify under common values and focus on Aboriginal Sea Country management and the long term opportunities for Aboriginal people. The forum lifted the level of knowledge and understanding of participants and State government representatives. It was acknowledged by all as an important step to the implementation of a state-wide Sea Ranger program.

Objectives three, four and five have been achieved as the recommendations of the forum and the 'Next Steps' section provide a clear pathway forward for government and the Aboriginal Coastal Nations of South Australia. These are complimented by the consensus of the representatives at the forum to collaborate with government to achieve the mutual aspirations of a functioning and lasting South Australian Sea Ranger program. The results of this project are recommended to be promoted through government and Aboriginal organisations to compliment and assist in discussions on Aboriginal Sea Country management opportunities.

The involvement and participation of other jurisdictions early in the process through the FRDC Indigenous Reference Group enabled the identification of best practice programs. The flexibility of the project team and initial project brief enabled for the incorporation of suggestions from jurisdictions and participating Aboriginal Nations. A significant benefit and flow on effect of this flexible approach has led to a model and case study that provides a current and relevant approach for other agencies, researchers or industries to consider in engagement with multiple stakeholders.

The critical success factors that lead to the objectives of the project being achieved can be summarised as; open and honest partnering with Aboriginal people, utilising approaches and information that are supportive and focused on values to achieve mutual aspirations. This project has brought greater attention to Aboriginal Sea Country management in South Australia and has mobilised the support of the Aboriginal Coastal Nations of South Australia. The momentum and

ongoing collaboration will ensure the path to implementing an Aboriginal Sea Ranger program in South Australia will maintain sustainable and well managed Sea Country.

Back Row. *Matthew Osborne, Howard Richards, Colin 'Lindsey' Watson, Michael Turner, Derek Gollan, Victor Rostron, Mark Koolmatrie, Klynton Wanganeen, Simon Xuereb, Karno Walker, Craig Branson, David Weetra, Jon Emmet, Fred Tanner.*

Front Row. *Lindsey 'Tinto' Sansbury, Lynette Crocker, Georgina Williams, Jenny Cassidy, Kingsley Ahang, Lindsy Thomas*

Attendees absent from photo. *Professor Mehdi Doroudi, Khatija Thomas, Phil Rist, Chris Muriata, Loralee Wright, Jason Downs, Peter Dietman, Nathan Kimber, Bart Dessart, Peter Marin, Robyn Campbell, Jacqueline Taylor, Karen Brine, David New, Clyde Rigney, Luke Trevorrow*

16. APPENDICES

Appendix 1. Intellectual property

This project was supported by the intellectual property of the project team and participants. The project team would like to acknowledge the significant contribution of the case study presenters for sharing their intellectual property with forum participants. The intellectual property of the Aboriginal Coastal Nations and their representatives is also recognised for their contribution and development of a model for a South Australian Sea Ranger program. The Indigenous Reference Group to FRDC is also recognised for their support and contribution to the identification of case studies and input into the project design.

PIRSA and the project team have invested intellectual property into the design and conduct of the project, forum and engagement strategy. Specifically the experience and networks for engaging with the Aboriginal Coastal Nations, and developing a process to collaborate and develop a state-wide model.

Appendix 2. Staff and project participants

Project participants	Organisation
Bart Dessart	Department for Manufacturing, Innovation, Trade, Resources and Energy
Bruce Hammond	Department of Sustainability, Environment, Water, Population and Communities
Chris Muriata	Girringun Aboriginal Corporation
Clyde Rigney	Ngarrindjeri Regional Authority
Colin 'Lindsey' Watson	Tribal Owners of the Coorong, Lower Lakes, Murray River and the Sea
Craig Branson	Nauo Aboriginal Nation
David New	Department for the Environment, Water and Natural Resources
David Weetra	Nauo Aboriginal Nation
Derek Gollan	Tribal Owners of the Coorong, Lower Lakes, Murray River and the Sea
Fred Tanner	Department for the Environment, Water and Natural Resources
Georgina Williams	Kaurna Nation Cultural Heritage Association
Howard Richards	Barngarla Aboriginal Nation
Jacqueline Taylor	Ramindjeri Clan Conservancy
Jason Downs	Department for Manufacturing, Innovation, Trade, Resources and Energy, Principal Investigator
Jenny Cassidy	Department for Planning, Transport and Infrastructure
Jon Emmet	Department for the Environment, Water and Natural Resources

