



**FRDC**

FISHERIES RESEARCH &  
DEVELOPMENT CORPORATION

# **Business opportunities and impediments for Aboriginal community development in supportive fishing industries in the Roper River to Robinson River area of the Northern Territory**

**Sinclair, M., Dulfer-Hyams, M. & Nona, H.**

**Northern Land Council**

**February 2020**

FRDC Project No 2016-201

© 2020 Fisheries Research and Development Corporation.  
All rights reserved.

ISBN 978-0-646-81602-9

**Business opportunities and impediments for Aboriginal community development in supportive fishing industries in the Roper River to Robinson River Area of the Northern Territory  
FRDC 2016-201**

2020

**Ownership of Intellectual property rights**

Unless otherwise noted, copyright (and any other intellectual property rights, if any) in this publication is owned by the Fisheries Research and Development Corporation and Northern Land Council, The GEORG Group and Melanie Dulfer-Hyams.

This publication (and any information sourced from it) should be attributed to **Sinclair, M., Dulfer-Hyams, M. & Nona, H. The Northern Land Council, 2020, *Business opportunities and impediments for Aboriginal community development in supportive fishing industries in the Roper River to Robinson River area of the Northern Territory. Final report to the Fisheries Research and Development Corporation, Canberra.***

**Creative Commons licence**

All material in this publication is licensed under a Creative Commons Attribution 3.0 Australia Licence, save for content supplied by third parties, logos and the Commonwealth Coat of Arms.



Creative Commons Attribution 3.0 Australia Licence is a standard form licence agreement that allows you to copy, distribute, transmit and adapt this publication provided you attribute the work. A summary of the licence terms is available from [creativecommons.org/licenses/by/3.0/au/deed.en](http://creativecommons.org/licenses/by/3.0/au/deed.en). The full licence terms are available from [creativecommons.org/licenses/by/3.0/au/legalcode](http://creativecommons.org/licenses/by/3.0/au/legalcode).

Inquiries regarding the licence and any use of this document should be sent to: [frdc@frdc.com.au](mailto:frdc@frdc.com.au)

**Disclaimer**

The authors do not warrant that the information in this document is free from errors or omissions. The authors do not accept any form of liability, be it contractual, tortious, or otherwise, for the contents of this document or for any consequences arising from its use or any reliance placed upon it. The information, opinions and advice contained in this document may not relate, or be relevant, to a readers particular circumstances. Opinions expressed by the authors are the individual opinions expressed by those persons and are not necessarily those of the publisher, research provider or the FRDC.

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.

**Researcher Contact Details**

Name: Northern Land Council  
Address: 45 Mitchell Street  
Darwin NT 0801  
Phone: 08 8920 5100  
Fax: 08 8920 5255  
Email: [reception@nlc.org.au](mailto:reception@nlc.org.au)

**FRDC Contact Details**

Address: 25 Geils Court  
Deakin ACT 2600  
Phone: 02 6285 0400  
Fax: 02 6285 0499  
Email: [frdc@frdc.com.au](mailto:frdc@frdc.com.au)  
Web: [www.frdc.com.au](http://www.frdc.com.au)

In submitting this report, the researcher has agreed to FRDC publishing this material in its edited form.

# Foreword

This report provides an account of the Yanyuwa Traditional Owner-led project, *Business opportunities and impediments for Aboriginal community development in supportive fishing industries in the Roper River to Robinson River Area of the Northern Territory* which was grounded in a Participatory Action Research Approach (PAR). It was funded by the Fisheries Research and Development Corporation (FRDC) and aimed to:

Build capacity of the Wurrahiliba Management Committee (WMC)<sup>1</sup> in identifying well founded opportunities to grow local fishing sector economies, realising impediments, and developing a strategy of steps to bring opportunities to fruition.

Further research objectives were stated as:

1. The overarching objective is to build the capacity of the WMC in:
  - a. Identifying well founded opportunities to grow local fishing sector economies
  - b. Realising impediments and
  - c. Developing a strategy of steps to bring opportunities to fruition.
2. Ensure community-based planning approaches inform the project and meet specific needs of the community, particularly Aboriginal social and cultural aspirations in fishing and seafood sectors which are often missed in mainstream planning stages.
3. Support best practice through informed consent from Traditional Owners in all stages of enterprise development on their land and tidal waters.
4. Develop Traditional Owners networks with fishing industries, local Aboriginal Ranger programs, local business, relevant agencies and other stakeholder interests.
5. Facilitate robust communication and relationship building among Traditional Owners and stakeholders through forums and consultations.
6. Raise community awareness through networks and communication materials.
7. Support a consultative process that facilitates the mapping of existing local fishing activity and services and identifies needs as well as new opportunities and gaps.
8. Refine interests into potential business scenarios that can be used in a second phase of this project which is to develop and test the feasibility of business cases.
9. Develop a report for the community that will provide a legacy product to assist the WMC in setting priorities and developing its interests over the next 10-15 years.

The WMC is a resource co-management committee led by Yanyuwa Traditional Owners. Its establishment is provisioned under the intertidal agreement between the Northern Land Council on behalf of Traditional Owners and the Northern Territory Government. The agreement provides permit-free access for commercial and recreational fishers and fishing tour operators to enter intertidal waters over Aboriginal-owned land across the Sir Edward Pellew Islands and McArthur River area.

To implement this project using community-based planning approaches and support relationship building, lead facilitators enabled WMC members and other interested stakeholders to form a PAR community of co-researchers to collectively inquire into the supportive fishing industries opportunities in the area, identify impediments and develop strategic actions to bring opportunities to fruition.

Lead facilitators enabled the collective inquiry through implementing a range of community-based workshops, meetings and structured interviews, and facilitated information sharing between the co-researchers. The lead facilitators also distributed information to inform the PAR community's

---

<sup>1</sup> 'Wurrahiliba in Yanyuwa language can be translated as 'Sea Country'.

collective inquiry, and meeting and workshops reports to co-researchers to support their reflection of workshops.

This report has been authored by the lead facilitators and presents the project findings for the consideration of the PAR community. It aims to assist in their determination of future strategic actions to pursue their aspirations in growing the fishing sector in Borroloola and addressing the impediments of Aboriginal economic development.

This report considers the aspirations and impediments to Aboriginal community development according to the Yanyuwa Traditional Owners that participated in the project and other industry representatives, government agencies and the Northern Land Council. It does not necessarily represent the views of all Yanyuwa Traditional Owners.

It is recommended that the PAR community consider the findings of this project, and subsequently identify their next strategic actions.

Lead Facilitators, FRDC 2016-201  
January 2020



# Contents

<b>Foreword</b>	<b>i</b>
<b>Contents</b>	<b>iii</b>
<b>Acknowledgments</b>	<b>v</b>
<b>Abbreviations</b>	<b>vi</b>
<b>Executive Summary</b>	<b>vii</b>
<b>Introduction</b>	<b>1</b>
<i>Research rationale</i>	1
<i>Research governance and PAR community</i>	3
<b>Objectives</b>	<b>4</b>
<b>Method</b>	<b>5</b>
<i>Participatory action research</i>	6
<b>Results and Discussion</b>	<b>13</b>
<i>Situation Analysis</i>	13
<i>Thematic Analysis</i>	22
<b>Conclusion</b>	<b>29</b>
<b>Implications</b>	<b>31</b>
<b>Recommendations</b>	<b>32</b>
<i>Further development</i>	32
<b>Extension and Adoption</b>	<b>35</b>
<b>Bibliography</b>	<b>36</b>
<b>Glossary</b>	<b>41</b>
<b>Project materials developed</b>	<b>43</b>
<b>Appendices</b>	<b>44</b>
<i>Appendix 1: Project materials developed</i>	45
<i>Appendix 2: List of researchers and project staff</i>	62
<i>Appendix 3: Intellectual Property</i>	62
<i>Appendix 4: Map of Yanyuwa Sea Country Estate and other protected areas</i>	63
<i>Appendix 5: Research Project Terms of Reference</i>	64
<i>Appendix 6: Stakeholder Analysis Table (Expanded)</i>	66
<i>Appendix 7: Stakeholder Analysis Table (Summary)</i>	95
<i>Appendix 8: Thematic Analysis</i>	100
<i>Appendix 9: Community Report</i>	129
<i>Appendix 10: Summit Report</i>	145
<i>Appendix 11: Research Progress Report</i>	161
<i>Appendix 12: Discussion Paper for the WMC</i>	172

## **Tables**

<b>Table 1: Participatory Action Research Schedule</b>	<b>7</b>
--	----------

## **Figures**

<b>Graphic 1: Participatory Action Research Process</b>	<b>6</b>
---	----------

<b>Graphic 2: Decision-making Framework</b>	<b>34</b>
---	-----------

# Acknowledgments

The authors of the report wish to acknowledge the The Fisheries Research and Development Corporation (FRDC) for funding the project, *Business Opportunities and Impediments for Aboriginal Community Development in supportive fishing industries in the Roper River to Robinson River Area*, and thank the members of the Project Steering Group including representatives of the FRDC Indigenous Reference Group, Yanyuwa Traditional Owners, the Northern Land Council, the Northern Territory Fisheries Division of the Department of Primary Industry and Resources, the Northern Territory Seafood Council, and the Amateur Fishermen's Association of the Northern Territory.

The authors would also like to thank the Yanyuwa Traditional Owners that engaged in this project and other PAR community co-researchers who have provided their time and effort in participating in the research; to the Wurrahiliba Management Committee for their engagement and commitment in guiding the research; and to Northern Land Council and Mabunji Aboriginal Resource Indigenous Corporation staff members who have supported locally-based research.

# Abbreviations

ABS	Australian Bureau of Statistics
AFANT	Amateur Fisherman's Association of the Northern Territory
ALRA	Aboriginal Land Rights (Northern Territory) Act 1976
CDU	Charles Darwin University
CDP	Commonwealth Government Community Development Program
CSIRO	Commonwealth Science and Industry Research Organisation
DENR	Department of Environment and Natural Resources (Northern Territory)
DPIR	Department of Primary Industries and Resources (Northern Territory)
DTBI	Department of Trade, Business and Innovation (Northern Territory)
FRDC	Fisheries Research and Development Corporation
IPA	Indigenous Protected Area
IUCN	International Union for Conservation of Nature
MARIC	Mabunji Aboriginal Resource Indigenous Corporation
NLC	Northern Land Council
NTF	Northern Territory Fisheries Division (Department of Primary Industries and Resources, Northern Territory)
NTG	Northern Territory Government
NTGFIA	Northern Territory Guided Fishing Industry Association
NTFJA	Northern Territory Fisheries Joint Authority
NTSC	Northern Territory Seafood Council
ORIC	Office of the Registrar of Indigenous Corporations
PAR	Participatory Action Research
PSG	Project Steering Group
WMC	Wurrahiliba Management Committee
YMC	Yanyuwa Management Committee

# Executive Summary

## What the report is about

This report presents the outcomes of the Participatory Action Research (PAR) that was implemented with the Wurrabiliba Management Committee (WMC). The community-based research conducted for this project was implemented between August 2017 and October 2018 and was governed by the Yanyuwa-led WMC.

## The benefit of undertaking the research

The project enabled the PAR community of co-researchers who were based in Darwin, Katherine and Borroloola, to *come together* in Borroloola to implement PAR activities designed to facilitate collective inquiry into the project.

The project also benefits other aspiring supportive fishing industry organisations and Aboriginal and Torres Strait Islander people by informing them of the impediments and opportunities for Aboriginal community development in supportive fishing industries, as well as highlight the challenges of *coming together, keeping together* and *working together* faced by Aboriginal-led co-Management committees of exclusive intertidal areas of the Aboriginal land and sea estate where other stakeholders seek access.

## Background

The 2008 High Court decision on the landmark Blue Mud Bay case (*Gawarrin Gumana & Ors vs Northern Territory*) recognises Traditional Owner exclusive ownership of Aboriginal land extending to the low water mark under the *Aboriginal Lands Right (Northern Territory) Act 1976* (ALRA).

Since this decision the NLC, as the relevant statutory authority for ALRA, and the Northern Territory Government (NTG) have been negotiating a permanent settlement on access arrangements as they affect both Traditional Owners rights and industry interests, notably the fishing sector.

In 2012, Yanyuwa of the Narwinbi, Wurralibi and Wurralibi (no. 2) Aboriginal Land Trusts signed a 20-year agreement with the NTG that grants commercial and recreational fishers *intertidal fishing access* to Yanyuwa-owned intertidal areas without a permit in exchange for negotiated provisions.

In 2017, the WMC was established as a provision under the Agreement. Its role is to support a dialogue among Yanyuwa, NLC, government and industry representatives concerning the management and economic development of the Yanyuwa sea country estate.

Relevant to the work of the WMC, the NLC and fishing industry groups secured funding in 2017 from the FRDC to undertake this project.

## Aims and objectives

1. The project objective was to build the capacity of the WMC by:

- Identifying opportunities to grow local fishing sector economies.
- Determining the impediments to Aboriginal community development.
- Developing a strategy of steps to bring opportunities to fruition.

Further research objectives were stated as:

2. Ensure community-based planning approaches inform the project and meet specific needs of the community, particularly Aboriginal social and cultural aspirations in fishing and seafood sectors which are often missed in mainstream planning stages.
3. Support best practice through informed consent from Traditional Owners in all stages of enterprise development on their land and tidal waters.
4. Develop Traditional Owner networks with fishing industries, local Aboriginal Ranger programs, local business, relevant agencies and other stakeholder interests.
5. Facilitate robust communication and relationship building among Traditional Owners and stakeholders through forums and consultations.
6. Raise community awareness through networks and communication materials.
7. Support a consultative process that facilitates the mapping of existing local fishing activity and services and identifies needs as well as new opportunities and gaps.
8. Refine interests into potential business scenarios that can be used in a second phase of this project which is to develop and test the feasibility of business cases.
9. Develop a report for the community that will provide a legacy product to assist the WMC in setting priorities and developing its interests over the next 10-15 years.

## **Methodology**

The project established a PAR community made up of co-researchers from the WMC and other stakeholders who chose to participate in research activities with lead facilitators, between August 2017 and October 2018.

PAR methods implemented included:

- Facilitated inclusive PAR community-based workshops and meetings to provide Yanyuwa and supportive fishing industries stakeholders the opportunity to implement collective inquiry and to implement direct sharing of information relevant to the research objectives and facilitate robust communication and networking between co-researchers.
- Exclusive Yanyuwa community-based workshops and family meetings to support their preparation for participation in the PAR community through; collective inquiry into their own aspirations and identification of opportunities in the supportive fishing industries; and consideration of their social and cultural aspirations for their community development and economic development.
- Literature review of Aboriginal community development and Indigenous economic activity in supportive fishing industry in; Borroloola; the Northern Territory; and northern Australia to inform the PAR community's collective inquiry.
- A situation analysis was developed in collaboration with the co-researchers to support their knowledge and mapping of fishing sector opportunities and Aboriginal community development context for; Yanyuwa people and their place; the remote community and economy of the Borroloola region; Aboriginal community development in Borroloola; and supportive fishing industries in Borroloola.
- A stakeholder analysis was developed over the course of the project of the fishing sector industry to support Yanyuwa knowledge of the fishing sector stakeholders and their networking actions.
- The two-day Borroloola-based PAR community workshop, Yanyuwa Sea Country Economic Development Summit (see Appendix 10).
- Reflective reporting of PAR activities and outcomes to support the PAR community review, plan, act and observe through the project timeframe.

## **Key findings**

In order to bring together the key findings of this project, the research team conducted a Situation Analysis, mapping the current state of Yanyuwa People and place, local fishing activities and existing opportunities and gaps, as well as a Thematic Analysis which identified aspirations, opportunities and strategic actions to address impediments to Yanyuwa economic development in supportive fishing industries. Both present the results generated through the life cycle of this project and are outlined below.

### *Enabling Yanyuwa economic development in supportive fishing industries:*

- Building knowledge of rights and interests and enacting them.
- Establishing Yanyuwa exclusive decision-making frameworks, governance bodies and corporations.
- Master planning for economic development.
- Confirming a Yanyuwa organisation to drive Yanyuwa economic development.
- Identifying functions of a Yanyuwa organisation.

### *Developing equitable and collaborative co-management body:*

- Yanyuwa, government and industry stakeholders are united in the need to improve *working together* that could be implemented through the strategic actions of the WMC as currently only available collective body to facilitate a forward process.

### *Differentiating co-management from economic development collaboration and developing appropriate frameworks:*

- The requirements expressed as necessary for co-management such as, transparency of a co-management committee's legitimate domain of interest and its purpose, principles and practices were different from the expressed requirements for economic development collaboration which identified that there was a right to confidentiality of commercially sensitive aspirations, ideas and strategies of parties with legitimate and vested interests.

### *Opportunities in supportive fishing industries for Yanyuwa economic development in the Roper River to Robinson River area:*

- CDP and job readiness.
- Fisheries skills management.
- Tourism, recreational fishing and cultural management.
- Aboriginal coastal fishing.
- Barramundi, coastal line and coastal net fisheries.
- Mud crab fishery.
- Aquaculture and trepang.
- Research.

### *Strategic actions to pursue economic development in supportive fishing industries and address impediments*

## **Implications for relevant stakeholders**

Whilst the project findings captured community identified opportunities and impediments to Aboriginal community development in supportive fishing industries, the scope of the impediments prevented the project from formalising strategic steps going forward. The project intended to provide a *legacy* product to assist the WMC in setting priorities and developing its interests over the next 10 – 15 years. However, there is a need to first overcome key competing issues of Yanyuwa governance and capacity in engaging in a process with the WMC and beyond to enable various opportunities going forward. Notable impediments that precluded consolidation of strategic actions included:

- Convening PAR activities in Borrooloola amongst such a diverse group of co-researchers based in multiple locations.
- The lack of Yanyuwa decision-making authority that can effectively implement governance and collaborative oversight.
- Disparity in representation on the Project Steering Group between government and industry and Yanyuwa.
- Unforeseen events that hindered the project team from presenting research outputs to the WMC and the wider Yanyuwa group. This last impediment prevented the distilling of information to WMC and Yanyuwa and setting some targeted directions going forward.

## **Recommendations**

A fundamental aspect of the participatory action research approach is that the PAR community reflect on and negotiate future strategic steps themselves.

Primarily, this project found that the NTF and some Yanyuwa individuals are aligned in seeking to develop local fishing sector economies through Aboriginal Coastal Licences. Yanyuwa have identified that a Yanyuwa fishing enterprise is the appropriate vehicle to support Yanyuwa individuals engage in relevant NTF programs. As such, a key recommendation is:

For NTF to establish a process with Yanyuwa to develop an appropriate fishing enterprise model. This model would need to support enterprise development and participation in existing industries, as well as develop work programs to enable the Yanyuwa fishing enterprise engage with CDP service providers and other agencies to support business entrepreneurship in the fishing sector. The WMC could be used to test and monitor progress of this development.

Further general recommendations are outlined below. These are based on the project findings which highlight Yanyuwa priorities for economic development through the fisheries.

1. NTF to support Yanyuwa economic development in supportive fishing industries. A key aspect of this process would entail devolving decision-making (of community development and fishing sector economy) to Yanyuwa. The role of external stakeholders is to facilitate or accompany Yanyuwa aspirations in generating opportunities in supportive fishing industries.
2. Provisions made for the development of an equitable and collaborative co-management body. Support is needed to initiate an identified Yanyuwa Aboriginal Corporation for the purpose of establishing a Yanyuwa decision-making authority for the purpose of Yanyuwa governance of their land and sea estate and for economic development. The corporation would provide an independent authority and address institutional disparity between Yanyuwa and their role as members of the WMC.