Karen Brine	Point Pearce Aboriginal Corporation
Karno Walker	Ramindjeri Clan Conservancy
Khatija Thomas	South Australian Commissioner for Aboriginal Engagement
Kingsley Ahang	South East Aboriginal Focus Group to NRM
Klynton Wanganeen	Aboriginal Leader Co Investigator
Lindsay Sansbury	Narrunga Nations Aboriginal Corporation
Lindsay Thomas	Nukunu Aboriginal Nation
Loralee Wright	Indigenous Reference Group to FRDC
Luke Trevorrow	Ngarrindjeri Regional Authority
Lynette Crocker	Kaurna Nation Cultural Heritage Association
Mark Koolmatrie	Tribal Owners of the Coorong, Lower Lakes, Murray River and the Sea
Matthew Osborne	Rural Solutions SA
Professor Mehdi Doroudi	Primary Industries and Regions SA Fisheries and Aquaculture
Michael Turner	Nukunu Aboriginal Nation
Nathan Kimber	Rural Solutions SA
Peter Dietman	Primary Industries and Regions SA Fisheries and Aquaculture
Peter Marin	MLCS Corporate – Independent facilitator
Phil Rist	Girringun Aboriginal Corporation
Robyn Campbell	South East Aboriginal Focus Group to NRM
Simon Xuereb	Northern Territory Fisheries
Victor Rostron	Bawinanga Aboriginal Corporation

Appendix 3. Project Fact Sheet

FACTSHEET

Tuesday, 30 October 2012

Contact Matthew Osborne matthew.osborne@sa.gov.au 8226 9959

FISHERIES & AQUACULTURE **PIRSA**

South Australian Aboriginal Sea Country Management

- Coastal Aboriginal Nations of South Australia will be invited to attend a forum in March 2013 to discuss how Aboriginal people could be more involved in the management of Sea Country in South Australia.
- The project team will be visiting Aboriginal communities to discuss the project and extend an invitation for the nation to elect two members to represent them at the forum.
- The forum aims to increase the awareness of how;
  - Fisheries are managed in South Australia,
  - How Aboriginal Sea Country management programs operate in other parts of Australia,
  - How Aboriginal people of South Australia would like to be involved in fisheries and Sea Country management.
- Outcomes of the forum will be;
  - A preferred model for Aboriginal Sea Country Management in South Australia.
  - Strengthened relationship between coastal Aboriginal nations and Primary Industries and Regions SA (PIRSA) Fisheries and Aquaculture.
- The forum will be conducted over two days and will consist of presentations from PIRSA Fisheries and Aboriginal Sea Ranger programs from around Australia.
- Different management models for Aboriginal Sea Country management programs will be discussed to assist in the development of a sustainable South Australian model for Sea Country management.
- Input from the representatives of the attending Aboriginal nations will be collected through group discussions and activities throughout the forum.
- This project was developed by Primary Industries and Regions SA in partnership with the Fisheries Research and Development Corporation and the Department of Manufacturing, Innovation, Trade, Resources and Energy.

growing sustainable regions

Government of South Australia
Primary Industries and Regions SA

Appendix 4. Introduction letter

Government of South Australia
Primary Industries and Regions SA

30/10/2012

Dear _____

Re: Management of Sea Country in South Australia

The State government invites all Aboriginal coastal nations to be involved in discussions on the management of South Australian Sea Country.

A forum to understand how Aboriginal people may participate in the management of Sea Country across South Australia is being held.

Date: March 2013
Venue: SARDI Aquatic Sciences Centre, West Beach, Adelaide.

Your input to the forum is needed. During November and December your Community will be contacted by members of the project team. We aim to organise a time to meet with members of your Community prior to the forum to provide you with more information and to answer any of your questions.

At that time we will be asking you to nominate 2 members from your Community to attend the Forum. Travel and accommodation and final meeting details will then be provided to your nominated members to attend.

The forum will bring together representatives from the coastal Aboriginal nations of South Australia, Aboriginal people working in Sea Country management around Australia, representatives from Primary Industries and Regions South Australia and observers from stakeholders who share an interest in the management of Sea Country.

Day 1 of the Forum will provide attendee's with the opportunity to hear from Aboriginal people who are currently participating in Aboriginal Sea Country management programs from different locations around Australia, including Darwin, Western Australian and Queensland.

Day 2 will provide attendees with an opportunity to consider and discuss the best way forward for Aboriginal management of Sea Country in South Australia.

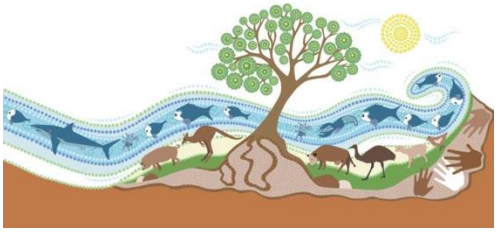
If you require any further information or have any questions you can contact Matthew Osborne, Primary Industries and Regions SA on (08) 8226 9959.

Yours Sincerely

Jason Downs
Leader for Engagement
Department for Manufacturing, Innovation, Trade, Resources and Energy

Appendix 5. Principal Investigators Presentation. - Jason Downs

South Australian Sea Ranger Forum



South Australia
Sea Ranger Forum

Primary Investigator – Jason Downs (DMITRE)
Co-Investigators – Klynton Wanganeen & Peter Dietman (PIRSA)
Project Manager – Nathan Kimber
Project Officer – Matt Osborne (Rural Solutions SA)

Government of South Australia
Primary Industries and Regions SA

Australian Government
Fisheries Research and Development Corporation

Government of South Australia
Department for Manufacturing, Innovation, Trade, Resources and Energy

Our approach is to ensure there is equal and respectful collaboration by all who attend and participate.

The project team have adopted the International Association of Public Participation (IAP2) framework for best practice engagement. We have adopted this approach to ensure the outcomes create a space for respectful co-design for a South Australian Sea Ranger Model. The IAP2 framework focuses on different levels of engagement. These are. INFORM, CONSULT, INVOLVE, COLLABORATE, EMPOWER.

Understanding Worldviews

Purpose

- The forum aims to increase the awareness of how;
  - Fisheries are managed in South Australia,
  - How Aboriginal Sea Country management programs operate in other parts of Australia,
  - How Aboriginal people of South Australia would like to be involved in fisheries and Sea Country management into the future.

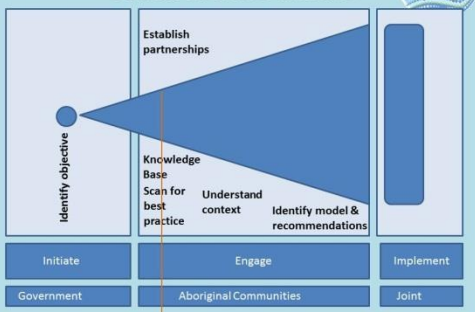
Outcomes

- Outcomes of the forum;
  - A preferred model for Aboriginal Sea Country Management in South Australia.
  - Strengthened relationship between coastal Aboriginal people and Primary Industries and Regions SA (PIRSA) Fisheries and Aquaculture.