3. Acknowledge the differences in co-management and economic development collaboration and develop appropriate frameworks to facilitate these differences. The project has identified that separate to its co-management function, the WMC has a legitimate role in supporting economic development collaboration.
4. Explore opportunities in supportive fishing industries for Yanyuwa economic development in the Roper River to Robinson River area.
5. Support provided for the fruition of the strategic actions of Yanyuwa to pursue economic development in supportive fishing industries as well as to address impediments.

## **Keywords**

Aboriginal community, Aboriginal community development, Aboriginal commercial fishers, Aboriginal corporation, Aboriginal economic development, Aboriginal enablement, Aboriginal empowerment, Aboriginal estate, Borroloola, commercial fishing, commercial fisheries, community development programme, co-researchers, economic development, empowerment, enablement, fisheries, fishing industry, game fishing, Indigenous Australians, Indigenous community development, participatory action research, participatory research, recreational fisheries, recreational fishing, regional economic development, remote economic development, PAR community, Robinson River, Roper River, seafood industry, Yanyuwa.

# Introduction

This project is seeded in Yanyuwa rights which are recognised in Australian law under the Aboriginal Land Rights (Northern Territory) Act 1976 (ALRA). This law recognises exclusive ownership of Aboriginal land extending to the low water mark. This recognition has led to a watershed process across the Top End for Aboriginal landowners to assert their rights, interests and responsibilities for governing and managing access to Aboriginal-owned intertidal areas, notably the 2008 High Court decision on the landmark Blue Mud Bay case (*Gawarrin Gumana & Ors vs Northern Territory*). The 2008 High Court decision on the landmark Blue Mud Bay case (*Gawarrin Gumana & Ors vs Northern Territory*) recognises the right of Traditional Owners to control access to the intertidal area over their land. This implies a significant precedent for Aboriginal people to actively engage in the management and use of their lands and waters to achieve social, cultural, economic and environmental benefits for their country and its people.

Since the High Court decision, the Northern Land Council (NLC), as the relevant statutory authority for ALRA, and the Northern Territory Government (NTG) have been negotiating a permanent settlement on access arrangements. These arrangements affect about 85% of the Northern Territory coastline where Traditional Ownership is recognised as are associated industry interests, notably the fishing sector.

In July 2012, the NLC and the Narwinbi, Wurralibi and Wurralibi (no. 2) Aboriginal Land Trusts entered into a 20-year Agreement (ending in 2032) with the NTG.<sup>2</sup> The Agreement provides a licence and deed that allows permit-free access for commercial and recreational fishers, including fishing tour operators to enter the intertidal waters over Aboriginal land and take fish. The Land Trust area covers the Sir Edward Pellew Islands and McArthur River area in the Borroloola region of the Northern Territory (see Appendix 4).

Access is granted in exchange for a number of provisions under the Agreement, including cash payment made annually by the NTG to both Yanyuwa and to the local Li'Anthawirriyarra Sea Rangers managed by the Mabunji Aboriginal Resource Indigenous Corporation (MARIC). Notably, the Agreement provides for the NTG to convene a resource co-management committee as a forum for Yanyuwa, industry groups, government and non-government agencies to collectively discuss fishing business, management issues and opportunities for development in the Yanyuwa region. The NLC provides support to Yanyuwa to attend these meetings, including establishing membership of appropriate Traditional Owner representatives on the committee.

## Research rationale

The first resource co-management committee meeting was held in August 2015, when the Wurraliliba Management Committee (WMC) was established and constructed to be led by Yanyuwa.

WMC members include:

- Northern Land Council (NLC).

---

<sup>2</sup> Referred to as 'Agreement' throughout this report

- Northern Territory Fisheries Division of the Department of Primary Industries and Resources (NTF).
- Northern Territory Seafood Council (NTSC).
- Amateur Fisherman’s Association of the Northern Territory (AFANT).
- Northern Territory Guided Fishing Industry Association (NTGFIA).
- Yanyuwa Traditional Owners (or Yanyuwa).
- Other stakeholders such as Mabunji Aboriginal Resource Indigenous Corporation (MARIC).

The construction of the WMC aimed to:

Engage in a dialogue with relevant interest groups about local aspirations over an area of management within the Borrooloola Barkly Region and provide a governance framework from which to foster networks and advance strategic advice on coastal and marine related research and policy priorities for regional development to governments, industry, research entities and other stakeholders. The Committee is guided by the interests and responsibilities of Traditional Owners to exercise their inherent rights and interests in playing a leading role in the control and management of marine and coastal environments. (Wurrahiliba Management Committee meeting minutes, 2015)

At its inaugural meeting, the WMC identified a number of issues and agreed to prioritise accessing support for regional economic development opportunities through the key fisheries industries and services - commercial, recreational and tourism (fisheries industries).

In consultation with the WMC, the NLC as the principle investigator with project partner NTG, secured funding from FRDC in 2017 to deliver this project. The intent was to examine opportunities and challenges to support local community enterprise development around providing services to, and engaging directly in, these industries. The project was supported by the Northern Territory Seafood Council (NTSC), Amateur Fishing Association Northern Territory (AFANT) and the Northern Territory Guided Fishing Association (NTGFIA). Representatives of these organisations are also members of the WMC. The WMC membership also includes representatives from MARIC, the King Ash Bay Fishing Club and around 15 Yanyuwa selected by Traditional Owners party to the Agreement to represent their interests.

Participatory Action Research (PAR) is designed to generate knowledge from within a research community or a community of research, in contrast to expert researcher top-down positivist approaches. The project was conducted using a PAR approach to:

- Build shared knowledge amongst the PAR community.
- Identify alignment on identified opportunities for supportive fishing sector industries.
- Develop strategic actions that address the identified impediments.
- Support Yanyuwa Traditional Owners<sup>3</sup> to engage their rights and interests toward self- determined sustainable economic development.

---

<sup>3</sup> The term ‘Yanyuwa Traditional Owners’ will be used interchangeably with Yanyuwa in this report.

## **Research governance and PAR community**

The project's proposal positioned the WMC to be the governance body to guide and test research directions. A sub-set of the WMC with external representatives were convened as the Project Steering Group (PSG) to provide advice and guidance toward the delivery of the project. Members of the PSG included the Chair of WMC (Yanyuwa) and representatives of NLC, NTG, NTSC, AFANT, NTGFIA, FRDC Indigenous Reference Group and an independent expert. Progress of the project was communicated regularly to the PSG through teleconference and email through the NLC as secretariat for the project.

This project was delivered by independent lead facilitators under an agreement with the NLC (see Appendix 2). The lead facilitators engaged with the PSG members collectively and individually throughout the life of the project. They also established a PAR community made up of local stakeholders, members of the WMC, Yanyuwa, and Commonwealth, Territory and local government bodies, research institutes and industry representatives.

The project was guided by ethical research approaches and frameworks expressed in the project sponsor's guidelines and the Australian Institute of Aboriginal and Torres Strait Islander Studies Guidelines for Ethical Research in Australian Indigenous Studies. These approaches and frameworks for ethical research necessitate the recognition and equity of Yanyuwa as co-researchers of this project (see Appendix 3 and Appendix 5).

# Objectives

1. The primary objective of this project was to build the capacity of the WMC to;
  - a. Identify opportunities to grow local fishing sector economies.
  - b. Recognise impediments to establishing Aboriginal community development.
  - c. Developing a strategy of steps to bring opportunities to fruition.

Further research objectives were stated as:

2. Ensure community-based planning approaches inform the project and meet specific needs of the community, particularly Aboriginal social and cultural aspirations in fishing and seafood sectors which are often missed in mainstream planning stages.
3. Support best practice through informed consent from Traditional Owners in all stages of enterprise development on their land and tidal waters.
4. Develop Traditional Owners networks with fishing industries, local Aboriginal Ranger programs, local business, relevant agencies and other stakeholder interests.
5. Facilitate robust communication and relationship building among Traditional Owners and stakeholders through forums and consultations.
6. Raise community awareness through networks and communication materials.  
(Refer to Appendix 1)
7. Support a consultative process that facilitates the mapping of existing local fishing activity and services and identifies needs as well as new opportunities and gaps.
8. Refine interests into potential business scenarios that can be used in a second phase of this project which is to develop and test the feasibility of business cases.
9. Develop a report for the community that will provide a legacy product to assist the Wurrahiliba Management Committee in setting priorities and developing its interests over the next 10-15 years.

# Method

The research project used PAR to create spaces for engagement, conversations and self-reflection among:

**Lead facilitators**, whose role it is to plan for PAR and create safe spaces for the co-researchers to express and reflect upon their views with the assurance that their views will be treated confidentially until they agree to share their views.

**PAR community**, all individuals and groups who choose to participate in the research through experiential learning and reflection.

**Co-researchers**, individuals or a sub-group of the PAR community who participate in the research by representing common interests or values. The co-researchers engaged in the PAR activities included, the NLC, NTF, the NTSC, AFANT, NTGFIA and Yanyuwa, as well as other stakeholders such as MARIC.

According to Nurick and Apgar (2014), PAR planning requires lead facilitators to consider:

- Ethical and safety issues.
- Good practice in facilitation.
- Activities that create relaxed and informal communicative spaces and atmosphere.
- The documentation of the information generated by the PAR community within the communicative space.

In order to address the research objectives of identifying opportunities to grow the local fishing sector economies and address impediments, map existing local fishing activity and services, and identify any gaps, co-researchers were engaged in discussions about:

What are the current local economic opportunities in the area, local capability and current potential opportunities for capacity development?

What are the rights, interests and ideas around business and employment opportunities in Sea Country-based industries, such as fisheries and fisheries services, marine-based tourism, and the seafood industries across Sir Edward Pellew Islands and McArthur River area?

To develop Yanyuwa networks with local fishing industries, ranger programs, businesses, relevant agencies and other stakeholder interests, co-researchers were asked:

Who are the current partners that work with Indigenous groups to develop local business enterprise? Who are potential partners that may work with Indigenous groups to develop local business enterprise?

To refine the interests into business scenarios that can be used in the second phase of this project to test the feasibility of business cases, co-researchers were asked:

What do Yanyuwa want and need to build the partnerships they want to move forward with, engage and benefit from industry?

## Participatory action research

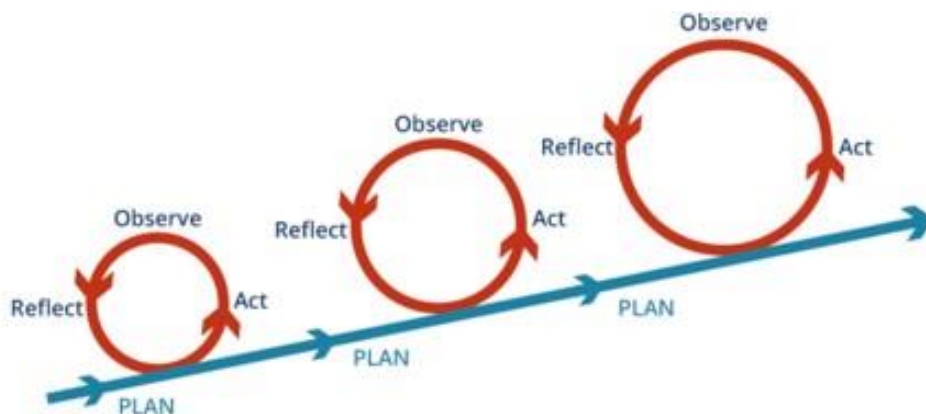
PAR was selected as the methodology to ensure a consultative process and a community-based planning approach informed the project. PAR is designed to generate knowledge from within a research community or a community of research, in contrast to expert researcher top-down positivist approaches. PAR was used to enable co-researchers to develop networks among local fishing industries, ranger programs, businesses, agencies and other stakeholders through facilitated communication and relationship building activities as well as to communicate and raise awareness of the project.

The advantage of a PAR methodology can be found in the co-researcher's own experiences of the *coming together* and *keeping together* to implement collective inquiry<sup>4</sup> into the research objectives.

The PAR approach generated knowledge from within the PAR community using an iterative self-reflective spiral process described in this project as action-learning loops or process loops. The PAR process loops established action-learning experiences of co-researchers and generated research knowledge through concepts of planning a change, acting to implement change, observing the process and consequences of the action, and reflecting on these processes and consequences. Each process loop continued into the next action-learning loop.

The PAR process loops, expressed in Graphic 1 below, show how the self-reflective spiral of plan, act, observe, reflect and repeat aims to allow people to adapt and progress in their efforts. Whilst this graphic presents an apparent linear model, PAR in its implementation is often non-linear as a process, as it is driven by dynamic collaboration between co-researchers.

### Graphic 1. Participatory Action Research Process



Source: Crane & Richardson, 2000, as cited by DHHS, 2012, p.10.

<sup>4</sup> In PAR, collective inquiry is the process of people coming together to implement their own action-based research together. In doing so, they become co-researchers into their own collective PAR process look research actions. It is the participation in the decision-making that builds knowledge ownership in co-researchers and fosters their collaboration and relationship building (Maguire 1987; McTaggart 1991).



## Qualitative Research Practice & Methods

The WMC member organisations, Yanyuwa and other interested stakeholders formed a PAR community to implement the research in an equitable and participatory way. The PAR community learned-by-doing actions in an iterative approach of reflection, planning, action, and observation loops.

A range of qualitative research methods were implemented including collective inquiry at PAR community meetings and workshops, and conversational and semi-structured interviews. To support the collective inquiry, lead facilitators provided the PAR community with information to inform their situation analysis and stakeholder analysis (see Appendix 6 and Appendix 7). Integral to these methods was the development and dissemination of information aimed to support shared understandings of areas of common focus for the project, such as a literature review of case studies of Aboriginal community development projects in the supportive fishing industries, and situation analysis and mapping of the current opportunities in existing fishing sector businesses in Borroloola (see Appendix 1).

Over the course of the project, the lead facilitators implemented PAR activities in open communicative spaces. To enable Yanyuwa to communicate robustly, the lead facilitators also established spaces for Yanyuwa discussions to enable their readiness to participate in the open communicative space of the PAR community. Lead facilitators documented the PAR community's narratives as they occurred in meetings and workshops and distributed these to co-researchers via presentations, meeting minutes and workshop reports to support co-researcher's reflection on their action-learning (see Appendices 9-12). The PAR implementation schedule (Table 1) outlines the PAR community process loops and the co-researchers present at each PAR step.

**Table 1: PAR Implementation Schedule**

PAR STEP	EVENT	DATE	LOCATION	ENGAGEMENT
<b>PAR Process Loop One</b>				
<b>Plan</b>	PSG meeting	15 Aug. 2017	Teleconference	NLC, NTSC, AFANT, FRDC IRG, Lead Facilitators
<b>Action &amp; Observe</b>	Yanyuwa meeting	22 Aug. 2017	Borroloola	Yanyuwa, NLC, Lead Facilitators
	WMC meeting	9 Oct. 2017	Borroloola	Yanyuwa, NLC, Research team, NTG, AFANT, Lead Facilitators
<b>PAR Process Loop Two</b>				
<b>Reflect &amp; Plan</b>	PSG meeting	27 Oct. 2017	Borroloola	NLC, NTSC, FRDC Researcher, Lead Facilitators

PAR STEP	EVENT	DATE	LOCATION	ENGAGEMENT
<b>Action &amp; Observe</b>	Collaborative research (workshop)	5-23 Mar. 2018	Borrooloola	Yanyuwa, Lead Facilitators
	Collaborative research (informal meetings)	5-23 Mar. 2018	Borrooloola	Yanyuwa , MARIC (Li'Anthawirriyarra Sea Ranger Group, McArthur River Mine, PMC, Roper Gulf Regional Council, NLC, NT Parks and Wildlife, Lead Facilitators
<b>Action &amp; Observe</b>	Yanyuwa Management Committee meeting	23 Mar. 2018	Borrooloola	Yanyuwa, Lead Facilitators
<b>PAR Process Loop Three</b>				
<b>Reflect &amp; Plan</b>	PSG meeting	12 Apr. 2018	Teleconference	NLC, NTSC, AFANT, MARIC, FRDC IRG, FRDC Researcher, NT Fisheries, Lead Facilitators
<b>Action &amp; Observe</b>	Stakeholder interviews	Jun.-Aug. 2018	Phone	FRDC Researcher, NTSC, NLC, PMC, AFANT, CSIRO, NT Fisheries, CDU, NT DPIR, Lead Facilitators
	WMC meeting	10 Jul. 2018	Borrooloola	Yanyuwa, NLC, NT Fisheries, AFANT, NTSC, Commercial fisher, Lead Facilitators
<b>Reflect &amp; Plan</b>	PSG meeting	31 Jul. 2018	Teleconference	NLC, NTSC, Lead Facilitator
<b>PAR Process Loop Four</b>				
<b>Reflect &amp; Plan</b>	PSG meeting	28 Aug. 2018	Teleconference	NLC, NT Fisheries, FRDC IRG, NTSC, Lead Facilitators
<b>Plan</b>	PSG meeting	10 Jul. 2019	Teleconference	NLC, FRDC IRG, Lead Facilitators
<b>Action &amp; Observe</b>	Yanyuwa Economic Development Summit	18-19 Sept. 2018	Borrooloola	Yanyuwa, NLC, NT Fisheries, NTG, Bawinanga Aboriginal Corporation, PMC (Cth), NTSC, AFANT, Commercial fisher, Lead Facilitators.
<b>Reflect</b>	PSG meeting	12 Dec. 2019		NLC, NTSC, NT Fisheries, Facilitators

### **PAR Process Loop One: Research Design, Engagement and Communication**

At the commencement of the project, the PAR community came together in Borrooloola.

First, Yanyuwa came together for an exclusive Yanyuwa meeting to hear about the project, canvas their ideas and expectations, and confirm the design for its implementation with the lead facilitators and NLC.

Following this meeting, an inclusive WMC was convened in Borrooloola to enable co-researchers to hear each other's expectations of the project and confirm its implementation. This aimed to build a shared awareness of co-researcher's current situation and aspirations for fisheries support services and Aboriginal economic development. It also aimed to build co-researchers understanding of their place within economic and socio-cultural power relations in Australia.

During the first inclusive workshop of the WMC the research community shared knowledge and understanding of the fisheries and related industries in the region, such as the Aboriginal Coastal Licences, recreational fishing and tourism, water quality, environmental management and island-based tourism ventures. Whilst there was information available on commercial fisheries, NTF explained to Yanyuwa that the Aboriginal Coastal Licence program aimed to support Aboriginal capacity in a pathway toward holding a commercial fishing licence.

During this initial PAR process loop, the PAR community identified that this project required flexibility and continuous communications to ensure that the open communicative spaces were managed by the co-researchers with facilitation from the lead facilitators. An Engagement and Communications Strategy identified potential approaches and principles to support communications, and a series of potential communicative activities to provide flexibility for co-researcher communications. The strategy was developed at the request of the PSG and outlined the communications necessary for the PAR approach to facilitate communications with Yanyuwa, support exclusively Yanyuwa discussions and inquiry, and facilitate robust communications between Yanyuwa and the other co-researchers in the PAR community.

### **PAR Process Loop Two: Yanyuwa Inquiry, Situation Analysis and Case Studies**

The second learning loop involved collective inquiry, knowledge sharing and collaborative planning to identify and assess emerging areas in local fisheries that could support Yanyuwa-driven economic development. It engaged the research community in qualitative research methods to identify the needs, aspirations and challenges for Yanyuwa economic development, community development and fisheries and fisheries service industry futures.

Planning direction was given for the lead facilitators to implement collective inquiry exclusively with Yanyuwa co-researchers as the next stage of research, using the Discussion Paper to stimulate ideas and discussions.

In March 2018, a lead facilitator implemented collective inquiry with the Yanyuwa research community over a period of three weeks in Borrooloola. Yanyuwa community engagement was guided by Yanyuwa holding membership to various Yanyuwa governance bodies, including the WMC, the Yanyuwa Management Committee (YMC) and the MARIC Board of Directors. Cultural authority and guidance were considered in discussions, meetings and workshops through the engagement of *ngimarringki* (land/Country owners) and *jungkayi* (land/Country managers) to ensure the appropriate cultural guidance was sought.