Involve & Co Design

We are seeking feedback and input from participants here towards the development of a Sea Ranger Initiative for South Australia

Collaborative Model



A Strategic Approach

- Our invitation and early discussions involved asking groups to send those who could represent and had a passion for Sea Country
- This forum is all about looking at the big picture in a strategic way to think about the higher level and a South Australian model in partnership with government

A Strategic Approach

STRATEGIC THINKING
Big picture, engaging, planning, testing ,researching, options

OPERATIONAL
Development, logistics, resources, reporting

Delivery
On ground / sea, doing

Forum outcomes to effect change

- Recommendations
- Discussion paper
- Briefings to Chief Executive
- Briefings to Senior Management Council
- Briefings to Ministers
- Budget Bi lateral bids, with support
- Treasury approvals
- Implementation

What should a model look like ?

Will need to

- Consider existing mechanisms and align to them
- Link to State Strategic Plan
- Demonstrate value for investment
- Hardwired into ongoing state appropriation
- Support objectives of the Fisheries Management Act
- Options, 1, 2, 3
- Strategic and planned phasing in
- Consider opportunities for providing other roles
- IRRISISTABLE FOR .....

Our aim is.....

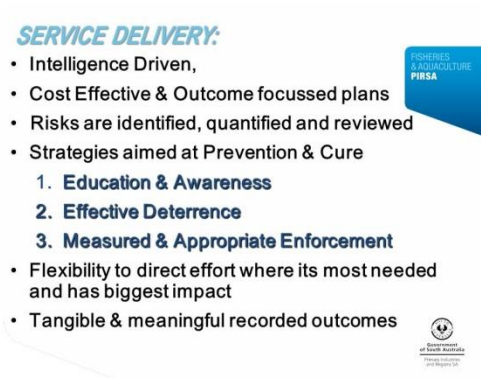
Debate and Discuss
Engage in conversations
Raise the level of Consciousness
Participate in informed judgement
Work through the issues
Provide recommendations

- You will share the information and knowledge with your communities, and
- Provide feedback to the draft prior to finalising recommendations

Summary

- Journey to develop a collaborative model
- Apply a strategic approach to forward planning
- Listen and participate
- Recommend a future model

Appendix 6. PIRSA Fisheries presentation


SERVICE DELIVERY:
• Intelligence Driven,
• Cost Effective & Outcome focussed plans
• Risks are identified, quantified and reviewed
• Strategies aimed at Prevention & Cure
1. Education & Awareness
2. Effective Deterrence
3. Measured & Appropriate Enforcement
• Flexibility to direct effort where its most needed and has biggest impact
• Tangible & meaningful recorded outcomes

OPERATIONS TEAM:
• 42 Fisheries Officers
• 2 Fishcare Volunteer Coordinators
• 100+ Volunteers
• ??
• Ceduna
• Port Lincoln
• Whyalla
• Kadina
• Yorketown
• Largs North
• Loxton
• Kingscote
• Kingston SE
• Mount Gambier
Head Office 25 Grenfell St Adelaide

QUALITIES & CAPABILITIES:
• Integrity and ethics
• Building and maintaining relationships
• Teamwork / team building
• Effective communications skills
• Conflict resolution
• Commitment to quality
• Analytical thinking
• Professional and technical expertise
• Physically & Mentally fit

SA SEA RANGER PROGRAM MODEL
OVER TO YOU
WE ARE LISTENING !

Appendix 7. Djelk Sea Ranger presentation

Djelk Sea Rangers

- Presented by Victor Rostron

Djelk Sea Rangers

- Is in an Indigenous community in Maningrida around 550km from Darwin
- Maningrida It represents 8 clan groups and 9 language groups
- Is the largest Aboriginal community in the NT
- Many Traditional Owners from surrounding sea country are represented by or are Sea Rangers

Early days

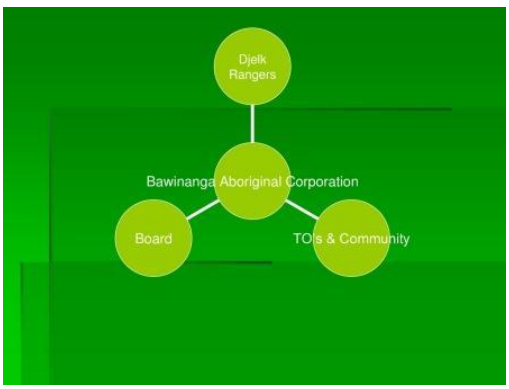
- When Djelk Sea Rangers wanted to start doing work there was no Indigenous rangers in Australia to model itself on
- It was in the early 1990's that the CEO of Bawinanga Aboriginal Corporation and Traditional Owners applied for federal funding and started the first Indigenous Ranger program in the NT.
- It was funded by the Caring for Country program and provide a very meaningful employment stream for Sea Country people.

Early days

- Sea Rangers did the work in the early days for little financial benefit.
- The first employment opportunity was Community Development Employment Program (CDEP)
- Rangers did this work as little Sea Country work was done by any other agency and we wanted to manage it better

Currently

- The Djelk Sea Rangers Employs 16 men and women Rangers fulltime.
- Sea Rangers develop their own Sea Country plans together
- Sea Rangers carry work out within their own homelands and in newly declared Indigenous Protected Areas (IPA)
- IPA is recognized across the water also



Funding Cycle

Fee for Service

Fee for service

- Customs Service Level Agreements
- Fisheries Marine Ranger Grants
- AQIS contracts

Ghost net, big mob

Shark Boat

Barra boat

AQIS

AQIS threats

Geo-Image Cybertracker

Challenges and Issues

- Really hard to find threats as Indonesian vessels and crew get smarter and evasive
- Face to Face dealing with compliance with commercial fishing vessels (Barra Boats)

Challenges
Lack of support for rangers as people think they are self supporting
Lack of support from Land Council
Educating people when they interact in sacred sites and how to respect indigenous culture better
Building better communications with the public and fisherman

Successes
Fisheries training awards
Ghost net awards
Banksia awards
Djelk presented awards by Territory Heads of Government and Federal Government
IPA Declaration
Only Ranger group to have Customs contract

Current Position
Sea and Land patrols
Supervising Men and Womens Rangers
Achieving success on our contract
Independent from land Council

Appendix 8. Northern Territory Fisheries Management Ranger Programs

Northern Territory Indigenous Marine Ranger Program

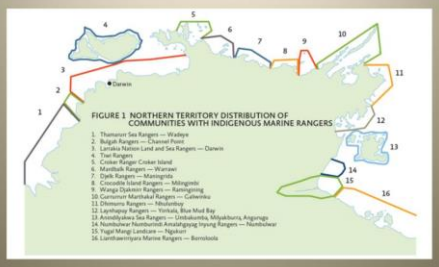
NT Marine Rangers

- The Northern Territory Indigenous Marine Ranger Program is built on cultural foundations
- It harnesses coastal Traditional Owners to lead the way in protecting waters surrounding their homelands
- Indigenous people own 13,000km of the NT Coastline or 84% (ALRA) and have powerful links to the country they occupy

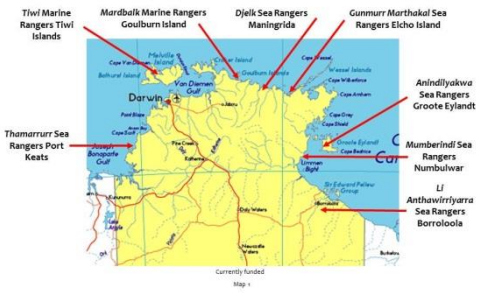
Acknowledgement

- Aboriginal people are exempt from the NT Fisheries Act to collect food for traditional purposes.
- The Act acknowledges indigenous people and their right to traditional allocation
- Government funding to assist indigenous people enter the fishing industry, aquaculture, management and employment opportunities

NT Indigenous Marine Ranger groups



NT Funded / Marine Ranger Groups



NT Indigenous Marine Ranger groups

- During more than a decade in consultation with the Northern Territory Government, Traditional Owners maintained their desire to be able to care for their estates
- This led to the establishment of the NT Fisheries Marine Ranger Program.
- This program was pivotal in helping to establish some Ranger groups to deliver on the aspirations of Traditional Owners

NT Indigenous Marine Ranger groups

- The first group was set up in the 1990's.
- Aboriginal Consultative Committees were established in the 1990's and was the carriage for industry to be more indigenous inclusive Aboriginal participation in co-management and their arena to stipulate how to direct the fishing.