The research team also spoke with staff from local government and Yanyuwa representative agencies, including MARIC (administrative staff, board members and the Li'Anthawirriyarra Sea Ranger Group), and office staff at the NLC Borrooloola office. The lead facilitators implemented family-based collective inquiry; research discussions with the Borrooloola agencies (presented above); visited parts of Country that were relevant to the discussions (including *Jawuma*, Blackrock and *Lhuka*, Batten Point); and spoke with staff from the McArthur River Mine, Department of Prime Minister and Cabinet, Roper Gulf Regional Council, and NT Parks and Wildlife.

Following a Yanyuwa review of the findings, Yanyuwa directed that their identified aspirations, challenges and opportunities were to be shared with identified industry stakeholders directly by Yanyuwa. Findings were also included in the Progress Report (see Appendix 11) to inform the Yanyuwa WMC members and guide the research moving forward.

Following this direction, the Yanyuwa research community moved to establish collaborative conversations with interested industry stakeholders in the fishing industries to collaborative projects appropriate to their aspirations, current capacity and land and sea estate. This was progressed through a series of phone interviews conducted by the lead facilitators (see Appendix 1d).

The phone interviews considered:

What are the existing and alternative governance models to potential Yanyuwa development projects or enterprises?

Who are the stakeholders that can support Yanyuwa interests and develop partnerships?

How to develop relationships that respond to Yanyuwa interests?

Where further information can be collected to build knowledge about business and employment opportunities?

What are the slow moving and fast-moving opportunities?

The interviews collected thematic information on the project and progressively refined a Stakeholder Analysis (see Appendices 6-8) to support Yanyuwa establishing networks with other stakeholders that were appropriate to their aspirations.

Thematic findings were presented back to the WMC to inform moving the research forward and assess how the information could be used to build opportunities.

### **PAR Process Loop Three: Assessing opportunities and impediments**

Qualitative research methods continued to be implemented through PAR activities.

Discussions explored industry stakeholder current state of readiness as potential partners that seek to support, manage or develop commercial activities on Yanyuwa Sea Country estate. The interviews provided inquiry into:

Current industry development growth areas, calendars of events, policy guidance and investment guidance.

Characteristics of collaborative partner readiness in terms of institutional strength, appropriate governance, financial management, risk management and operational capacity.

Industry-side experience into collaborating with Indigenous partners within enabling frameworks.

Existing and developing partnership models or approaches that would best suit collaboration with Yanyuwa.

Funding sources in government, industry development funds, departments or private investors.

The intent was to move forward with appropriate organisations in brokering partnerships and scoping future projects within the region. The interviews allowed lead facilitators to discuss with fishing industry stakeholders perceived opportunities and capacity issues. However, the process did not meet the priorities of the Yanyuwa co-researchers who needed information sharing to occur in a face-to-face environment. As such, the interviews were unable to provide fishing industry stakeholders with information on Yanyuwa interests, needs and aspirations.

To address this issue, the lead facilitators progressed information sharing through an open communicative space where the research community could build trust, share knowledge, and discuss opportunities and impediments, as the direct drivers of conversation.

#### **PAR Process Loop Four: Sharing aspirations, what we can offer and what we need**

By the end of the third PAR process loop, there was considerable frustration within the research community for the need for dialogue and sharing knowledge in an open communicative space, whilst at the same time, trust in other co-researchers and willingness to share knowledge was still yet to be established.

Though expectations of outcomes were quite low, the research community agreed to implement a two-day summit in Borroloola hosted by Yanyuwa. The Yanyuwa Sea County Economic Development Summit<sup>6</sup> would create a local space for information sharing and partnership building for Yanyuwa with industry and government agencies (see Appendix 10).

The Summit created a collaborative space, where the research community shared knowledge, interests, challenges, and aspirations. It aimed to:

Provide co-researchers the opportunity to understand their shared aspirations for fisheries and related industries across the Yanyuwa land and sea estate

Build knowledge amongst co-researchers of the nature of other stakeholder interests in fisheries and related industries across the Yanyuwa land and sea estate.

Identify shared interests and aspirations between each other that may develop into a collaborative idea or project.

The Summit's theme was business and employment opportunities in industries across Yanyuwa Sea Country (such as marine-based tourism, fisheries and fisheries services, and the seafood industries across the Sir Edward Pellew Islands and McArthur River area) (see Appendix 1). It included presentations, talks and peer-to-peer meetings; and allowed time and space to have open conversations, build relationships and share experiences and knowledge. The Summit identified aspirations, capacity and opportunities and willingness to broker partnerships with Yanyuwa. It produced a community summary (see Appendix 9) and video of the event.

---

<sup>2</sup> 'Yanyuwa Sea County Economic Development Summit' is used interchangeably with 'Summit' in this report.

## **Final Reflection on the Project**

The final action in the project was this report authored by the lead facilitators to provide the PAR community with a reflective overview of the implementation, findings and recommendations of the project and identified strategic actions.

It is viewed by the lead facilitators that the PAR community should be given opportunity to come together to consider the identified opportunities and strategic actions identified in this report in addressing impediments and agreeing to the priority of strategic actions and next steps.

# Results and Discussion

In order to bring together the key findings of this project, the research team conducted a Situation Analysis, mapping the current state of Yanyuwa People and place, local fishing activities and existing opportunities and gaps, as well as a Thematic Analysis which identified aspirations, opportunities and strategic actions to address impediments to Yanyuwa economic development in supportive fishing industries. Both present the results generated through the life cycle of this project and are discussed below.

## Situation Analysis

### Mapping the current state of Yanyuwa People and place, local fishing activities and existing opportunities and gaps

The situation analysis addressed the project objectives to map the existing local fishing activity and services; to identify opportunities and gaps; and support the development of networks by identifying and engaging PAR processes among local fishing industries, ranger services and programs, businesses and relevant agencies, Yanyuwa and other stakeholder interests.

### Yanyuwa Place

Yanyuwa Country is located in the south west of the Gulf of Carpentaria in the Northern Territory. It encompasses the traditional land estate from the Roper River in the north, neighbouring Mara Country; the Robinson River in the south, neighbouring Garrawa Country; from Borroloola Township, about 60 kilometres inland; and seawards to traditional sea estates comprising of the Sir Edward Pellew Group of eight large islands, more than fifty small sand islets and approximately twenty reefs. Yanyuwa Country is defined as a *very remote* area as used by the Australian Bureau of Statistics, and is based on the basis of a measure of relative access to services.

Under ALRA, Yanyuwa hold exclusive ownership of their land and sea estates under their respective Narwinbi, Wurralibi and Wurralibi (no. 2) Aboriginal Land Trusts. Refer to the yellow line shown on the map in appendices to delineate those estates under ALRA. However, the 20-year intertidal Agreement grants permit free access for fishers to enter intertidal waters and take fish, which in effect reduces Aboriginal rights and interest. Though the provision to establish a consultative community under the Agreement provides an opportunity to establish a framework to support Yanyuwa to meaningfully engage in decisions and projects that support their community's social, cultural and economic aspirations.

Yanyuwa rights and interests are further recognised and exercised through the following legal and other effective means:

- Yanyuwa (Barni-Wardimantha Awara) Indigenous Protected Area (IPA) – Declared by Yanyuwa on 1 July 2011, the IPA includes 130,000 hectares of land and sea estate recognised under the International Union for Conservation of Nature's (IUCN) Categories V and VI protected areas that are managed mainly to protect its landscape and seascape and for the sustainable use of natural resources.

- McArthur River Pastoral Lease (*Ngajapa v Northern Territory of Australia*, DCD2015/008) – Exclusive and non-exclusive native title rights and interests across 11 estates determined on 26 November 2015.
- Manangoora Pastoral Lease (*McDinny v Northern Territory of Australia*, DCD2015/006) - Exclusive and non-exclusive native title rights and interests across 10 estates determined on 24 November 2015.
- In 2015, an additional 200 hectares of land across four islands and Batten Point was handed back to Yanyuwa as part of their 2006 land rights claim.
- 2016 Federal Court determination recognising Rumburriya Borroloola claim group’s Traditional Owner rights to trade over 2797 acres within the township of Borroloola (*Rumburriya Borroloola Claim Group vs Northern Territory of Australia*, 2016, FCA 776)

### **Yanyuwa People**

Yanyuwa also reside in approximately 26 outstations/homelands across the Pellew Islands and in the discrete Aboriginal community of Robinson. Whilst these places are within a 100-kilometre radius of Borroloola, they are not accessible by road during the wet season. As outlined above, Yanyuwa reside in an area that according to the Australian Bureau of Statistics (ABS) is classified as *very remote* Australia.

Yanyuwa and other Aboriginal and Torres Strait Islander people living in Borroloola make up 76.1% of the Borroloola population, comprised of 672 individuals living in 131 unique households (ABS 2017).

The Aboriginal and Torres Strait Islander population in Borroloola has a median age of 22 years old, with 33.7% of the population aged between 0 – 14 years of age.

Like many Aboriginal Australians living remotely, the Yanyuwa reflect the disparities found between Aboriginal and non-Aboriginal people in terms of health, employment, educational attainment, and home ownership. In 2010-2012, Indigenous identified men and women living in the Northern Territory had a life expectancy of 63.4 years and 68.7 years, respectively. In the same period, compared to non-Indigenous Australians, Indigenous men and women had a life expectancy gap of between 10 and 12 years with non-Indigenous Australians (ABS, 2013). Statistically Indigenous people have higher rates of infectious and chronic disease and are exposed to higher rates of risky behaviour driven by high risk social, economic and cultural environments and high rates of incarceration (WHO Commission on Social Determinants of Health, 2008).

The life expectancy gap and higher rates of infectious and chronic disease are identified as the outcomes of social determinants of health, particularly the socio-economic position of populations including their educational attainment, employment and occupation. Socio-economic stress has been shown to contribute to long-term chronic stress. According to the Australian Institute of Health and Welfare (AIHW) ‘between one-third and one-half of the health gaps between Indigenous and non-Indigenous Australians are the associated with differences in socio-economic position’ (AIHW, 2015, 2016). Furthermore, Indigenous adults in remote areas were significantly more likely than those in non-remote areas to have diabetes (21% compared to 9.4%).

In Borroloola, the weekly median Aboriginal and Torres Strait Islander personal income was \$320.00 and household income was \$1,162. Most people live in public housing and pay approximately \$33.00



per week rent. The Australian Census 2016 counted only 11 Aboriginal and Torres Strait Islander individual households that hold property tenure in Borroloola (ABS, 2017).

The Australian Census 2016 identified the Aboriginal and Torres Strait Islander labour force in Borroloola as comprising of approximately 150 individuals either working full-time or part-time, or actively seeking work (ABS 2017). In Borroloola, 55.8% of the Aboriginal and Torres Strait Islander population over 15 years old are not in the labour force. The Aboriginal and Torres Strait Islander Borroloola labour market participation rate of 44.2%, is just below the 2014-15 Northern Territory Aboriginal and Torres Strait Islander labour market participation rate of 47%. These statistics express Aboriginal and Torres Strait Islanders participation in the labour market is lower than the Northern Territory average labour market participation rate by 10%.

As at 30 April 2018, the Government's CDP showed there were 83 active Aboriginal job seekers in Borroloola. CDP was created by government to support Aboriginal people in remote Australia gain employment. Participants are required to complete up to 20 hours per week of work-like activities that benefit their community to access unemployment benefits without penalty. In Borroloola, CDP activities have included, Tamarind Park irrigation; Borroloola beautification; Anyula playground works with MARIC; education and training in construction; CDP stall at NAIDOC week; shed shelter at Tamarind Park; bench fabrication; woodcarving, arts and craft, painting; cooking; education and training in traffic management.

Educational attainment reflects disparity between Indigenous and non-Indigenous populations. Just over 50% of the Aboriginal and Torres Strait Islander population in Borroloola listed the highest educational attainment as Year 9 or Year 10. Of people aged over 15; 7.6% reported having completed Year 12; 7.4% had completed a Certificate III or IV; and 1.3% had completed an Advanced Diploma or Diploma (ABS, 2017).

The apparent lack of socio-economic power is also noted in local tensions, such as between Yanyuwa and the McArthur River Mine, as evidenced through robust debates around toxic waste (Vanovac, N., and Breen 2017). Yanyuwa are uncertain of the impact of mining practices on water quality and the state of the environment, with Yanyuwa consistently seeking confirmation of water quality from independent environmental monitors. Further, Yanyuwa business ownership is low in their region and there are limited economic opportunities available.

### **Yanyuwa Governance**

Yanyuwa have participated in various Traditional Owner-led governance and decision-making frameworks and entities to assert their rights and interests across their Traditional estates. This includes representation in:

- WMC.
- NLC - Representation through an elected Borroloola Barkly regional representative on the NLC Executive Council, 13 Borroloola Barkly regional members on the NLC Full Council; and the NLC Sea Country Working Group.
- MARIC - Yanyuwa representatives on the Board of Directors; and through the Yanyuwa (Barni-Wardimantha Awara) IPA governance body, and the YMC.
- *Rrumburriya Malandari Council Aboriginal Corporation* – Registered Indigenous Corporation with Yanyuwa members.

- *Mara Camp Aboriginal Corporation* - Registered Indigenous Corporation with Yanyuwa members.

## **Remote Economies**

The size and remoteness of the Yanyuwa estate and regional township of Borroloola from markets impacts the development and scale of local economic opportunities and activities. The 2016 Australian Census notes that the top three primary industries of employment of Aboriginal and Torres Strait Islander people in Borroloola are primary education, social assistance services, and other allied health services that supply services to the local population. The fourth and fifth identified primary industries of employment are beef cattle farming and silver-lead-zinc ore mining, which focus on supplying large amounts of primary goods to distant markets (ABS, 2017).

### *Mining*

Operating since 1995, the McArthur River Mine is an open cut mine situated 65km southwest of Borroloola. It processes zinc, lead and silver materials on site and ships globally via the mine's Bing Bong Loading Facility located 120km north of the mine on the coast in the Gulf of Carpentaria. The mine contributes to the local economy through employment and service use, with Indigenous employees accounting for approximately 20% of the workforce, though there is no differentiation between local Yanyuwa and non-local Indigenous people. The McArthur River Mine also delivers a sponsorship programme, the McArthur River Mind Community Benefits Trust, which works in partnerships with government and other stakeholders to support regional development, social initiatives and community relation activities.

### *MARIC*

Based in Borroloola, MARIC employs over 90 Aboriginal people from across the region, including through government funded schemes, both locally and in surrounding homelands, such as Waralungku Arts, Malandari Aged Care Centre, Li-Ardubirri Playgroup program, Wunala Creche, MARIC Operations, and a radio station and safe house.

Significantly, MARIC manages the Li-Anthawirriyarra (*People of the Sea*) Sea Ranger Unit, one of the biggest industries providing meaningful full-time employment to a mostly an Aboriginal workforce, as well as providing a means for looking after culture and the Yanyuwa land and sea estates. Holding training and capacities in land and sea management, including two ranger bases (Borroloola and Black Rock on the McArthur River) and a range of sea vessels assets, the ranger unit works to implement various environmental protection projects funded by various government agencies, notably the IPA, maintenance of cultural and heritage areas and fee-for-service activities. Activities include monitoring turtle and dugong populations, biosecurity, water monitoring, and feral animal and weed control. This includes partnerships with the local resource management government agencies, McArthur River Mine Community Benefits Trust and James Cook University.

### *Fisheries*

The commercial fisheries in the vicinity of Borroloola include the Northern Territory Fisheries and fisheries that come under a Commonwealth and Northern Territory Joint Authority. The Northern Territory Fisheries Joint Authority (NTFJA) is responsible for the management of the following

fisheries in all waters adjacent to the Northern Territory including the Timor Reef Fishery, Demersal Fishery, Finfish Trawl Fishery and the Offshore Net and Line Fishery.

The Mud Crab Fishery covers the whole coastline of the Northern Territory and out to three nautical miles. It is divided into two stocks – the Arafura-West stock and Western Gulf of Carpentaria stock. There are 49 licences for the whole fishery, with most licence holders operating from Blue Mud Bay to the Queensland border, including Yanyuwa sea country in the Borroloola region. Licences come with requirements on size limits, catch, gear restrictions and fishing methods, including requirements from 1 July 2019 that every commercial mud crab vessel needs a commercial vessel monitoring system. Commercial fishers take about 88% of the total harvest of mud crabs in the Northern Territory. From the Western Gulf of Carpentaria mud crab stock, commercial fishers have an average harvest of 215 tonnes. Most of recreational mud crab catch across the Northern Territory is from the Darwin region, with an estimated recreational harvest of 33 tonnes (2014) and tourism harvest (part of a tourism licence) of less than one tonne (2016). Recreational and tourism mud crab fishing is managed through personal possession, vessel and size limits.

The Barramundi Fishery also covers the whole coastline of the Northern Territory out to three nautical miles, but licence holders are not allowed upstream in most rivers. There are a maximum 13 commercial licences in the fishery. Total commercial harvest of barramundi in the Northern Territory in 2016 was 305 tonnes. Commercial fishers can only fish between the 1st February and 30th September every year, using only gill nets with specific restrictions (such as each vessel only using a maximum of 1000 meters of net). Every commercial vessel has a vessel monitoring system, so that NTF can monitor their compliance against the relevant legislative requirements of the fishery. This also provides accountability of fishers in fishing responsibility in the public interests. Most people in the Northern Territory who fish recreationally catch barramundi, but approximately 72% of barramundi caught are released back into the wild. Recreational catch in 2010 was 155 tonnes, and tour-based fishing catch in 2010 was 25 tonnes. There is a range of limits for recreational and tour-based fishers, including only using baited hooks and artificial lures to fish for barramundi, and each fisher can only catch five barramundi larger than 55cm.

Commercial fishing is allowed in Yanyuwa sea Country around the islands and up near the Roper River, except in Dugong Protected Areas legislated under the NTG Fisheries Act.

The Coastal Line Fishery covers the whole Northern Territory coastline, from the High-Water Mark to 15 nautical miles (from the Low Water Mark). This fishery allows catch of different species of fish, but the main target species is black jewfish because of their high value. In 2016 the total commercial harvest was 156 tonnes, with 97% of the catch being black jewfish. There are 51 commercial licences (12 currently active) for this fishery, managed as the Western Zone (limited access) and Eastern Zone (where all licence holders can fish). Licence holders are allowed to fish using handlines, droplines, reels, rods and fish traps. They are not allowed to fish upstream in creeks and rivers. Commercial catch is smaller than recreational catch, and most recreational activity occurs around Darwin with a recreational catch of about 350 tonnes of reef fish per year.

The Northern Territory Spanish mackerel fishery can operate in all waters outside of creeks and rivers and out to the Australian fishing border, 200 nautical miles out to sea. There are 15 commercial licences in the fishery. Spanish mackerel is mostly targeted, but other species like trevally or grey mackerel are also taken for commercial markets. Fishing is from one vessel by trolling, which can have two smaller vessels supporting it, though fishing from just one big vessel is common. This fishery can use troll lines, floating hand lines or rods. Each licence trolls four to eight baited or lured

lines behind the vessel, and two lines if using a smaller vessel. This fishery is controlled by the total catch each year. Most fishing occurs within Darwin. Commercial licences in 2016 caught 450 tonnes of Spanish mackerel across the Northern Territory. There is recreational fishing around Borroloola, but a need has been identified to quantify how much catch is coming out of King Ash Bay. Recreational catch around Darwin only was about 30 tonnes.