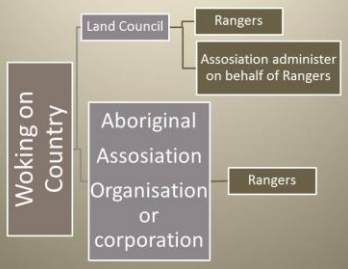
NT Indigenous Marine Ranger groups

- Fisheries has supported ranger groups since 2001 through funds and 'gifting' seized fishing vessels.
- 16 Ranger groups exist now (8 of which are funded under Fisheries).

Various Ranger Models

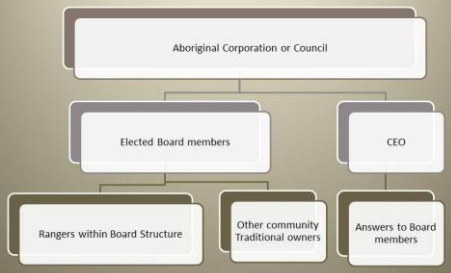
- Funded through relevant Land Councils or Indigenous Organisations / Associations
- They receive Federal funding through Working on Country (WoC)
- This funding is given only to approved projects and funding is based on annual, 3yearly or 5yearly submissions
- Ranger groups are generally funded for full time positions through WoC however need to attract fee for service or other cost recovery alternatives.

Federal Funding Model



Fee for service or cost recovery

Governance model



Research

Ghost net and marine debris

Fisheries compliance

Surveillance

Aquaculture

Challenges and issues

- Funding has been the major challenge along the way for most Ranger groups
- The inconsistency of financial support makes it difficult for any longer term planning for ranger groups
- Governance also seems to be an important issue to ensure the Ranger programs in communities are supported properly over the long term
- The importance of the Board making decisions for the greater community rather than being for self interest
- Asset acquisition issues for vessels, vehicles and infrastructure and maintenance of these assets in remote areas.

Successes and Opportunities

- Since 2002 many national awards for excellence were won due to the highly successful nature of the NT Indigenous Ranger Program including opportunities to meet with other indigenous rangers from around the world.
- An opportunity to engage Indigenous Rangers in Fisheries Compliance became a reality when the High Court handed down its decision regarding the Blue Mud Bay case.
- NT government and TO's are reaching an agreement to determine what level of powers rangers will have commensurate with their level of training

Current Position

- Currently funding eight Indigenous Ranger groups $60K per annum for fee for service engagement
- Joint compliance patrol with Rangers and Police
- Contractual agreements for joint Search and Rescue operations with Police and Rangers
- Collaborative research with Rangers and NT Fisheries
- Aquaculture and fishery development opportunities for Rangers

Current Position in Training

- 72 Indigenous Marine Rangers trained in Certificate II in Fisheries Compliance
- Cert II Aquaculture course development
- Cert II Laboratory Measuring and Analysis course
- Cert III Fisheries Compliance development

Current Position

- A pilot program to encourage Indigenous people into the fishing industry is currently underway in East Arnhem land and is based on principles regarding cultural boundaries rather than physical boundaries that are recognised by western culture
- The pilot program shares resource allocation with fisheries legislation to underpin localised management decisions

Important points to consider

- Governance model is probably the most important factor for developing a ranger program
- That ranger are chosen collectively to represent a diverse majority of clan groups representing different areas of cultural sea country.
- Board structure must be collectively self driven not self interested
- This will harness the CEO to drive collective interests

Important points to consider

- Establish sea country plans early as possible
- Learn as much from other successful sea ranger groups from Australia and around the world to create the most effective model.
- Engage with the public and industry to foster relationships to assist in the environmental management and the sustainable use of resources.