### *Tourism*

Tourism is another industry that is supported through local businesses servicing fishing-based and camping activities. According to Tourism Northern Territory, the seasonal tourism market for the Katherine Daly region (which includes Borroloola), grew by 25,000 overnight visitors between 2010 and 2015 (Tourism Northern Territory, 2016). Domestic Territorians made up half of all visitors to the Katherine Daly region, with 50% of all visitors coming between June and October each year.

A significant tourism market in Northern Territory coastal regions are recreational fishers, who spend \$51 million per year on fishing goods and services, and \$22 million on guided fishing tours in the Northern Territory (AFANT, 2018). Recreational fisheries include tourism, Spanish mackerel, reef fishing, barramundi fishing and mud crabbing.

There are 150 Fishing Tour Licences in the Northern Territory, with the majority working out of Darwin and only a couple working out of Borroloola.

Servicing the tourism market, the Borroloola Township has a caravan park, accommodation, and tourism services that support tourists accessing McArthur River and other waterways for fishing-based tourism, camping, and travelling along the Savannah Way tourist drive. King Ash Bay Fishing Club manages 500 acres, leased in perpetuity from the government, and provides fishing and camping tourism services on the bank of the McArthur River. The area provides camping and other accommodations, tourist services and amenities, boat ramp access and fishing charters. Significantly, access to the McArthur River via Batten Point now requires an entry permit under the ALRA, which provides a potential economic opportunity for Yanyuwa.

### **Aboriginal rights, interests, and decision making in regional fisheries**

Traditional Owners across the Northern Territory have significant interests and aspirations in engaging in regional fishing and seafood industries, encompassing economic development, broad research interests on stocks and sustainability and the management and associated policy frameworks in terms of the governance of fisheries and natural resources.

Through the NLC, a large number of local and regional consultations with Traditional Owners have been undertaken as a consequence of the Blue Mud Bay case decision to address landowner rights, interests and aspirations in the management of access and the use of marine resources within Aboriginal-owned intertidal areas for their own benefit.

Key messages asserted by Traditional Owners include:

- A strong focus on the recognition of customary fishing rights and practices, in the context of resource management, access and use, in fisheries legislation and policies.
- Engagement in commercial use of marine resources for economic benefit.

- Engagement in the management of fisheries and associated resource, including the development of legislation and policy, through active and meaningful participating in relevant governance frameworks.

NLC has also undertaken research activities to coincide with Traditional Owner consultations addressing economic development opportunities; the sustainable management of fisheries; engagement in fisheries; supported long-term training and mentoring of families and communities; sustained long-term engagement supported through larger, more financially secure organisations; building capacity in economic development through business models for fisheries assets, identifying commercial opportunities for Traditional Owners; supporting Traditional Owners involvement in resource management, training and mentoring; and, developing Indigenous strategic business plans (Armitage Financial and RealFish 2010; Calogeras and Christophersen 2009 & 2010).

This NLC research has confirmed Traditional Owners need for:

- TO rights and interests to be supported by other interest groups.
- Improved understanding of TO rights and interests in fisheries management.
- Identified requirements for support in the decision-making processes in the management of aquaculture.
- Improved understanding of contemporary management practices for improved decision making.
- The control of where commercial and recreational fishing can occur, i.e. the right to exclude recreational and commercial fishermen from particular areas.
- Real involvement in species management.
- Opportunities for young Aboriginal people to get training and employment in commercial fishing and fishing tourism, especially in their own country.
- Long term goal of ownership of all commercial fishing licences that operate in affected waters.
- Long term goal of ownership of all fishing tourism ventures in affected waters.

Similarly, principles recommended by Traditional Owners, in their roles as sea rangers across the Northern Territory (Northern Land Council 2011), included:

- Recognition of TOs' unique and significant place as legal owners of Aboriginal-owned intertidal areas and owners of sea country under their own tradition.
- Active participation of TOs through their governance and management frameworks relating to fisheries management.
- Direct input into fisheries management that Aboriginal groups and communities are impacted by.
- Mechanisms for TOs to voice their concerns in any Territory-wide fisheries management frameworks.
- Recognition of the significant role sea rangers perform in linking local TOs with Territory-wide fisheries management.

- Commitment for long-term funding from Federal and State governments, external to BMB settlement proposals as a matter of good public policy.
- Stronger involvement of the Federal government considering national Indigenous policy objectives relating to Aboriginal involvement in fisheries management and employment.
- Consideration of user-pay principles in assessments of economic values of fisheries management system.
- Genuine partnerships and respect for local TOs in the fisheries management system.
- Mechanisms for sea ranger groups across the Top End to work collaboratively in developing a community of best practice.
- Active support from relevant agencies to integrate sea ranger work and roles in fisheries management.
- Licensing of recreational fishermen and registration of recreational vessels for safety, management and compliance.
- Direct involvement of TOs in research and establishing research priorities coordination.
- Sea ranger roles in research coordination for the sustainable management of sea country and fisheries using best available information and best practice; and
- Better resourcing for sea ranger training, accreditation and powers, but occurring external to BMB settlement proposals.

Consultations completed for the NTG also identified key themes for supporting a framework that included (Calogeras and Christophersen 2009):

- The need for a common vision for the final outcome of the High Court Blue Mud decision,
- A need for greater understanding of what the High Court decision means,
- Stakeholder needs for comfort and security as a result of the High Court decision,
- Sustaining customary fishing practices,
- Indigenous commercial and development opportunities including those arising from access to Aboriginal land, and
- The desire to have increased Indigenous input and participation in management including the recognition of existing Aboriginal customary management practices.

The Blue Mud Bay decision, in recognising that Aboriginal landownership encompasses 84% of the Northern Territory coastline, sets a significant precedent for Yanyuwa to participate in fishing sector interests. Yet today Yanyuwa retain limited control and authority in their post determination of rights relevant to holding an Agreement with the NTG that provides permit free access. Further, Yanyuwa have limited to no engagement in the management of their sea country and associated resources other than under the construct of the WMC. The WMC is not a decision-making body, but has the potential to bring expertise, partnerships and resources together through a well facilitated and structured process to support Yanyuwa rights and interests.

### **Situation analysis summary**

The situation analysis maps the existing supportive fishing industries in the remote economy of the Borrooloola region.

The NTF is actively engaging Yanyuwa on issues pertaining to fisheries management and Aboriginal Coastal Licences through its various programs. This engagement has allowed Yanyuwa to build trust with the engagement staff of NTF. However, to date no individuals have registered for an Aboriginal Coastal Licence.

The NTSC and AFANT are peak bodies for the seafood industry and recreational fishing community of the Northern Territory, respectively. Both organisations have capacity and power to influence Northern Territory fisheries issues in policy matters based in Darwin. Their current participation in the WMC is resourced by their own revenue streams, with transport logistics supported by the NTG relevant to its Agreement for permit free access. However, their capacity to engage with place-based fisheries projects is currently constrained to attending only WMC meetings. Each organisation is critical in building direct links between primary stakeholders of commercial fishers, recreational fishers and Yanyuwa. Consideration should be given, through the process of the WMC, how all relevant stakeholders can enable their engagement in projects or strategic development through adequate access to resources and expertise.

MARIC is active in implementing place-based Aboriginal decision-making and Aboriginal service delivery. As the auspice body for the rangers and manager of tourism assets held by Yanyuwa, MARIC is actively working in driving impacts for economic development and environmental management. Its influence is vested in the Aboriginal representatives of its board.

The Borroloola based non-Aboriginal local government, tourism industry and recreational fisher community stakeholders are all currently active in their local economy. The local council is responsible for implementing CDP for their region. The current program focus is on using CDP labour to build Council assets and maintain Council assets and infrastructure. Whilst having employment impacts for Aboriginal people, it is not addressing economic development of their own estates or capacity development for their own organisations.

Local tourism enterprises and recreational fisher community stakeholders expressed that the immediate potential for economic development for local Yanyuwa was employment of individuals in their respective tourism businesses and recreational fisher camps or through establishing Aboriginal entrepreneurs' services that could contract to their businesses or clientele.

Collaborative discussions about economic development have highlighted that all parties to the WMC feel constrained, generally from lack of resources to engage in place-based development as individual organisations, or from lack of an institutional entity, particularly with respect to Yanyuwa engagement and authority over their lands and associated assets.

Further, Yanyuwa in their current circumstance, when seeking to address their own Aboriginal economic development at the individual or family scale, are curtailed by disparities in housing, health, education and employment as evidenced in the statistics of remote Aboriginal households.

Yanyuwa influence on fisheries issues is currently primarily vested in the work being implemented by the Ranger program and through participation and representation of seniors in representative bodies and working groups. The NLC plays a key role in supporting Yanyuwa through its statutory process regarding implementation of the access Agreement with the NTG. However, the NLC is not equipped, resourced nor progressed in shifting its operations to meet the post-determination needs of its constituents, specifically supporting economic and enterprise development. In 2016, it established a Community Planning and Development Program, but its framework was developed to address the need

for Aboriginal people to have better access to support in using their income from their land use agreement for sustainable community projects.

The NLC role is crucial in ensuring that the broader Yanyuwa are both informed of outcomes from WMC meetings and engaged in informing the work of the WMC. The NLC acts as a conduit and is appropriately placed relevant to its functions in working with the rightful landowners. However, the NLC is constrained by resources and expertise available to support Yanyuwa drive a strategic economic development agenda.

## **Thematic Analysis**

### **Identified aspirations, opportunities and strategic actions to address impediments to Yanyuwa economic development in supportive fishing industries**

The thematic analysis addresses the research objectives to identify well founded opportunities to grow local fishing sector economies; realising impediments; and developing steps to bring opportunities to fruition. It also addresses the objective to ensure that the project meets the needs of the community, particularly Yanyuwa aspirations in the fishing and seafood sectors, which are typically missed in mainstream planning stages.

A thematic analysis was completed as a desk-top review of all data collected during the research project, and through a critical thematic assessment of emerging narratives against identified opportunities, impediments and desired outcomes.

#### **1. Enabling Yanyuwa Economic Development in supportive fishing industries**

Yanyuwa identified an enabling approach to Yanyuwa economic development as appropriate to addressing the issue of Aboriginal community development in supportive fishing industries. Yanyuwa identified that their primary priority was to address what they identified as the greatest impediment to their participation in the WMC, the project and economic development:

- The lack of an active Yanyuwa decision-making authority for the purposes of ensuring appropriate Yanyuwa governance.
- A process or support mechanisms to develop and implement a strategy for their own economic development using their land and sea estate.

Enabling Yanyuwa economic development addresses the objective of ensuring that the project meets the needs of the community, particularly the Aboriginal aspirations for the fishing and seafood sector. It addresses the Yanyuwa view of best practice for enterprise development on their land and sea estate and especially considers the impediments to informed consent for their own business enterprises and economic development plans.

##### **a. Building knowledge of rights and interests and enacting them**

Yanyuwa built their economic development discourse upon rights-based frameworks, referencing Indigenous human rights, native title rights, effective governance, and enjoying the full benefit of their land rights. Framing economic development in this way, Yanyuwa asserted their right to economic development as Aboriginal people and demanded that the research approach respected their right to consider and determine their futures free from observation, influence or interference. Yanyuwa



contextualise their right to economic development as a human right, and not as a negotiated concession for cash given in exchange for public access to their exclusive title land and sea estates to further others economic benefit.

### **b. Establishing Yanyuwa exclusive decision-making frameworks, governance bodies and corporations**

Over the period of research, Yanyuwa expressed the aspiration for a Yanyuwa corporate entity as a vehicle for exclusive decision-making and agenda formation on issues of community and economic development that intersected with aspirations for future livelihoods, and their land and sea estate. Yanyuwa identified aspirations that such a corporate entity is recognised as the formal entity through which the Yanyuwa agenda is affirmed, where organisations must apply for a social licence to present themselves as a partner organisation to Yanyuwa and which establishes the principles, protocols and ethics of Yanyuwa governance and partnerships governance.

The Yanyuwa assertion of an exclusive space for appropriate decision-making identifies the Yanyuwa value of institutional power through incorporated Indigenous institutions with strong governance. This is considered a requirement for the management of their exclusive title land and sea estates to ensure certainty of investment through the resolution of investment ready tenure. Therefore, Indigenous institutional power is considered as a requirement for the exclusive management of their land and sea estates, as well as a means through which they are empowered with institutional parity when collaborating or forming partnerships with other corporate or government entities.

Yanyuwa expressed a consistent opinion that without an active Yanyuwa corporate entity, support for Yanyuwa self-determination through endogenous land and sea estate planning and development would continue to be addressed through unintegrated and ad hoc issue specific projects, funded through short-term program contracts with external actors.

### **c. Master planning for economic development**

Yanyuwa identified the need for integrated planning and decision-making across the multiple scales of their land estate and families and the need to identify a need for a range of productive arrangements, from individual employment, to family enterprise to project of significance within the estate.

Yanyuwa identified that planning, agenda formation and programs aimed at community and economic development must specifically include youth engagement, youth action and youth employment strategies that address inclusion and representation from across the Yanyuwa estate including the islands. The issue of youth engagement in both planning and decision-making and programs, identified the belief that there was a need for capacity development in planning and governance for Yanyuwa youth in order to build their understanding of their rights, governance and the Yanyuwa economic development issues.

Yanyuwa expressed anxiety around discussions for economic development in the fishing industry without enabling support for Yanyuwa economic development planning and business planning at multiple scales across the group and estate using their own organisational constructs. There was an explicit statement of currently having neither the individual financial capacity to invest in entrepreneurial activities, as well as perceiving high barriers to entering into such activities due to access to business development support and financing. There has been a clear expression that such

enabling support should be vested in a Yanyuwa controlled organisation with a focus on building Yanyuwa enterprise capacities.

There is consensus that the current approach to secure land and sea tenure, s19 land use agreements must be established in alignment with a Yanyuwa estate agenda and plan that identifies and secures the rights of Yanyuwa individuals and families to specific sites, as well as establishing the processes of decision-making that provide for broader Yanyuwa group agreement to broader scale access and use, and benefit sharing.

#### **d. Confirming a Yanyuwa organisation to drive Yanyuwa economic development**

Yanyuwa recognise a need to access the required human, social and financial resources to build capital and social assets and ensure assets are in productive use and enable local Yanyuwa livelihoods through a Yanyuwa Aboriginal corporation.

Yanyuwa identified the need for Yanyuwa leadership in agenda setting and confidence in decision-making and trade-offs that are in line with Yanyuwa values for Yanyuwa family groups, culture, land and the environment, and economic development.

#### **e. Identify functions of a Yanyuwa organisation**

Yanyuwa expressed that a Yanyuwa authority should have carriage of decision-making to ensure Yanyuwa inquiry, planning and decision-making addresses Yanyuwa knowledge capital and capacity, estate management literacy across different scales and that Yanyuwa are sustainably managing a multifunctional estate, creating new economic opportunities and accessing benefits.

The entity would neutrally oversee Yanyuwa co-design and collaborations and have regard for Yanyuwa established principles, protocols and ethics for exclusive Yanyuwa domain governance activities, as well as outline principles, protocols and ethics for inclusive practices with partner organisations.

The research community shared the view that a single point of access to information and coordination in Borrooloola was needed using a coordinated approach to develop an enabling environment for Yanyuwa local development. This Borrooloola based single-point of engagement, information and collaboration coordination would also streamline capacity for effective collaboration between government and industry stakeholders on issues relating to funding and grants, enterprise development, economic development, employment and transition to employment pathways, working Aboriginal Coastal Licences, providing bio-cultural environmental management services and seeding partnerships and networks.

## **2. Developing an equitable and collaborative co-management body**

This identified theme addresses the objective to provide a legacy product to assist the WMC in setting its priorities and developing its interests over the next 10 – 15 years.

The PAR community recognised the need to establish clarity regarding the WMC. The thematic analysis identifies strategic actions that can be implemented to further establish the organisational

maturity of the WMC by transparently stating the purpose, principles and protocols of the organisation, terms of reference, legitimate domain of interest and its governance frameworks.

### **3. Differentiating co-management from economic development collaboration and developing appropriate frameworks**

This identified theme addresses the objective to develop a legacy product to assist the WMC in setting its priorities and developing its interests over the next 10 – 15 years.

Yanyuwa have identified that their participation within the WMC does not determine future partnerships for economic development. It was identified that future partnerships were to be negotiated between individual parties based on a clear understanding and acceptance of benefit flows associated with partnerships. Yanyuwa are very clear in their aspiration to negotiate for their self-interest and ensuring that their self-interest is met through appropriate partnership.

The PAR community identified a need for two frameworks to support progressing Aboriginal community development in supportive fishing industries:

1. A co-management framework for the WMC.
2. An economic development framework to support the PAR community to identify the inclusive and exclusive domains of interest, and how those domains address Yanyuwa and other stakeholder's requirements for readiness to collaborate.

### **4. Opportunities to collaborate for economic development**

This theme addresses the research objectives to identify well founded opportunities to grow local fishing sector economies; realise impediments; and develop steps to bring opportunities to fruition. It also addresses the objective to ensure that the project meets the needs of the community, particularly Yanyuwa aspirations in the fishing and seafood sectors.

#### **a. CDP and job readiness**

The PAR community identified that there were current jobs in the local Borroloola supportive fishing industries businesses, such as services associated with the local fishing tourism enterprises and CDP to support Aboriginal Coastal Licence Holders. However, Yanyuwa identified that their people were vulnerable in their current state and may have difficulties with attending work-places and fishing places that were out of town due to lack of vehicles or other work-readiness issues. Yanyuwa identified that a small Yanyuwa fishing enterprise would provide a channel for NTF officers to work with aspiring Aboriginal Coastal Licence Holders and job seekers to build capacity and implement fishing activities with Yanyuwa.

#### **b. Fisheries skills and management**

Yanyuwa have identified aspirations to be more active in fisheries management, compliance monitoring of commercial and recreational fisheries, and are seeking to expand marine ecosystems monitoring, such as the monitoring of mangroves. Yanyuwa identified a pre-requirement of water quality baselines and continued monitoring to address health and sector risks and establish investment certainty in fishing industry. It was agreed that the Northern Territory Government and the Ranger

program should coordinate water quality testing and ensure a communication strategy was established to report the outcomes of testing to Yanyuwa.

**c. Tourism, recreational fishers and cultural management**

Yanyuwa expressed aspirations for landscape scale tourist access management, as well as small-scale family-based tourism operations on specific places around the Yanyuwa estate. Yanyuwa understand that camping and accommodation activities can be supplemented with local tours and tourist fishing tour activities. At this stage, individual families expressed requirements for enabling capacity development in tourism entrepreneurship through either a Yanyuwa enterprise entity or potentially other types of business models. Yanyuwa People expressed the aspiration to work in tourism, on their own estates for a Yanyuwa business.

Yanyuwa have expressed aspirations to implement Yanyuwa cultural heritage management throughout the land and sea estate and establish tourism access and management systems, including managing recreational fisher activities through permit systems for the Yanyuwa land and sea estate.

**d. Aboriginal coastal fishers**

Yanyuwa expressed some aspiration for Aboriginal Coastal Licences alongside expressions of anxiety regarding the capacity of such activities to generate income without a lot of stress and tension. Rather, the aspiration to work in the fishing industry was expressed as an aspiration for jobs in the fisheries industry and a need for an enterprise to be established as an enabling vehicle for jobs in fishing, fish trading and potentially mud crabbing.

**e. Barramundi, coastal line and coastal net fisheries**

Yanyuwa have aspirations to attain commercial fishing licences in barramundi fisheries, and coastal net and line fisheries. Fisheries industry representatives identified that there are a variety of ways to build capacity and possibly attain licences through working with existing industry organisations. There is a shared value between the Northern Territory seafood industry and Yanyuwa for Aboriginal people to be part of a sustainable and high value seafood industry and to move beyond defensive policy arguments around access and benefit sharing. Yanyuwa considered holding Aboriginal Coastal Licences as a first step towards a capacity development pathway. As a next step, initiatives to address the re-attainment of once held commercial barramundi fishing licences would be considered.

**f. Mud Crab Fishery**

Yanyuwa expressed aspirations for fishing for mud crabs and were receptive to a similar pathway to progressing from Aboriginal Coastal Licence to mud crab fishing in a similar fashion to the Bawinanga Aboriginal Coastal Licence and mud crabbing case study. There is an understanding that the Yanyuwa enterprise enabling the activities would need to establish enterprise maturity before expanding into mud crabbing.

**g. Aquaculture and Trepang**

Yanyuwa are aware of fishing sector development initiatives in aquaculture and ranching that are currently underway by research institutions and Aboriginal trepang economic development projects. There is interest in considering these types of projects in the future.

## **h. Research**

Yanyuwa expressed an interest in further research on the condition that they are engaged in determining research priorities, approaches and being engaged in the research design and implementation. Furthermore, these decisions need to occur prior to the inclusion of other PAR with WMC members. Future research in this area must be co-designed with Yanyuwa stakeholders.

### **5. Strategic actions to address impediments to identified opportunities in Aboriginal community development in the supportive fishing industries in the Roper River to Robinson River area**

Yanyuwa identified a number of strategic actions to address the impediments identified for their Aboriginal community development in supportive industries. These included:

*To address the lack of Aboriginal institutional disparity in Aboriginal economic development in fishing industries:* facilitate the re-activation of an inactive Yanyuwa Aboriginal Corporation. This would be for the purpose of effective exclusive governance of the Yanyuwa land and sea estate and economic development, implementing comprehensive community planning for economic development and establishing Yanyuwa decision making frameworks for economic development.

*To address the impediment of little Yanyuwa knowledge of their rights and interests in their land and sea estate:* facilitate comprehensive community planning that is designed to increase Yanyuwa knowledge of, their exclusive and non-exclusive native title rights and interests, Indigenous rights and human rights to economic development.

*To address the limited capacity in enterprise and entrepreneurship:* establish capacity development opportunities through programs implemented through the Yanyuwa Aboriginal Corporation. For example, establishing a Yanyuwa fishing enterprise to facilitate the take-up of Aboriginal Coastal Licences, build Aboriginal coastal fishers capacity, and increases the opportunity for participation by local Aboriginal job seekers through a host agreement with the community development program.

*To address the lack of enforcement powers of local Yanyuwa rangers:* facilitate the increased powers of Yanyuwa rangers, and build their capacity to implement expanded fisheries management, and increase the financial and operational resourcing of the Yanyuwa rangers to allow them to deliver their expanded enforcement duties.

*To address the unmanaged access to the Yanyuwa land and sea estate:* resource Yanyuwa to develop their cultural heritage plan and access management strategy that also identifies the operational resource requirements for monitoring and managing access to their land and sea estate by recreational fishers and tourists.

*To address the lack of a Yanyuwa plan to outline their strategic direction for economic development including of supportive fishing industries:* facilitate exclusively Yanyuwa discussions regarding commercially sensitive aspirations for economic development and business enterprise development.

*To address the lack of knowledge regarding the development of tourism operations on Yanyuwa family areas:* facilitate interested Yanyuwa families experience in tourism operations through piloting seasonal tourism ventures that aim to build Yanyuwa entrepreneur knowledge of planning requirements, tourism services operations, risk management and business management to increase entrepreneur's readiness to enter the tourism services industry.

*To address the lack of Yanyuwa experience as fishers:* establish a small Yanyuwa organisation to collaborate with NTF and facilitate the first Aboriginal Coastal Licence Holders entry into fishing. Create opportunities for young Yanyuwa to gain experience in the supportive fishing industry and to further facilitate Yanyuwa licensing such as, commercial mud crabbing.

*To address Yanyuwa aspirations to re-attain commercial fishing licences in barramundi fisheries, and coastal net and line fisheries:* facilitate further relationship development and information sharing between primary stakeholders such as non-Aboriginal Commercial Fishers with many years of experience, and Aboriginal Coastal Licence Holders and support their consideration of different strategies that may address the re-attainment of commercial fishing licences by Yanyuwa families.

*To address Yanyuwa future aspirations once there are Aboriginal Coastal Licence Holders or Commercial Fishers:* consider facilitating Yanyuwa licensing and participation in commercial mud crabbing and further information sharing on aquaculture and trepang initiatives with Aboriginal people.

# Conclusion

It is evident that the optimism gained from establishing existing rights and interests over the past 50 years is countered by the complexities faced by Yanyuwa who seek to maximise their benefits from the secure access and use of their land and sea estates with limited resources and capacity to do so.

The PAR methodology, which was implemented with the WMC and governed by Yanyuwa Traditional Owners, proved to be a major strength of this project. It identified that Aboriginal community development in supportive fishing industries is a contested activity that revolves around critical questions of; *whose* research; *whose* business opportunities; *whose* aspirations; *whose* needs; *whose* impediments; *whose* economic development; *whose* strategic actions.

The use of a Situation Analysis provided a map of the current state of Yanyuwa People and place, local fishing activities and existing opportunities and gaps. The Thematic Analysis that was also produced identified aspirations, opportunities and strategic actions to address impediments to Yanyuwa economic development in supportive fishing industries. Both the Situation Analysis and the Thematic Analysis formed a framework to highlight the priorities of Yanyuwa that were voiced throughout this life cycle of this project.

The advantage of a PAR methodology was highlighted in the co-researcher's own experiences of the *coming together* and *keeping together* to implement collective inquiry into the research objectives. The project has benefitted the co-researchers by developing deeper understandings of:

- Competing views on appropriate approaches to Aboriginal community development and economic development held by different co-researchers.
- Yanyuwa aspirations for governance of their strategic direction for economic development of their people and their land and sea estate.
- Current state of Yanyuwa people and place.
- Current remote economy of Borroloola.
- Current Aboriginal community development programs in Borroloola.
- Current supportive fishing industry businesses and infrastructure in Borroloola.
- Current business and infrastructure needs of supportive fishing industry businesses in Borroloola that may be met by Aboriginal community development.
- Current aspirations held by Yanyuwa for business enterprises in supportive fishing industries across different scales on their land and sea estate and the fishing sector.

It also facilitated activities that generated robust communications around:

- Values, purpose, power and capacity.
- Legitimate domain of interest.
- Principles with regard to Aboriginal empowerment including in governance and economic development.
- Alignment on identification of opportunities and impediments in supportive fishing industries.
- Alignment on strategic actions that may be implemented to pursue identified opportunities and address impediments going forward in developing supportive fishing industries in the Roper River to Robinson River area.

This project has highlighted that approaches to Aboriginal community development and economic development that seek only to engage Aboriginal participation as job seekers or training in local fishing sector development programs will leave inherent tensions unaddressed. Yanyuwa have clearly challenged the *status quo* of existing approaches to their economic development in the supportive fishing industries. Yanyuwa, by calling for their own empowerment through institutional parity in the form of a Yanyuwa decision-making authority, seek assurance that their participation in collaborative arrangements such as the WMC, and strategies and projects occurs under equitable conditions through informed consent.

This creates implications for future research and collaborative endeavours that seek to progress without addressing the Yanyuwa issue of institutional disparity. Without addressing this issue, it is difficult to acquit the requirements to *work together* under the WMC when there is a disparity in representative capacity and interests. Without addressing the institutional maturity of the WMC, these issues will continue to be left unaddressed leaving WMC participants in a quagmire generated by failure to address the complexities of governance and decision-making necessary for the purpose of collaboration and co-management.



# Implications

Currently the WMC provides the most appropriate platform to discuss a framework that sets some priority and action planning. It is apparent, Yanyuwa lack resources and capacity to kick start their enterprise development. The WMC is enduring under the term of the 20-year Agreement and engages relevant stakeholders and expertise to assist in finding solutions. However, it requires NLC and NTF to meet their obligations under the Agreement in working collaboratively to include industry and supporting a community led agenda under the WMC.

As part of that agenda the WMC could set priority on the appropriate governance framework for Yanyuwa and scope potential partners to assist with its development and for funding to scope business planning on particular enterprise interests, notably around culture based tourism and coastal fishing licences.

The PAR community identified that the WMC organisational maturity could be further established by implementing strategic actions to:

- Establish transparency regarding its purpose.
- Consider and agree to the principles that underpins the purpose of the WMC.
- Define the legitimate domain of interest of the WMC.
- Outline the WMC processes, and the roles and responsibilities of members.
- Endorse a WMC Decision Making Framework.
- Communicate this effectively to Yanyuwa to increase their awareness and understanding of the purpose of the WMC.
- To address the impediment of competing approaches to working with Aboriginal people, the WMC should ensure it addresses the approach to working with Aboriginal people through its underlying principles, and processes.

Whilst the project findings captured community identified opportunities and impediments to Aboriginal community development in supportive fishing industries, the scope of the impediments prevented the project from formalising strategic steps going forward. The project intended to provide a *legacy* product to assist the WMC in setting priorities and developing its interests over the next 10 – 15 years. However, there is a need to first overcome key competing issues of Yanyuwa governance and capacity in engaging in a process with the WMC and beyond to enable various opportunities going forward. Notable impediments that precluded consolidation of strategic actions included:

- Convening PAR activities in Borroloola amongst such a diverse group of co-researchers based in multiple locations.
- The lack of Yanyuwa decision-making authority that can effectively implement governance and collaborative oversight.
- Disparity in representation on the Project Steering Group between government and industry and Yanyuwa.
- Unforeseen events that hindered the project team from presenting research outputs to the WMC and the wider Yanyuwa group. This last impediment prevented the distilling of information to WMC and Yanyuwa and setting some targeted directions going forward.

# Recommendations

A fundamental aspect of the PAR approach is that the PAR community is to reflect on and negotiate future strategic steps themselves. The project findings have come some way in highlighting some of the key priorities of Yanyuwa through their own expressions.

Yanyuwa aspirations to become commercial fishers is aligned with NTF opportunities for capacity development through Aboriginal Coastal Licences. Yanyuwa have identified that a Yanyuwa fishing enterprise is the appropriate vehicle to support Yanyuwa individuals engage in relevant NTF programs. In order to increase Yanyuwa experience as fishers, it is advisable that NTF collaborate directly with interested Yanyuwa and consider working with a Yanyuwa organisation to build structure around the fishing activities and develop work programs. As such, a key recommendation is:

- For NTF to establish a process with Yanyuwa to develop an appropriate fishing enterprise model. This model would need to support enterprise development and participation in existing industries, as well as develop work programs to enable the Yanyuwa fishing enterprise engage with CDP service providers and other agencies to support business entrepreneurship in the fishing sector. The WMC could be used to test and monitor progress of this development.

Further general recommendations are outlined below. These are based on the project findings which highlight Yanyuwa priorities for economic development through the fisheries.

1. NTF to support Yanyuwa economic development in supportive fishing industries. A key aspect of this process would entail devolving decision-making (of community development and fishing sector economy) to Yanyuwa. The role of external stakeholders is to facilitate or accompany Yanyuwa aspirations in generating opportunities in supportive fishing industries.
2. Provisions made for the development of an equitable and collaborative co-management body. Support is needed to initiate an identified Yanyuwa Aboriginal Corporation for the purpose of establishing a Yanyuwa decision-making authority for the purpose of Yanyuwa governance of their land and sea estate and for economic development. The corporation would provide an independent authority and address institutional disparity between Yanyuwa and their role as members of the WMC.
3. Acknowledgement of the differences in co-management and economic development collaboration and develop appropriate frameworks to facilitate these differences. The project has identified that separate to its co-management function, the WMC has a legitimate role in supporting economic development collaboration.
4. Explore opportunities in supportive fishing industries for Yanyuwa economic development in the Roper River to Robinson River area.
5. Support provided for the fruition of the strategic actions of Yanyuwa to pursue economic development in supportive fishing industries as well as to address impediments.

## Further development

Throughout the project, the issue of clarity around co-management and collaborative arrangements for Yanyuwa community and economic development were discussed, including the need for:

- A review of the intertidal access Agreement with the NTG.

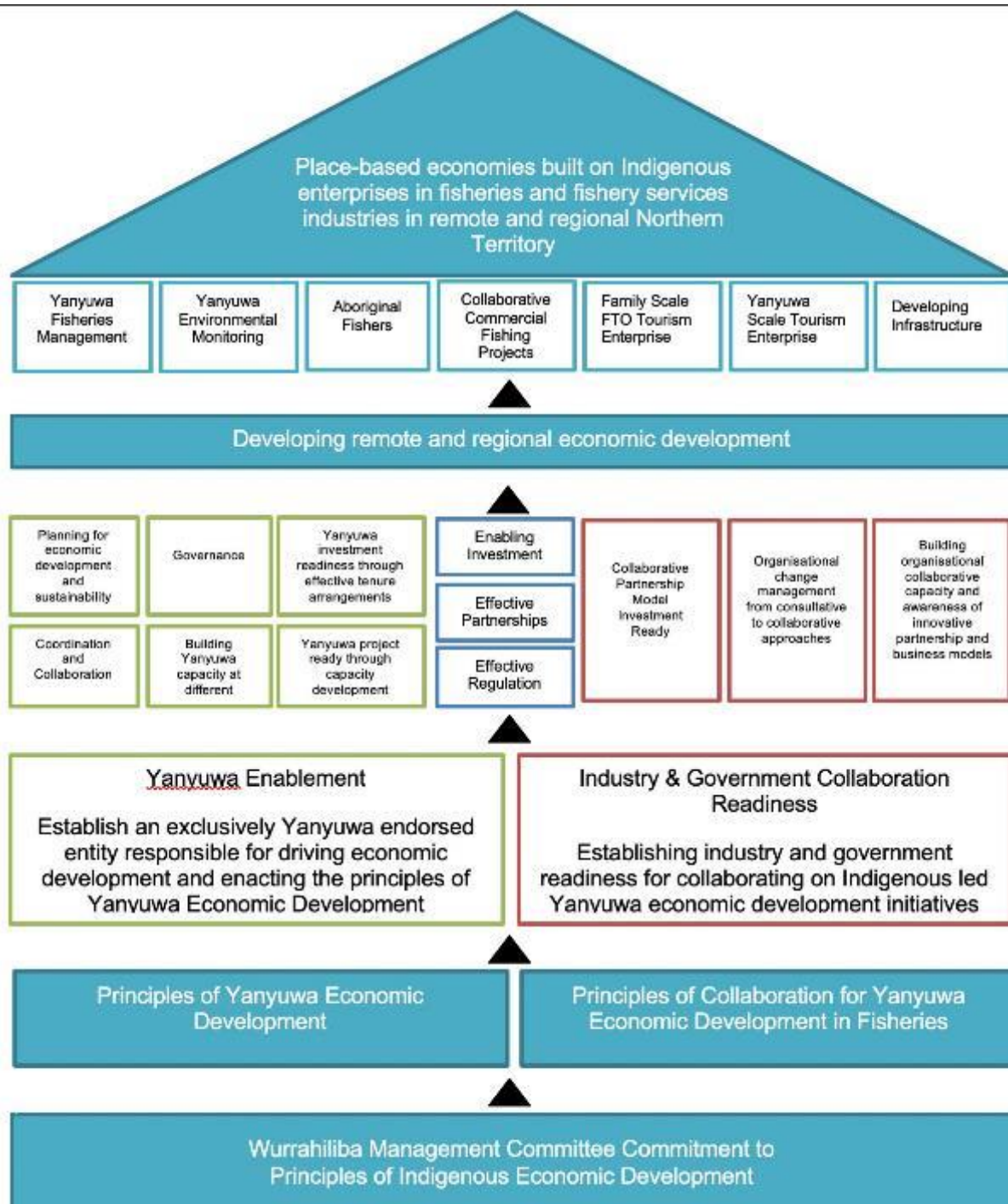
Yanyuwa particularly called for a review of the intertidal Agreement against their current and future rights and interests for the sustainable use of fisheries across Aboriginal-owned land (including intertidal lands) and broader Yanyuwa Sea Country. A review could address identified barriers to development as a result of the agreement, establish a formal constitution for the governance of the WMC and reassess membership rules. It may also specify the purpose and role of the WMC in decision-making for Aboriginal rights and interests, economic development, better communicate the governance and role of WMC and assess the role of the WMC in the funding and decision-making of economic development projects.

### **A suggested model for approaching Aboriginal community development and economic development in supportive fishing industries that intersect the Yanyuwa land and sea estate**

The lead facilitators present a suggested model for Yanyuwa, WMC and other stakeholders to consider when approaching working together for Aboriginal community development and economic development in supportive fishing industries. This has not been tested with WMC as yet.

Graphic 2 expresses the decision-making framework for collaboration for Yanyuwa economic development in supportive fishing industries in the Roper River to Robinson River area. It seeks to recognise the Yanyuwa domain of interest for control of their economic development aspirations and the identified need to address their institutional disparity. It also seeks to recognise that the WMC beyond its role a resource co-management committee, may potentially be a body that can effective collaboration, by establishing and communicating the appropriate principles and protocols that underpin approaches for collaboration between Yanyuwa and stakeholders in the fishing sector.

**Graphic 2: Decision-making framework for collaboration for Yanyuwa economic development in supportive fishing industries in the Roper River to Robinson River area**



# **Extension and Adoption**

The extension and adoption must address:

Providing this project report and PAR reporting materials to the PAR community, in particular the WMC and the broader Yanyuwa group, for their consideration and review of actions arising from the research and toward setting priorities and enabling strategic implementation through agreed arrangements for resourcing needs.

# Bibliography

Armitage Financial and Realfish (2010) Control of Access to Intertidal Waters in the Northern Territory. Report to the Northern Land Council, Darwin, Northern Territory (unpublished)

Australian Bureau of Statistics (ABS) (2017) Census of Population and Housing: Nature and Content, Australia, 2016. Available at <https://www.abs.gov.au/ausstats/abs@.nsf/Lookup/by%20Subject/2008.0~2016~Main%20Features~Topic%20release%20schedule~140>

Australian Institute of Health and Welfare (AIHW) (2015) Australia's welfare 2015. Australia's welfare series no. 12. Cat. no. AUS 189. Canberra

Bardon, J. (2019). 'Permit-free fishing to remain in the NT following 'breakthrough' meeting', ABC News, 26 June, available online at <https://www.abc.net.au/news/2019-06-26/blue-mud-bay-northern-land-council-decision-nitmiluk/11248008>

Bergold, J., and Thomas, S. (2012). Participatory research methods: A methodological approach in motion. Forum: Qualitative Social Research, 13(1).

C-AID Consultants (2009) Blue Mud Bay Stakeholder Consultancy. Final Report to the Northern Land Council, funded by the Northern Territory Government, Darwin, Northern Territory (unpublished NTG-D08-0553)

C-AID Consultants (2010) Indigenous Consultation, Engagement, Economic Development and Co-Management in the Northern Territory Fishing and Seafood Industry. Final Report to the Northern Land Council, funded by the Northern Territory Government, Darwin, Northern Territory (unpublished RFQFI-0029)

Carr, W., and Kemmis, S. (1986). Becoming critical: Education, knowledge and action research. London: Falmer.

Carson, D., Gilmore, A., Perry, C. and Gronhaug, K., (2001), Qualitative Marketing Research, Sage Publications, London

Chambers, R. (1993) Challenging the professions: Frontiers for rural development. London: ITDG

Chambers, R. (2008) PRA, PLA and Pluralism: Practice and Theory. In Reason and Bradbury (Eds). The SAGE Handbook of Action Research: Participative Inquiry and Practice 2<sup>nd</sup> Edition

Crane, P., & Richardson, L. (2000). Reconnect action research kit. Canberra: Department of Family and Community Services.

Department of the Prime Minister and Cabinet (2019) Closing the Gap Report Canberra: Commonwealth of Australia

Department of Health and Human Services. (2012). The action research and learning toolkit. Hobart: Department of Health and Human Services Tasmania.