Clients/Support

- NT Fisheries- surveillance, reporting, compliance, research and monitoring
- AQIS- Vermin eradication and introduced pest monitoring
- Ghost Nets Australia- beach and marine debris clean up
- Customs- Surveillance and reporting for international threats along the vast NT Coastline
- Other varied federal and territory funding

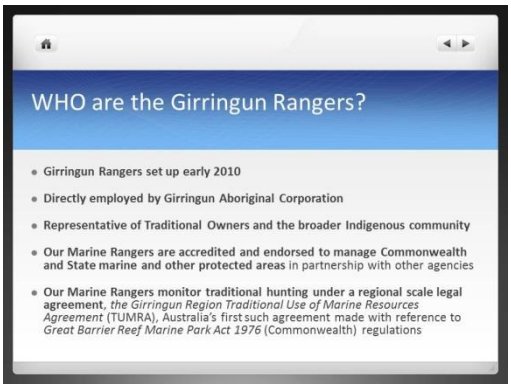
Future plans

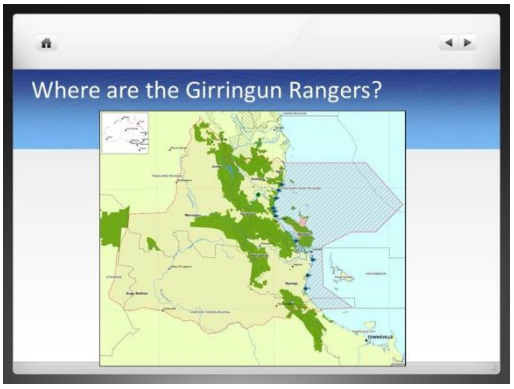
- Expansion of eight ranger groups to all 16 groups over the next few years
- Increase in funding for some groups in high risk fisheries areas to build capability and compliance presence
- Rollout of compliance powers to Rangers who have completed cert II in fisheries compliance
- Deliver Cert III & IV fisheries compliance for increase compliance capabilities

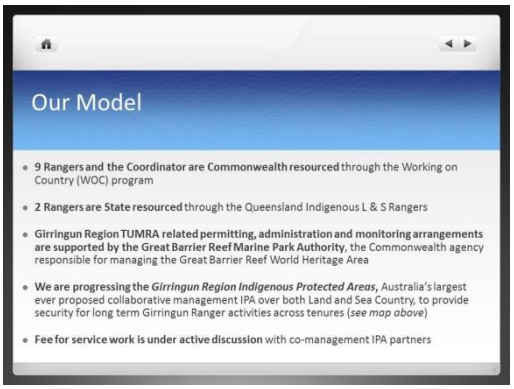
Future plans

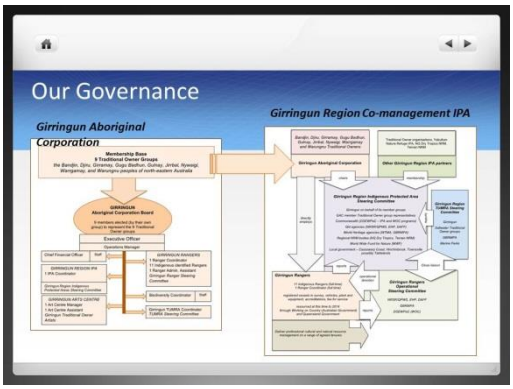
- Forecast is set to engage and fund all 16 Indigenous Ranger groups in the medium term
- Blue Mud Bay High Court decision has fast racked governments vision to engage indigenous people in areas of Fisheries compliance, Research, Fishing and Aquaculture
- Governance proposals will change slightly as partnerships are formed with the Northern Territory Government,
- This is likely to take form mainly in areas of regionalised management with greater Indigenous participation.