Fals-Borda, O., and Rahman, M. (1991) Action and knowledge: Breaking the monopoly with participatory action research. New York: Apex Press.

Fisheries Research and Development Corporation (2008) *Co-Management: Managing Australia's fisheries through partnership and delegation* Deakin: FRDC

Fisheries Management Act 1994 (38) Section 6(2) available at <https://www.legislation.nsw.gov.au/#/view/act/1994/38/part1/sec6>

Food and Agriculture Organization of the United Nations (FAO) (2014) *The State of World Fisheries*

and Aquaculture, available at <http://www.fao.org/3/a-i3720e.pdf>

Freire, P. (1974) Pedagogy of the oppressed (M.B. Ramos, Trans). New York: Seabury  
Freire, P. (1982) Education as the practice of freedom (M.B. Ramos, Trans). In Education for critical consciousness New York: Continuum

Given, L. (2008) (Ed.) The SAGE Encyclopedia of Qualitative Research Methods

Habermas, J. 1987 The theory of communicative action: Lifeworld and system: a critique of functionalist reason Boston: Beacon Press

Hall, B. L., 1992 From margins to center? The development and purpose of participatory research The American Sociologist Vol. 23, Iss. 4 Springer-Verlag Online

Heron, J. (1996) Co-operative Inquiry: Research into the Human Condition Sage London: SAGE

Hudson, L., and Ozanne, J. (1988). Alternative Ways of Seeking Knowledge in Consumer Research. Journal of Consumer Research, 14(4), 508–521.

Kania, J., and Kramer, M. (2011). Collective Impact. *Stanford Social Innovation Review*, 9(1), 36-41.

Kania, J., and Kramer, M. (2013). Embracing Emergence: How collective impact addresses complexity. *Stanford Social Innovation Review*, Winter.

Kania, J., and Kramer, M. (2015). The equity imperative in Collective Impact. *The Stanford Social Innovation Review*, 14(1), 1-7.

Kemmis, S. (2009) Action research as practice-based practice Educational Action Research Vol. 17 Iss. 3 Taylor and Francis: Online

Kemmis, S., and McTaggart, R. (2007). Participatory action research: Communicative action and the public sphere. In N. K. Denzin, & Y. S. Lincoln (Eds), The SAGE handbook of qualitative research. Thousand Oaks, CA: SAGE.

Kemmis, S., McTaggart, R., and Nixon, R. (2014). The Action Research Planner: Doing Critical Participatory Action Research. Singapore: Springer.

Kindon, S., Pain, R., & Kesby, M. (Eds). (2007) Participatory action research approaches and methods: Connecting people, participation and place. London: Routledge

Korten, D. (1990) Getting to the 21<sup>st</sup> Century: Voluntary Action and the Global Agenda Kumarina Press, West Hartford, CT.

Maguire, P. Doing Participatory Research: A Feminist Approach (1987). Participatory Research & Practice. Paper 1. Available at [http://scholarworks.umass.edu/cie\\_participatoryresearchpractice/1](http://scholarworks.umass.edu/cie_participatoryresearchpractice/1)

McTaggart, R. (1991). Principles for participatory action research. Adult Education Quarterly, 41(3), 168-187.

National Indigenous Fishing Technical Working Group, NNTT 2004, available online at [http://www.nntt.gov.au/News-and-Publications/latest-news/Pages/Fishing\\_principles\\_to\\_guide\\_Indigenous\\_i.aspx](http://www.nntt.gov.au/News-and-Publications/latest-news/Pages/Fishing_principles_to_guide_Indigenous_i.aspx)

Dermott Smyth (2011) Sea Rangers Workshop – Attachment A –Principles for Aboriginal involvement in the NT fisheries management System. Report to the Northern Land Council, Darwin, Northern Territory (unpublished)

Nurick, R. and Apgar, M. (2014) Participatory Action Research: Guide for Facilitators. CGIAR Research Program on Aquatic Agricultural Systems: Penang, Malaysia

Orngree, R. and Levinsen, K. (2017) Workshops as a Research Methodology Electronic Journal of E-Learning. 15(1), 70 – 81. [569] Aalborg University: Denmark

Pain, R., Whitman, G., Milledge, D., & Lune Rivers Trust. (2011). Participatory action research toolkit:

An introduction to using PAR as an approach to learning, research and action. Durham: Durham University.

Reason, P., and Bradbury, H. (Eds) (2008) *The SAGE Handbook of Action Research: Participative Inquiry and Practice* 2<sup>nd</sup> Edition SAGE

Reitbergen-McCracken, J., Narayan, D. (1996) *Participation and social assessment: tools and techniques*

Toledano, N. and Anderson, A. R. (2017) *Theoretical reflections on narrative in action research.* *Action Research* SAGE Journals

United Nations General Assembly, Declaration on the Right to Development: Resolution/adopted by the General Assembly, 4 December 1986, A/RES/41/128 available online at <https://www.ohchr.org/en/professionalinterest/pages/righttodevelopment.aspx>

United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) (2007) Article 23 available online at <https://www.un.org/development/desa/indigenouspeoples/declaration-on-the-rights-of-indigenous-peoples.html>

Vanovac, N., and Breen, J. (2017) 'McArthur River Mine: Toxic waste rock ongoing problem, security bond inadequate, report finds.' ABC News, available at <https://www.abc.net.au/news/2017-12-21/mcarthur-river-mine-toxic-waste-rock-ongoing-problem-new-report/9278922>

World Health Organization CSDH (2008). *Closing the gap in a generation: health equity through action on the social determinants of health. Final Report of the Commission on Social Determinants of Health.* Geneva, World Health Organization.

Wurrahiliba Management Committee meeting minutes, 2015 'Northern Land Council Inaugural Resource Co-Management Committee Meeting Minutes'. Borroloola, Northern Territory (unpublished).







# Glossary

*Disclaimer: The terms **Aboriginal** and **Indigenous** are used interchangeably in this report due to different contexts using different words, and people using different terms to identify by. The term **Traditional Owner** is also used, but also relates to a person's connection to traditional laws, customs and native title rights as recognised in Australian law.*

**Agreement** – refers to the 20-year licence and deed entered in 2012 between NLC, the Yanyuwa of the Narwinbi, Wurralibi and Wurralibi (no. 2) Aboriginal Land Trusts and the Northern Territory Government that grants permit free access for commercial and recreational fishers to access waters between the median high and low tide mark and take fish.

**Traditional Owner** – Landowners as recognised under the Aboriginal Lands Right (Northern Territory) Act 1976

**Co-researcher** - Co-researchers, individuals or a sub-group of the PAR community who participated in the research by representing common interests or values (such as Yanyuwa co-researchers).

**Customary fishing** - ‘fishing in accordance with relevant Indigenous laws and customs for the purpose of satisfying personal, domestic or non-commercial communal needs’ (National Indigenous Fishing Technical Working Group, NNTT 2004).

**Development:** ‘... a comprehensive economic, social, cultural and political process, which aims at the constant improvement of the well-being of the entire population and of all individuals on the basis of their active, free and meaningful participation in development and in the fair distribution of benefits resulting therefrom,...[and]...all human rights and fundamental freedoms are indivisible and interdependent and that, in order to promote development, equal attention and urgent consideration should be given to the implementation, promotion and protection of civil, political, economic, social and cultural rights and that, accordingly, the promotion of, respect for and enjoyment of certain human rights and fundamental freedoms cannot justify the denial of other human rights and fundamental freedoms...’ (UN General Assembly, Declaration on the Right to Development: Resolution/adopted by the General Assembly, 4 December 1986, A/RES/41/128)

**Fishing industries** - In this report, the term ‘fishing industries’ refers to the broad scope of sectors that are linked to the use and management of fisheries resources. This includes the sectors of recreational fishing, commercial fishing, tourism and tourism services, resource management and research that provide economic benefit to individuals, groups and the broader public.

**Fisheries service industries** – Businesses that hold the commonality of providing a service to the use of fisheries, such as tourism and hospitality.

**Fishery** - “a fishery may be identified by reference to any one or more of the following: (a) a species or other class of fish, (b) an area of waters or seabed, (c) a method of fishing, (d) a class of boat, (e) a class of persons, (f) a purpose of activities.” *Fisheries Management Act 1994* Section 6(2) states, a fishery is an activity leading to harvesting of fish. It may involve capture of wild fish or raising of fish through aquaculture (FAO, 2014).

**Lead facilitator** – Research team implementing and facilitating participatory action research

**PAR** – Participatory Action Research is an applied approach that has evolved out of post-colonial international development practice that sought to adjust traditional approaches to development problems, from being theory expert driven to collaborative practitioner driven approaches (Freire, 1982; Chambers, 2008; Hall, 1992).

**PAR community** – All individuals and groups who choose to participate in the research through experiential learning and reflection.

**PAR process loops** – The iterative process of reflection, plan, act, and observe that co-researchers in a PAR community implement to create action-learnings generated by implementing the four steps with each other.

**Principle investigator** – The principle investigator is the holder of a grant to lead a research project. The principle investigator of this project is the NLC.

**Project Steering Group** – The Project Steering Group is a key body established within the structures of the research governance to provide project management governance and cross-functional leadership and direction to resolve issues outside of the control of the research project management.

**Project Partners** – Project partners are organisations that provide specific contributions both directly and indirectly to the research project.

**Right to Development** - “Indigenous peoples have the right to determine and develop priorities and strategies for exercising their right to development. In particular, Indigenous peoples have the right to be actively involved in developing and determining health, housing and other economic and social programmes affecting them and, as far as possible, to administer such programmes through their own institutions.” *Article 23, United Nations Declaration on the Rights of Indigenous People*

**Yanyuwa** – Yanyuwa traditional land owners as recognised under the Aboriginal Land Rights (Northern Territory) Act 1976

**Yanyuwa region** – Traditional land and sea estate, also referred to as Country, belonging to Yanyuwa Traditional Owners

# Project materials developed

The following materials were produced to engage people in, report on, and demonstrate the process of, the research project.

\* Indicates materials that are attached. Materials not attached are either too large for attachment or confidential. The NLC holds a copy of all research project materials.

## 1. Engagement

- a. Discussion Paper\*
- b. Research project outline (Yanyuwa research community)
- c. Research project outline (PSG)\*
- d. Industry engagement and interview outline\*

## 2. Reporting

- a. Yanyuwa community workshop summary (Aug. 2017)
- b. WMC meeting summaries (Oct. 2017, Jul. 2018)
- c. Collective inquiry research findings (for the Yanyuwa research community)
- d. Collective inquiry research findings (thematic summary)
- e. Progress Report
- f. Final Report

## 3. Yanyuwa Summit

- a. Summit agenda\*
- b. Summit handout\*
- c. Summit report\*
- d. Summit photos and video

# Appendices

## Appendix 1: Project materials developed

### 1c. Research project outline for the Project Steering Group

#### [Research Project Outline] Business opportunities and impediments for Aboriginal community development in supportive fishing industries in the Roper River to Robinson River

Managed by the Northern Land Council (NLC), this research project will identify and examine local community enterprise development opportunities with Traditional Owners (TOs) in the fishing and seafood sectors across Sir Edward Pellew Islands and McArthur River area.

In consultation with the Wurrailiba Management Committee (WMC), the research project will work with TOs to identify their rights, interests, ideas and needs around local enterprise development and jobs in the marine-based tourism, fishing and fishing services, and the seafood industries. It will also identify for TOs consideration, local economic opportunities in the area, local capability and future capacity development, and the potential partners that may work with Indigenous groups to develop local business enterprises.

TOs for the agreed permit fishing access area will meet in a larger forum at the start of the project and at the end of the project. A subgroup of the WMC will form a Project Steering Group (PSG) to oversee delivery and assess outputs by communicating regularly through teleconference and email. The PSG will also provide support to researchers through one-on-one discussions to expand on stakeholder activities and opportunities; act as a contact point for industry stakeholders and data for background research and analysis; attend WMC meetings in their roles as members; and provide sector information, resources and opportunities, and support stakeholder engagement, during partnership building processes with TOs throughout the research. Key stakeholders will also provide support in-kind as detailed under the NLC's FRDC funding agreement.

#### Project objectives<sup>1</sup>:

1. Build the capacity of the Wurrailiba Management Committee to ensure community based planning approaches.
2. Network fishing industries, local Aboriginal Ranger programs, relevant agencies and other stakeholder interests to facilitate mapping of existing fishing activities and identify needs for services to those activities and any new opportunities.
3. Identify emerging areas – for examples, broadening environmental management to include economic development as provided through Rangers; tourism; and Aboriginal Coastal Licences.
4. Facilitate robust communication and relationship building among stakeholders.
5. Broker business partnerships, sharing of resources and funding opportunities.
6. Develop planning models that can be used in other regions.
7. Create a legacy product, in the form of a planning framework that the WMC can use as a guide or foundation toward progressing commercial ideas over the next 5-10 years.
8. Have one or two key business ideas project-ready, i.e. to source funding.
9. Establish measures and monitor success and needs in delivering a planning strategy.

#### Project outcomes<sup>2</sup>:

- Informed understanding of the capacity of the region through action-based community participation in mapping ideas and potential interests, including skills and existing resources and local interests willing to participate.
- Identification of sites/aspirations or priorities with potential to build around existing markets and draw on established capabilities (i.e. Rangers, cultural expertise and traditional knowledge, skilled labour, infrastructure) and strong biophysical attributes.
- Brokered partnerships and investment opportunities for Aboriginal Land Owners with fishing sector interests, government and associated entities.
- Reduced barriers and improved relationships, communication and networking among Aboriginal Land Owners, fishing and seafood sectors, governments and agencies.
- Raised awareness of all participants.
- Build capacity of Wurrailiba Management Committee in determining key areas to develop
- Potential interest into a strategic plan for the next 10-15 years.

<sup>1</sup> See NLC Terms of Reference for research consultancy

<sup>2</sup> See NLC Terms of Reference for research consultancy

## Project stages and deliverables:

### 1. Situation analysis

(August-October 2017)

Stakeholder liaison and information gathering to support trust building, relationship development, and knowledge sharing; and situational analysis (economic, environmental, social and cultural) to inform collective inquiry.

- PSG teleconference (Aug 2017).
- Workshop with local Aboriginal community members (22 Aug 2017)
- **Draft Background/Discussion Paper** ratified with the WMC (10 Oct 2017)
- **PSG teleconference (Oct 2018).**
- Deliverables: Collaborative planning with the WMC; Communications Plan; facilitated workshop with local Aboriginal community members; and ratified Background and Discussion Paper.

### 2. Collective inquiry and collaborative planning

(October 2017-April 2018)

Participatory engagement, collective inquiry, knowledge sharing and collaborative planning through re-iterative processes with the research participants that leads to the creation of a Local Development Agenda for the local Aboriginal community; and local project champions to support research and build local knowledge.

- Interviews and discussions with local Aboriginal community members, wider community and interest groups (Oct – Mar 2018)
- Collective inquiry, knowledge sharing and collaborative planning to identify and assess emerging areas in local fisheries (Oct – Mar 2017)
- Deliver the **Progress Report to WMC** and assess findings against opportunities and partnerships (Apr 2018).
- Develop and distribute research outcomes to identified audiences as per the Communications Plan (May 2018).
- **PSG teleconference (Mar 2018).**
- Deliverables: Collaborative planning with the WMC; facilitated collective inquiry with local Aboriginal community members; Progress Report; and communication products.

### 3. Partnership building

(May-September 2018)

Communications and strategic partnership building with stakeholders; and scoping and identification of future projects with the collaborative development of project-ready proposals or funding applications as appropriate to the research focus and outcomes.

- Traditional Owner capacity building in enterprise development and identification of key business opportunities (May-Jun 2018)
- Develop Draft Report, **WMC Local Development Agenda and WMC Collaborative Development Decision Making Framework** (Jul 2018).
- **PSG teleconference (Jun 2018).**
- Deliverables: Facilitated local spaces for local Aboriginal community capacity building.

### 4. Reporting and review

(August-October 2018)

Supporting Indigenous reflection and communication of their own participatory outcomes from the participatory research, collective inquiry and collaborative development planning.

- WMC meeting to review Draft Report and project evaluation (Aug 2018).
- Workshop with the local Aboriginal community to adopt the Final Report, plan for implementation and project evaluation (Sept 2018).
- Recommendations and **Final Report** delivered to all identified audiences as per the Communications Plan (1 Oct 2018).
- **PSG teleconference (Sept 2018).**
- Deliverables: Draft report (1 Aug 2018); Final Report (1 Oct 2018); WMC Local Development Agenda and WMC Collaborative Development Decision Making Framework (1 Oct 2018).



## 1d. Industry engagement and interview outline



### FRDC Project 2016-201

( Supported by funding from the FRDC on behalf of the Australian Government)

BUSINESS OPPORTUNITIES AND IMPEDIMENTS FOR ABORIGINAL COMMUNITY DEVELOPMENT IN SUPPORTIVE FISHING INDUSTRIES IN THE ROPER RIVER TO ROBINSON RIVER AREA OF THE NORTHERN TERRITORY

Industry engagement (May-July 2018)

The Northern Land Council, in consultation with the Wurrahiliba Management Committee<sup>1</sup> and Yanyuwa research community (Yanyuwa Traditional Owners participating in the research), invite supportive fishing industries organisations and interest groups to be a part of the collaborative research conversation into economic opportunities and Aboriginal capacity development in this sector.

This FRDC funded research provides the Yanyuwa research community and industry organisations and interest groups with the opportunity to discuss supportive fishing services and economic development opportunities within Yanyuwa inter-tidal areas and sea estate including the Sir Edward Pellew Islands and McArthur River Area Fishing Access Agreement areas.

#### **Background**

Participatory, collaborative research is committed primarily to discovery, knowledge sharing and capacity development through experiential processes and ultimately identification by the Yanyuwa research community of their current aspirations, capacity and readiness for collaboration and partnership.

As of April 2018, the Yanyuwa research community completed their own collective investigation into their rights, interests, aspirations and current capacity in supportive fishing services and enterprise development. The Yanyuwa research community would now like to establish collaborative conversations with interested industry stakeholders in the fisheries services sector to consider their interests and capacity for collaborative projects as appropriate to their aspirations, current capacity and land and sea estate.

It is expected that this conversation will provide the research project with the necessary information and momentum to move forward with appropriate organisations into brokering partnerships and scoping future projects in the area.

#### **Joining the conversation**

From now until the end of June, the research team will be conducting phone discussions with all identified stakeholders to support the engagement of industry stakeholders in the collaborative investigation as co-researchers themselves to explore interests and capacities in establishing partnerships with Yanyuwa Traditional Owners. This includes investigations into:

- Current industry development growth areas, calendars of events, policy guidance and investment guidance.

- Conditions for collaborative partner readiness in terms of institutional strength, appropriate governance, financial management, risk management and operational capacity particularly in regards to joint funding applications.
- Industry-side experience into collaborating with Indigenous partners within enabling frameworks.
- Existing and developing partnership models or approaches that would best suit collaboration with Yanyuwa.
- Funding sources in government, industry development funds, departments or private investors.

### **Conversation Timetable**

By *August 2018*, Yanyuwa research community members will have reported on experiential learning activities facilitated by the research team. Yanyuwa representatives will have also identified potential fisheries services sector, and associated sectors and stakeholders, to commence consideration of potential for collaboration in developing fisheries services economic development in Yanyuwa land and sea estate.

By *early September 2018*, Yanyuwa representatives will communicate their current position regarding future fisheries services collaborative programs and confirm whether there is a willingness to partner with identified sector stakeholders on any specific future projects.

By *early October 2018*, Yanyuwa research community members will have established collaborative project scoping and partnership dialogue with relevant government and industry stakeholders regarding opportunities and challenges to economic development in fisheries services on the Yanyuwa land and sea estate.

### **Identified industry stakeholders**

The following are some of the industry stakeholders that have been identified as existing or potential industry stakeholders who can support continued collaborative research. Stakeholders will be built on as Yanyuwa Traditional Owners continue to identify organisations and individuals who can support Yanyuwa aspirations.

#### **Yanyuwa Representative Organisations:**

- Mabunji Aboriginal Resource Indigenous Corporation and Li'Anthawirriyarra Sea Ranger Group
- Northern Land Council

#### **Commonwealth Government:**

- Australian Fisheries Management Authority
- Commonwealth Scientific and Industrial Research Organisation
- Department of Agriculture and Water Resources
- Fisheries Research and Development Corporation – Indigenous Reference Group

#### **Northern Territory Government:**

- Australian Maritime Safety Authority
- NT Fisheries
- Dept. of Primary Industry and Resources

- Darwin Aquaculture Centre (DPIR)
- Dept. of Education (Vocational Education Training)
- NT Water Police
- Dept. of Tourism and Culture
- Primary Industries Training Advisory Council

### Industry Groups

- Amateur Fishermen's Assoc. of the Northern Territory
- Northern Territory Seafood Council
- Northern Territory Guided Fishing Industry Association
- Affectus Pty Ltd
- McArthur River Mine (Glencore)

### Research Institutes:

- Charles Darwin University (various research institutes of CDU)
- Australian Institute of Marine Science

### Research team contact

<sup>1</sup>In 2012, Yanyuwa landowners entered a Fishing Access Agreement with the Northern Territory Government, providing permit-free fishing access to the intertidal areas of the Sir Edward Pellew Islands and McArthur River in the Gulf of Carpentaria (NT). The Wurrahiliba Management Committee (WMC) was created under the agreement to support dialogue and management of member interests. It is made up of representatives from Yanyuwa Traditional Owner clan groups, government, industry and other user groups. This FRDC research project (2016-201) is a result of the WMC agreeing to work on supporting Traditional Owner engagement and participation in regional economic development in commercial, recreation and tourism fishing sectors through jobs and enterprises.

## FRDC Project 2016-201

Industry interview sheet (May-July 2018)

### Interview process

- Introduction to the project.
- Gain consent – written or verbal using consent form.
- Check:
  - Opportunity to withdraw at any time without consequences
  - Confidentiality if required
  - Opportunity to review the interview report if required
  - Opportunity to review research material as delivered to the PSG
  - Provide contact details
  - Provide contact details of NLC if any concerns that you feel you cannot discuss with us.

- Questions/conversation
- Next steps:
  - Review interview notes
  - Findings to be included in the Progress Report and presented to the WMC
  - Work towards a summit or alternative series of workshops
  - Key future project dates

### Discussion questions

Discussions explored industry stakeholder current state of readiness as potential partners that seek to manage and develop commercial activities on Yanyuwa sea country estate.

**Q. How would you describe your/organisation’s role in the research scope’s identified industries?**

**Q. How would you describe your experience in collaborating with Yanyuwa People, or Indigenous partners more broadly?** (*What frameworks enabled these partnerships?; What impacts has this had for Indigenous People that you have worked with?; Were there any barriers in engaging Indigenous people – from either the organisation’s or Indigenous partners’ perspective? If so, how could this be improved?*)

**Q. What opportunities or support in your particular work are available for collaborations with Yanyuwa People?** (What is needed for your organisation, and Yanyuwa People, to develop partnerships/best suit collaboration? (existing partnership models or approaches); and Are there any pre-requisite conditions for collaborative partner readiness in terms of institutional strength, appropriate governance, financial management, risk management and operational capacity particularly in regards to joint funding applications?)

**Q. Do you have any guidance on other partners/stakeholders, funding sources, or information that would benefit the research?** (Such as a calendars of events; policy or investment guidance; current industry growth areas; contacts or partnership approaches currently in place.)

**Q. How would you like to continue to participate in the research project?** (Such as the Summit or other partnership brokering opportunities best suit your organisation?)

### Oral consent script:

Welcome statement: In order for you to be involved, we need to ensure that we have your informed consent. I am going to ask you some questions and If you understand them and agree to each of them then at the end I will ask you whether you provide your informed consent to be involved in this project.

- Have you read/or had read to you the Information Sheet which explains what this research project is about and do you understand it?

YES/NO/MORE INFORMATION REQUIRED

- Have you had a chance to ask questions about the project? and are you comfortable with the answers that you have been given? Are aware that you can ask more questions whenever you like?

YES/NO/MORE INFORMATION REQUIRED

- Have you volunteered to participate in the research? and do you know that you do not have to participate in it if you don't want to? Do you agree to talk to the researcher? and if so, do you know this will take up to one hour, or longer if required and agreed to.

YES/NO/MORE INFORMATION REQUIRED

- Are you aware that you have the choice to not answer particular questions?

YES/NO/MORE INFORMATION REQUIRED

- Are you aware that you are free to withdraw at any time? If you do withdraw there will be no bad consequences for you. If you do withdraw none of the non-confidential information you have given can be used in the research.

YES/NO/MORE INFORMATION REQUIRED

- Do you know that information provided in confidence by you will not be recorded or used in the report? It will be discussed with you how any non-confidential information you provide to the researcher will be used in the writing up of the final report.

YES/NO/MORE INFORMATION REQUIRED

### 3a. Yanyuwa Summit – Agenda

## YANYUWA SEA COUNTRY ECONOMIC DEVELOPMENT SUMMIT (18 - 19 September 2018, NLC Borroloola Regional Office NT)

### AGENDA

#### DAY 1 (Tuesday, 18th September)

Chair - Wurrahiliba Management Committee; Rapporteur - Research team

Attendees: All attendees

9am	<b>Registrations</b> (NLC) <i>[Morning tea served prior to Welcome to Country]</i>
9.30am	<b>Welcome to Country and summit opening</b> (NLC; WMC Chair)
10.00am	<b>Collaborating on Country</b> (WMC Chair) <ul style="list-style-type: none"> <li><input type="checkbox"/> <b>Presentation</b> (Research team) – Collaboration with Indigenous partners and what this means for Yanyuwa Sea Country</li> <li><input type="checkbox"/> <b>Presentation</b> (Research team, Yanyuwa research community) – Summary of key Yanyuwa aspirations, interests, capacities and collaboration needs for Sea Country-based industries</li> <li><input type="checkbox"/> <b>Open discussions</b></li> </ul>

**10.30 am What's on the horizon? Industry interests, innovations and opportunities**

- **Presentation** (NT Fisheries) - Commercial fishing business opportunities across Yanyuwa sea estate (Including planning for and using Aboriginal Coastal Fishing Licences)
- **Presentation** (NT Fisheries) – Regulatory frameworks relevant for Yanyuwa Sea Country
- **Presentation** (NT Seafood Council, Seafood & Maritime Industries Training) - Sharing experiences from 30 years in commercial fishing
- **Presentation** (AFANT) - Recreational fishing interests and opportunities to support the local industry (Including the interests and management of recreational fishers)
- **Open discussions**

---

12.30pm **Lunch** *[Summit group photo and opportunities for recording of interviews for summit reporting]*

---

1.30 pm **Midday report** (Rapporteur; WMC Chair)

---

2.00pm **Yarn circles**

- Commercial interests (Aboriginal Coastal Licences and other commercial fishing)
- Tourism interests
- *Option for other key topics of interest identified such as recreational and other fishing services, business planning and development, training and capacity building)*

---

2.45 pm *[Afternoon tea served during sessions]*

---

3pm **Where to from here?** (Research team; WMC Chair)

---

3.30pm **Close, acknowledgements and thanks** (WMC Chair)  
*[Opportunities for recording of interviews for summit reporting]*

**DAY 2 ( Wednesday, 19th September )**

Chair - Wurrailiba Management Committee / Rapporteur: Horace Nona, Research team

Attendees: Closed day for Indigenous attendees only

---

9am **The day ahead** (Research team)

---

10am **Indigenous economic development across Sea Country**

- **Presentation** (Bawinanga Aboriginal Corporation) – Information and experience sharing from Indigenous-led Sea Country-based enterprises
- **Presentation** (NLC) – Sea Country work across the region

---

12.30pm **Lunch** *[Summit group photo and opportunities for recording of interviews for summit reporting]*

---

1.30 pm **Engaging with Sea Country-based industries**

- **Workshop** (Research team) – What Traditional Land Owners need to collaborate with industry

---

3pm **Wurrailiba Management Committee meeting** (Research team; WMC)  
*[Afternoon tea served during meeting]*

---

- 
- Yanyuwa member session to discuss WMC actions moving forward to support Yanyuwa economic development opportunities across Sea Country; evaluation of summit expectations and outcomes; and confirm post-summit meetings as part of the research project.

---

4pm **The road ahead** (Rapporteur; WMC Chair)

---

5pm **Official close, acknowledgements and thanks** (WMC Chair)  
*[Opportunities for recording of interviews for summit reporting]*

---



### 3b. Summit handout

## YANYUWA SEA COUNTRY ECONOMIC DEVELOPMENT SUMMIT

18 - 19 September 2018  
Borroloola, Northern Territory

### A Collaboration Space

For Yanyuwa and Fisheries Industry Stakeholders  
to share aspirations and experiences, and ideas and information  
about economic development on sea country.



### SOME THINGS TO THINK ABOUT FOR YANYUWA ECONOMIC DEVELOPMENT ON SEA COUNTRY

What do we have now AND What IS our vision for our future What do we need to achieve our vision

### HOW AND WITH WHO DO WE ADDRESS OUR NEEDS







### 3c. Summit report

## Yanyuwa Sea Country Economic Development Summit A Collaboration Space

### Summit report

The summit was a two-day community event in Borroloola hosted by Yanyuwa Traditional Owners to create a local space for relationship building between Yanyuwa People and fisheries stakeholders. The aim was to share information that could support local Yanyuwa decision-making on their economic futures and the management and use of their Sea Country estate and resources.

The theme of the summit was business and employment opportunities in fisheries industries across Yanyuwa Sea Country. This includes opportunities in tourism, fishing and fishing services, and the seafood industries across the Sir Edward Pellew Islands, McArthur River area and broader Yanyuwa Sea Country. There was a big focus on commercial fishing, reflecting Yanyuwa Peoples' current interests.

There were presentations and talks, and lots of time to give the Yanyuwa community and industry people the space to build conversations and relationships. It was an opportunity for Yanyuwa to build their network of contacts with fisheries stakeholders and share their current aspirations, capabilities, capacity development needs, and willingness and readiness for partnerships that allow Yanyuwa People to engage in economic development and benefit their Sea Country.

For fisheries industry stakeholders, the summit provided the opportunity to connect directly with Yanyuwa Traditional Owners in their local township and share their knowledge and experiences of working in fisheries. It was also an opportunity for them to better understand the challenges facing Yanyuwa People in establishing economically beneficial fisheries activities and projects within the Yanyuwa Sea Country estate.

This report gives a summary of what was talked about. It also gives Yanyuwa People some useful information on turning their aspirations into business and employment opportunities in the near future and also down the track.



YANYUWA SUMMIT (18-19 SEPTEMBER 2018)

1

### What do people want

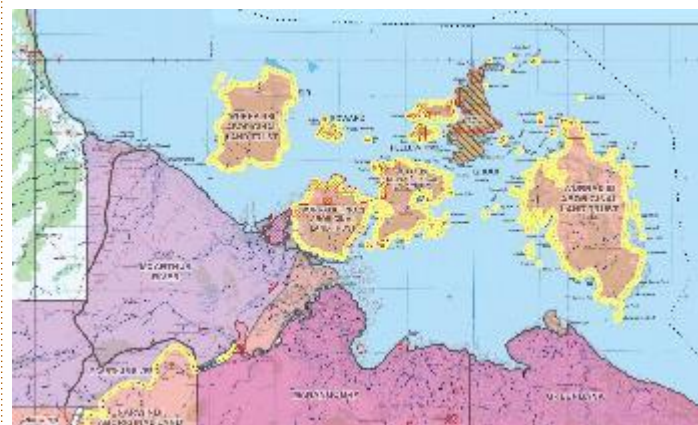
Yanyuwa Traditional Owners who have taken part in building the summit have identified a range of interests and directions to focus on what will support the wide range of Yanyuwa expertise, knowledge, skills and assets relating to industry participation. Fundamental to Yanyuwa interests is that,

- > The governance (decision-making) framework supporting economic development needs to be driven by Yanyuwa People;
- > Opportunities in businesses and employment must also support healthy Country and the sustainable management of marine resources; and
- > Economic development needs to engage young Yanyuwa People and support them being on Country and bringing back pride for young people.

### FRD C R E S E A R C H P R O J E C T

The summit was organised by Yanyuwa Traditional Owners as part of a shared research project guided by the Wurrailiba Management Committee and funded by the Fisheries Research and Development Corporation (on behalf of the Australian Government). The research is shared among the Yanyuwa Traditional Owners, Northern Land Council, Northern Territory Department of Fisheries, NT Seafood Council, Amateur Fishing Association NT, and NT Guided Fishing Industry Association. The project is about Business Opportunities and Impediments for Aboriginal Community Development in Supporting Fishing Industries, from the Roper River to Robinson River in the Northern Territory.

Under the guidance of the Wurrailiba Management Committee, the project is working to build a research community between the research team, Yanyuwa Traditional Owners and industry stakeholders to research together the opportunities and challenges to Indigenous development in fisheries industries across Yanyuwa Country. This includes both Yanyuwa owned land and sea estate - Yanyuwa owned land and intertidal (yellow in map) areas - as well as broader Sea Country.



## NORTHERN TERRITORY FISHERIES

Representatives from the Northern Territory Department of Fisheries (NT Fisheries) came to talk about the

different commercial and recreational fisheries across Yanyuwa Sea Country. They also talked about the NT Fisheries programs that support Indigenous People being part of these industries. This includes the management of Aboriginal Coastal Licences and Aboriginal Fishing Mentor Program (See page 4), the Aboriginal Marine Training Program, and Aquaculture Development Programs.



"NT Fisheries is really interested in making sure that industry, like the Seafood Council, and Aboriginal people have a way to communicate with each other because as we know fishing is a hard business. It is a path to economic development, but it takes a lot of hard work. Countrymen are not going to do it on their own, Fisheries is not going to do it on their own. We

are going to have to work together with industry to make sure we can work together, and where people

want to do this as a business, we are in a position where we can support them."  
- Robbie Dalton, NT Fisheries

Below are some of the main commercial and recreational fisheries being used across Yanyuwa Sea Country, and some information about how they are used.



### COMMERCIAL and recreational

The Mud Crab Fishery goes across the whole coastline of the NT and out to three nautical

### MUD CRAB FISHERY

miles. It is divided into two stocks – the Arafura-West stock and Western Gulf of Carpentaria stock. There are 49 licences for the whole

fishery, with most licence holders operating from Blue Mud Bay to the Queensland border. Licences come with requirements on size limits, catch, gear restrictions and fishing methods, including requirements from 1 July 2019 that every commercial mud crab vessel needs a commercial vessel monitoring system. Commercial fishers take about 88% of the total harvest of mud crabs in the NT. From the Western Gulf of Carpentaria mud crab stock, commercial fishers have an average harvest of 215 tonnes. Most of recreational mud crab catch is from the Darwin region, with an estimated recreational harvest of 33 tonnes (2014) and tourism harvest (part of a tourism licence) of less than one tonne (2016). Recreational and tourism mud crab fishing is managed through personal possession, vessel and size limits.

The NT Barramundi Fishery covers the whole coastline of the NT out to three nautical miles, but licence holders are not allowed in most rivers. There are a maximum 13 commercial licences in

### COMMERCIAL and recreational Barramundi Fishery

the fishery. Total commercial harvest of barramundi in Northern Territory in 2016 was 305 tonnes. Commercial fishers can only fish between 1 February – 30 September every year, and can only use gill nets with specific restrictions (such as each vessel only using a maximum of 1000 meters of net). Every commercial vessel has a vessel monitoring system, so that NT Fisheries can monitor their compliance. This also allows the fishers to show the public that they are fishing responsibly. There is commercial fishing in Yanyuwa Country around the islands and up near the Roper River, but licence holders are not allowed to fish in the Dugong Protected Areas. Most people in the NT who do recreational fishing catch barramundi, but approximately 72% of barramundi caught are released back into the wild. Recreational catch in 2010 was 155 tonnes, and tour-based fishing catch in 2010 was 25 tonnes. There is a range of limits for recreational and tour-based fishers, including only using baited hooks and artificial lures to fish for barramundi, and each fisher can only catch five barramundi larger than 55cm.

### Coastal Line Fishery

The Coastal Line Fishery covers the whole NT coastline, from the High Water Mark to 15 nautical miles (from the Low Water Mark).

This fishery allows catch of different species but the main target species is black jewfish because of their high value. In 2016 the total commercial harvest was 156 tonnes, with 97% of the catch being black jewfish. There are 51 commercial licences (12 currently active) for this fishery, managed as the Western Zone (limited access) and Eastern Zone (where all licence holders can fish). Licence holders are allowed to fish using handlines, droplines, reels, rods and fish traps. They are not allowed to fish up creeks and rivers. Commercial catch is smaller than recreational catch, and most recreational activity occurs around Darwin with a recreational catch of about 350 tonnes of reef fish per year.

The Spanish Mackerel Fishery can operate in all waters outside of creeks and rivers and out to the Australian

### Spanish Mackerel Fishery

fishing border, 200 nautical miles out to sea. There are 15 commercial licences in the fishery. They mostly target Spanish mackerel but there are also other species like trevally or grey mackerel. They fish from one vessel by trolling, which can have two smaller vessels supporting it. Most people fish from just one big vessel. They can use troll lines, floating hand lines or rods to catch Spanish Mackerel. Each licence trolls four to eight baited or lured lines behind the vessel, and two lines if using a smaller vessel. This fishery is

controlled by the total catch each year. Most of the fishing happens around Darwin. There is fishing around Borroloola but there is an identified gap in how much catch is coming out of King Ash Bay. Commercial licences in 2016 caught 450 tonne of Spanish Mackerel. Recreational catch around Darwin only was about 30 tonnes.

**Buying a licence** A Coastal Line Licence will cost about \$30,000, while a Barramundi or Spanish Mackerel licence will cost a lot more than that. Along with a licence, fishers will need a ticket to drive the boat, which needs to be under survey in-lieu with AMSA regulations. There are also Fisher Trader Processing Licences. These cost about \$1,000 per year and allow you to buy fish from fishers and sell the fish or process it and sell it to a restaurant.

### Tourism Fishing

If you want to take people out

fishing, you need a Fishing Tour Licence. As a fishing tour operator, tourists will pay you to take them on fishing charters and take them to the

good spots. Most times you take about four to five people out fishing on the boat at one time, but the licence is owned by the person who takes them fishing on his boat. There are 150 Fishing Tour Licences in the Northern Territory, with a lot working out of Darwin and a couple working out of Borroloola.

## ABORIGINAL COASTAL FISHING LICENCES



Aboriginal Coastal Fishing Licences (ACLs) are fishing licences that allow Aboriginal people to participate in small-scale fishing enterprises. This helps to bring fresh fish into community as well as build local fishing businesses.

They have been around since the 1990's but there make them more useable. Changes included removing 100 meters of net to be used, allowing the use of a traditional fish trap, and allowing sales outside of their community.

### What's the point of an Aboriginal Coastal Fishing Licence?

ACLs are there to help people build their skills and experience as commercial fishers. ACLs support the local economy and build business and fishing capacity of local people, and also act as a 'stepping stone' to entry into larger scale commercial fishing operations.

The NT Government established ACLs with the idea to help mob understand how hard it is to be a fisher, because a lot of Aboriginal people had commercial licences but couldn't use them so they sold them. The NT Fisheries Aboriginal Fishing Mentor Program also supports ACL holders with training in the seafood industry.