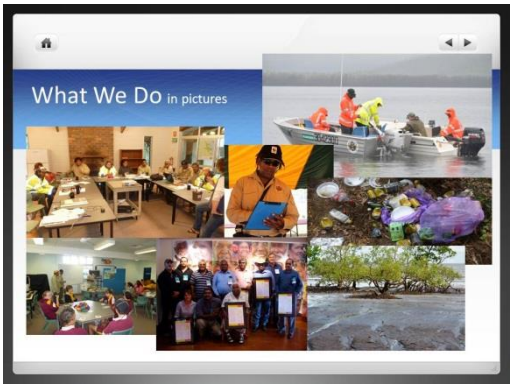
Appendix 9. Girringun Sea Ranger Presentation

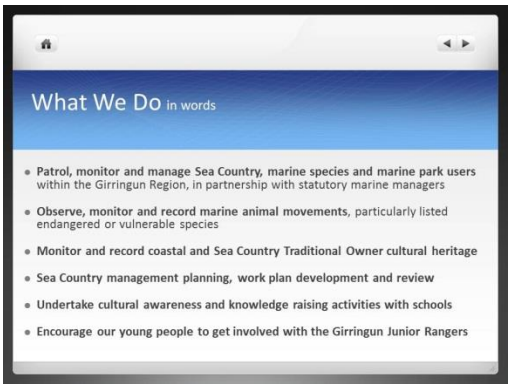












What We Do in pictures

Challenges and Issues

- **Negotiating Australia's first ever TUMRA** (Traditional Use of Marine Resources Agreement) – made between 6 Traditional Owner groups
- **Gaining Traditional Owner equity** in collaborative management negotiations
- **Securing marine management resources** for our 6 Saltwater groups
- **Managing upward to secure support** across multiple layers of government
- **Driving beneficial and viable policy change for professional Indigenous employment** in a highly contested protected area management space

Successes and Opportunities

- **Lengthy history of collaboration** between Saltwater Traditional Owner groups
- ***Girringun Region TUMRA*** 2003-2008, 2008-2010, 2010-2015
- **Solid partnerships** with multiple levels of statutory marine park managers
- **GBRMPA Indigenous Reef Advisory Committee**, based on earlier Sea Forum
- **Regional Indigenous Rangers Disaster Recovery Network** (post Yasi 2011)
- **Sharing our experiences with others**

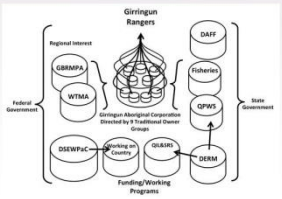
Position Description

- **Indigenous identified Ranger positions** (other than Ranger Coordinator)
- **Open Drivers Licence** preferred and essential for Ranger work activities
- **Work experience** in related areas, or a keen interest in Ranger work
- **A good work ethic** – being on time every day and doing our work well
- **Respect for Girringun Elders, Traditional Owners, staff and consultants**
- **Professional and safe conduct** is a must, as is having a positive attitude
- **Coxswains / boat ticket** for Sea Country work (Marine Rangers to obtain / hold)

Important Points to Consider

- **Respect** for Girringun's governing Board, CEO and the Coordinator is crucial
- **Workplace discipline is critical**, with positive staff support a consideration
- **Ranger program must actively consider developing each Ranger's talents**
- **Leadership potential within a Ranger groups should be actively supported**
- **A open and transparent grievance process is essential from Day 1**
- **Every Ranger must commit to full participation** in work, training and skills building

Clients and Support – Our Current Funding Model



Our Journey – Where We Are Headed

- **Holistic co-management of Sea Country** together with terrestrial Country, **underpinned by the Girringun Region IPA** (*proposed for declaration June 2013*)
- **Growing the Girringun Rangers**
- **Building our Peoples, our Communities' and our Country's strengths** in holistic management **to improve our resilience to climate change impacts** – today and tomorrow

Gould Island Fish Traps after Cat. 5 Severe Tropical Cyclone Yasi, 2010

Any Questions?

GIRRINGUN ABORIGINAL CORPORATION

Thank You!

Appendix 10. Goolarabooloo Jabirr Jabirr presentation

Presentation withheld