### Who can apply for an Aboriginal Coastal Fishing Licence?

If you belong to an Aboriginal Traditional Owner family, and are living in your area, you are allowed to apply for an Aboriginal Coastal Fishing Licence for your traditional area. You need to be supported by your community, family or clan group to do the fishing in your areas, as Traditional Owners need to make sure people are fishing the right way in the right areas.

Aboriginal Coastal Fishing Licences are only granted to individuals for a 12 month period, after which it can then be renewed. The individual that holds the licence is responsible, so any wrong doing with fishing is the responsibility of the person.

### Aboriginal Coastal Fishing Licences allow you to use the following gear:

- A vertical line
- A net up to 100 metres long
- Scoop Net
- Hand Spear
- If your licence says so, a traditional fish trap, but you have to apply to use traditional net traps

NT Fisheries is the one that makes the decision on what gear you can use and what fish you can catch and sell. This is to make sure the different fish stocks are healthy and sustainable.

### Who can you sell to?

Aboriginal Coastal Fishing Licence holders can sell to fish traders, fish processors, fish licencees, fish shops, aquaculture farms (such as barramundi farms) and aquariums – basically, you can sell fish to anyone who is allowed to sell it on or direct to people.

### Aboriginal Coastal Licences DO NOT let you target the following marine species to sell on:

- Barramundi
- King Threadfin
- Spanish Mackerel
- Trepang
- Mud Crab

Aboriginal Coastal Fishing Licence holders can't target these species to sell, because they can make a lot of money, but Traditional Owners can still catch these species under their native title rights. If you want to target those species for commercial use, you have to buy a commercial licence to catch those species, just like anyone else.

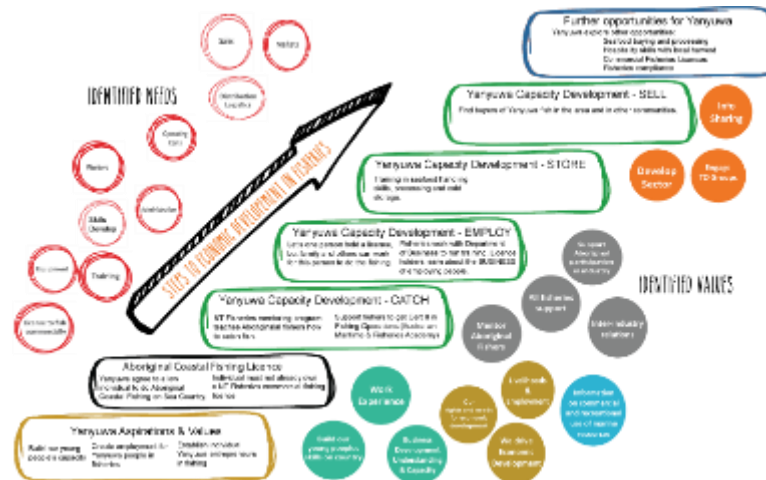
### How does an Aboriginal Coastal Fishers Licence help our families if it just belongs to one person?

One person might hold the licence, but family members can come and work for the person who owns the Aboriginal Coastal Fishers Licence. The government Community Development Employment Projects (CDEP) program recognises fishing as an employment activity. This means that people in the CDEP program can get a top up while still on employment benefits.

### What type of support can we expect from NT Fisheries if we want to be commercial fishers?

If Aboriginal people are not in a position to buy a commercial licence, NT Fisheries can provide support to become ACL Fishers and then grow from there, with support from the Aboriginal Fishing Mentor Program. NT Fisheries pays for this program and they work with Department of Business to run the training courses.

Steps to building capacity and experience in fisheries and enterprise development with Aboriginal coastal fishing licences





## A COMMERCIAL FISHERMAN'S OWN STORY

Norman Hedditch has been a commercial fisherman for 39 years. Today he also supports the commercial fishing industry as a board member for the NT Seafood Council, representing the Spanish Mackerel fishery, and through work with the Seafood & Maritime Industries Training Ltd., an industry based training provider.



He started in Groote Eylandt in 1979 on a trawler, working into the Bartalumba Bay where there was a factory, and then moved onto Karumba and Darwin. In 1987 he founded his family owned fishing business, Taroona, which is now one of the NT's largest Spanish Mackerel fishing businesses.

Here are some of Norm's thoughts on the things that make a fisher successful.

### Good Mentors and Skills and QUALIFICATIONS THAT HELP YOU DO THINGS FOR YOURSELF

"In the very early days, I had some good mentors, and within two years of starting my fishing career I went and got my Masters ticket. That's a qualification I still hold today, that gives me the qualification to drive any vessel up to 24 metres in length. Also, I achieved a Marine Engine Drivers Grade 2, which means you can run an engine room in a boat; and I did a STCW95, which is all your safety instruction from learning how to climb into a life raft to set flares off and make mayday calls and all that.

You need qualifications when you get to the commercial fishery to operate a licence and drive a vessel. I really love fishing. I haven't been here for 39 years because I don't like it. I've made it my career, my life and I'm proud to be a Northern Territory fisherman. I enjoy supplying that fish to people who can't fish for it themselves."

### Making sure you are licensed and safe to go fishing is important

"Some things that aren't so rosey about the industry, these days, are the rules and regulations that you have to adhere to.

There's quite a lot to it, to get through the survey, it does cost you money to keep things up dated. You've got to have an EPIRB, life raft, medical kit.. You have to do a shaft survey every four years, and you do an annual survey each year. You have to pay for a surveyor to come down and do the survey. You just go to do it, there's no way about it. You have to do it to be compliant to operate in the fishery. There's no short cut."

### Taking every opportunity to go fishing if you are not fishing you are not earning money

"In my operation, we work really hard. It's not an easy fishery, you do work very hard. You have to make the opportunity of every bit of fine weather. One of my mottos is, when it's calm go fishing, when it's rough stay home. Throughout the year, I average somewhere between 210 – 220 days fishing per annum. That's quite a bit. The rest of the time you're in town, you're unloading, re-fuelling, doing maintenance, getting ready for the next trip. There might be bad weather for a week, so you're sitting down preparing for the next trip."

To become a fisher you will need to keep your costs down and your fishing up

"From my personal experience, I've been really lucky by buying vessels at the right price. I refit them myself to save costs from paying contractors to re-fit them. When you're running a boat, you've got to be an engineer, you've got to be diesel mechanic, you've got to be fridge mechanic, you've got to be a hydraulic mechanic. You know there's so much involved.

When you find fish and not travelling, your profit goes up because you're not burning fuel. Then, there's other expenses. Insurance is probably the next biggest one. Not cheap these days. Then you've got things like general running costs like, oil, new knives, cleaning products. The list just goes on and on. Because I'm a commercial fisherman, those boats have to pay for everything. They have to pay for my phone, they have to pay for the rego on the ute. It pays for everything."

Not everyone has the cash to go and buy a licence so there are other ways of starting such as leasing a licence

"There's several ways of making money out of being a commercial fisherman. There's quite a few of operators that maybe don't have enough money to be able to go and buy a licence. We're talking hundreds of thousands of dollars for certain types of licences. But there's opportunity to lease a licence, so you just rent one. I have been renting one of the Mackerel licences.. Against, probably purchasing a licence somewhere between 300,000 and 400,000 maybe 500,000. If you lease a licence you can operate it and you get your return out of selling fish.

If everything's going well, you could probably lease a licence, you know that's minimal cost to start with. Buy a boat, which could be anywhere between 100,000 – 300,000 and maybe look at aiming to own a 200,000 boat within three or four years."

If you do get the cash together and buy a licence you get to fish and you get the possibility of making a profit if you sell the licence later

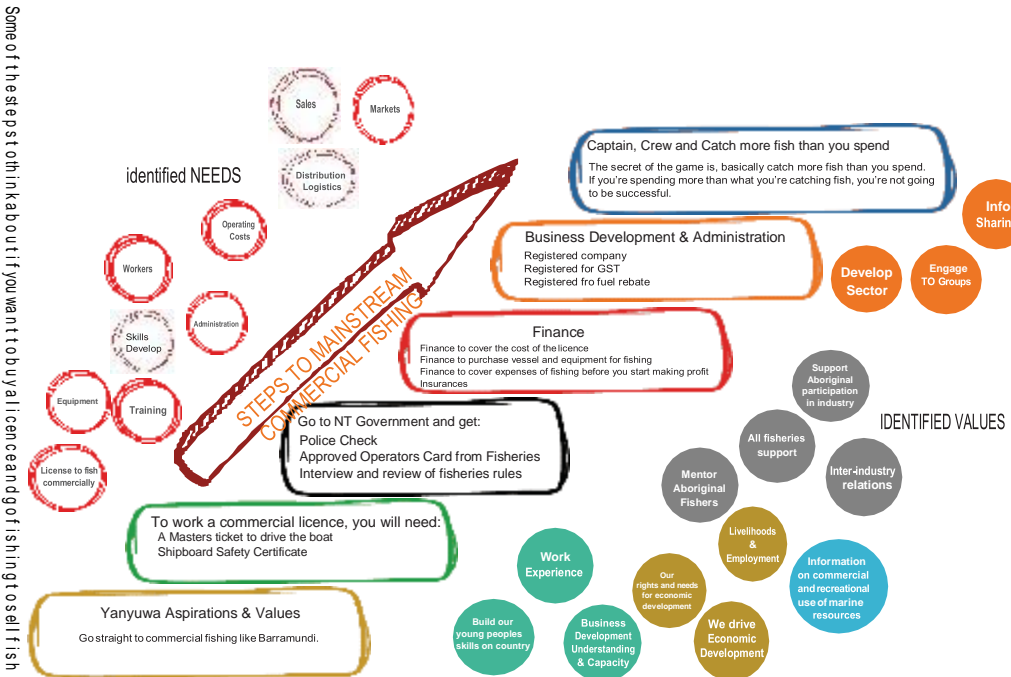
"If you purchase a licence and operate it, well you get the same return, you don't have to pay the lease, but there's also a chance in years to come of making a capital gain. Leasing is probably a cheaper option, you can move straight in and lease one but you don't have the advantage of re-selling the licence for a profit. The way that I've done it over the years is buy a licence, work the licence and maybe five or 10 years later if you want to get out of the fishery, sell the licence and make a good capital gain. So, there's a couple of different ways of getting into the industry."



The other way of doing it, is maybe buy a licence, put it in your name, somebody comes along and wants to lease the licence, they pay you money each year to lease the licence and they operate it. But that doesn't engage, it's just one person owning a licence."

"Best thing about fishing is leaving port and coming home. When you're leaving you're fuelled up, you've geared up, you've got the bait on board. You're going to head out there and hopefully just kill it. Sometimes that doesn't happen. But when you do, the feeling you get, the self-satisfaction from achieving that, putting it all together bringing home a load of fish and getting the dollars for it. That's why I do it. That's why I love it. The challenge of putting it all together to get out there and bring the fish home, is one of the best feelings that you can ever have. That's why I'm still a fisherman. I don't want to be anywhere else. I don't want to do anything else."

- Norman Heddich, Commercial fisher (Taroona Pty Ltd)



Some of these steps oh in k about if you want to buy all i can can go fishing to sell fish

## MANINGRIDA HOMELANDS ABORIGINAL COASTAL FISHING BUSINESS

The summit welcomed Don Wilton, a Yolngu Senior, and Ned Watt, from Bawinanga Aboriginal Corporation, to talk about how Aboriginal Coastal Licences are used by Traditional Owners across Maningrida homelands.

There are three senior custodians who hold ACLs across Maningrida homelands - Don Wilton operates from Nardilmuk outstation, Jimmy Olsen and Stuart Ankin both operate from Blyth River near Gupanga homeland. Andrew Duwadi plans to operate from Yilan outstation, but has not started working. They have teams of workers helping with the business supported by the government Community Development Employment Projects (CDEP) program.

Don Wilton was the first person to commercially fish using an ACL in 2016 on country, near Nardilmuk outstation, 25 kilometers from Maningrida. Don talked about the day-to-day running of the business. This includes what fishing equipment the team needs when they go out fishing, how they fish from the shore with their nets, looking out for crocs when pulling in the nets, clearing the nets of the day's catch, putting the fish on ice and then getting it to market to sell.



"We set up our fishing business to provide jobs on country for our family and to provide healthy bush tucker for families and the community."

Don sells his fish every week at the local supermarket in Maningrida. Sometimes, the team will also drive around and sell directly to the households and sometimes barbeques the fish on Fridays and for special community events. Each Thursday night, the fish are sold outside the Maningrida super market. When the roads are open they also drive to nearby communities to sell fish. In June 2017, Don sold his first shipment of 300kg of mullet to Darwin Fish Markets. In the future, the team also wants to get a food van to sell cooked fish around community.

In May this year, Bawinanga installed a container in Maningrida where all the fish can be processed and packaged following Australian food standards. This means that fish can be filleted and packaged, and then sold at supermarkets in Maningrida and other nearby communities. They also hope to be able to sell the packaged fish to the local school and aged care facilities.

ACL holders receive support to run the business from NT Fisheries, Charles Darwin University and Bawinanga Aboriginal Corporation. The ACL holders also have a team of about 15 other Traditional Owners who work as part of the team through the government Community Development Employment Projects (CDEP) program.

### Maningrida ACL Story Book

ACL holders, Bawinanga Aboriginal Corporation and researchers from Charles Darwin University also created a Story Book to share the story about Aboriginal fishing business and using ACLs. In the Story Book, the ACL holders talk about the benefits and challenges -

#### What are the benefits?

- We have strong leadership from our elders to run this business.
- It is good to have this licence and be in charge of our business.
- Fishing provides healthy food for our families and community.
- We can earn income through selling our fish.
- We have learnt from our experiences that we can start small and build things up along way.

#### What are the challenges?

- Fishing is not the same every day, some days we catch more fish than others.
- The wet season weather makes the roads impassable and this makes it hard to get to our country to go fishing and travel to other communities to sell our fish
- Our customers like to have different species of fish to buy including barramundi.
- We have to keep good records of our catch and sales and make a good system for doing that.
- We rely on Community Development Employment Projects (CDEP) workers but we also need to work out how we can run a sustainable business model in the future.
- We also have to be careful not to flood the market with too much fish so this means working and talking together.

"We want to share our experience with other people who want to set up an Indigenous coastal fishing business."

### Checklist for setting up a fishing business

The Story Book also has a checklist to talk about the steps to using ACLs

- Meet the NT Government ACL Licence requirements (e.g. have cultural permission)
- Have a support organisation for administration and book keeping
- Make a Business Plan and identify markets to sell fish
- Obtain Permits for fishing, food handling, handling, labelling and storing selling the fish
- Organise a team of workers to do the fishing
- Obtain mentoring support from NT Fisheries Indigenous Program
- Undertake Training in Certificate II in Fishing Operations
- The ACL holder will need access to the correct fishing equipment.
- Organise fishing infrastructure and logistics
- Have storage facilities and transport
- Obtain business planning, marketing, governance and financial management training and support.
- Learn about recording keeping about fish catch and sales and organise a system for doing this to submit logbooks to the NT Fisheries.
- The ACL holder will need access to additional funding and support, which exists within many agencies.

## MOVING FORWARD

There were lots of yarns during the summit – experiences, knowledge and ideas were shared between all. Importantly, Yanyuwa People were able to give government and industry people a better idea of how they look after Country, including balancing cultural practices and lore with western management of Country, and what information and relationships they are looking to build on in the near and distant future.

“Customary practice has [it’s] own sets of lores about sharing fish” – Yanyuwa Elder



In moving forward, there were three main areas that Yanyuwa People at the summit wanted to focus on –

### Healthy waters and healthy fish

Before any business is developed, Yanyuwa People want to make sure the resources these businesses rely on – the fish and water – are healthy. This includes having more Yanyuwa Rangers looking after Country and making sure those others using Country’s resources are also looking after Country. For remote parts across homelands, where rangers are not always present, it would also be useful for Yanyuwa People to have compliance training so that they can support sustainable fishing by commercial and recreational fishers.

There are also serious concerns for the impacts that the McArthur River Mine has on local ecosystems (including water quality and fish health). Are the fish healthy enough to sell to local communities and broader markets? Water quality and fish testing is carried out by the Li’Anthawirriyarra Sea Ranger Unit and McArthur River Mine, but Yanyuwa People have called for better reporting back to community to understand the impacts on their economic opportunities.

‘Stuck in the middle of mine and salt water country’ – Yanyuwa Traditional Owner

#### ACTION!

- Current water quality monitoring and fish testing by NT Department of Fisheries and the Li’Anthawirriyarra Sea Ranger Unit to be reported back to Yanyuwa People.

## Strong governance

At the moment the Wurrahiliba Management Committee is providing governance around Yanyuwa fishing industry interests and will continue to do so under their Agreement with the NT Government that allows permit free fishing access to their tidal waters until 2032.

Opportunities for Traditional Owners in the industries across Sea Country need to be driven by Traditional Owners themselves. This requires building strong Yanyuwa governance to support Traditional Owners driving their own businesses and employment. Yanyuwa People already have governance bodies in place to look after Country and People, and it’s up to Yanyuwa People to decide which bodies will be used for business and employment opportunities.

Choosing the right governance support will depend on a variety of factors but needs to ensure that there is support for Traditional Owners to work as individuals, families, clans or however they choose. There also needs to be governance support for opportunities that can start now and opportunities that can be developed over the long term.

#### ACTION!

- Rrumburriya Malandari Council Aboriginal Corporation member drive and Annual General Meeting. (With support for catering from the NLC).
- Engage with ORIC to build training and capacity in strong governance.

## Business knowledge

Many fishing business opportunities for Yanyuwa People were talked about but, before there is any commitment to establish a business, Yanyuwa People want to continue building business knowledge. This includes better understanding future business opportunities, such as catching and selling fish with Aboriginal Coastal Licences, through visits to places where they are already being used (such as Maningrida homelands). Yanyuwa People also wanted to find out more about opportunities for leasing commercial fishing licences, as well as engaging young people and women in opportunities.

#### ACTION!

- Organise an exchange to Maningrida homelands to visit Don Wilton, and other ACL holders, to learn more about the fishing business.
- Seek advice from the NT Seafood Council to see if there is any interest from industry to lease commercial fishing licences.



## CONTACTS

Below are some useful contacts to follow on any discussions from the summit.

### GOVERNMENT

**Northern Territory Department of Fisheries** (Indigenous Policy, Fisheries Division)

P. 08 8999 2308  
E. robert.dalton@nt.gov.au

**Commonwealth Department of Prime Minister and Cabinet** (Indigenous Affairs Group, Borroloola Office)

P. 08 8975 8392  
E. kevin.liddy@network.pmc.gov.au ; roberta.kalinic@network.pmc.gov.au

### INDUSTRY

**Northern Territory Seafood Council**

P. 08 89815194  
E. ntsc@ntsc.com.au

**Amateur Fishermen's Association of the Northern Territory**

P. 08 8945 6455  
E. research@afant.com.au

### INDIGENOUS REPRESENTATIVE GROUPS

**Bawinanga Aboriginal Corporation**

P. 08 8979 6555  
E. info@bawinanga.com

**Mabunji Aboriginal Resource Indigenous Corporation**

P. 08 897 58746

**Northern Land Council**

P. 08 8920 5100  
E. reception@nlc.org.au

## ACKNOWLEDGMENTS

Sincere thanks to the Wurrailiba Management Committee and partners involved in supporting the summit, without whose backing and time the summit would not have been such a success.



Disclaimer: Traditional Owners must be consulted prior to the use or reproduction of any intellectual property contained in this report.

Photos: Gus Burrows (Styledia)

## **Appendix 2: List of researchers and project staff**

### **Principal Investigator**

Lorrae McArthur, Northern Land Council

### **Secondary Investigator**

Northern Territory Government, Department of Fisheries

### **Consultant research team**

Melissa Sinclair, Co-lead place-based business opportunities researcher, lead author

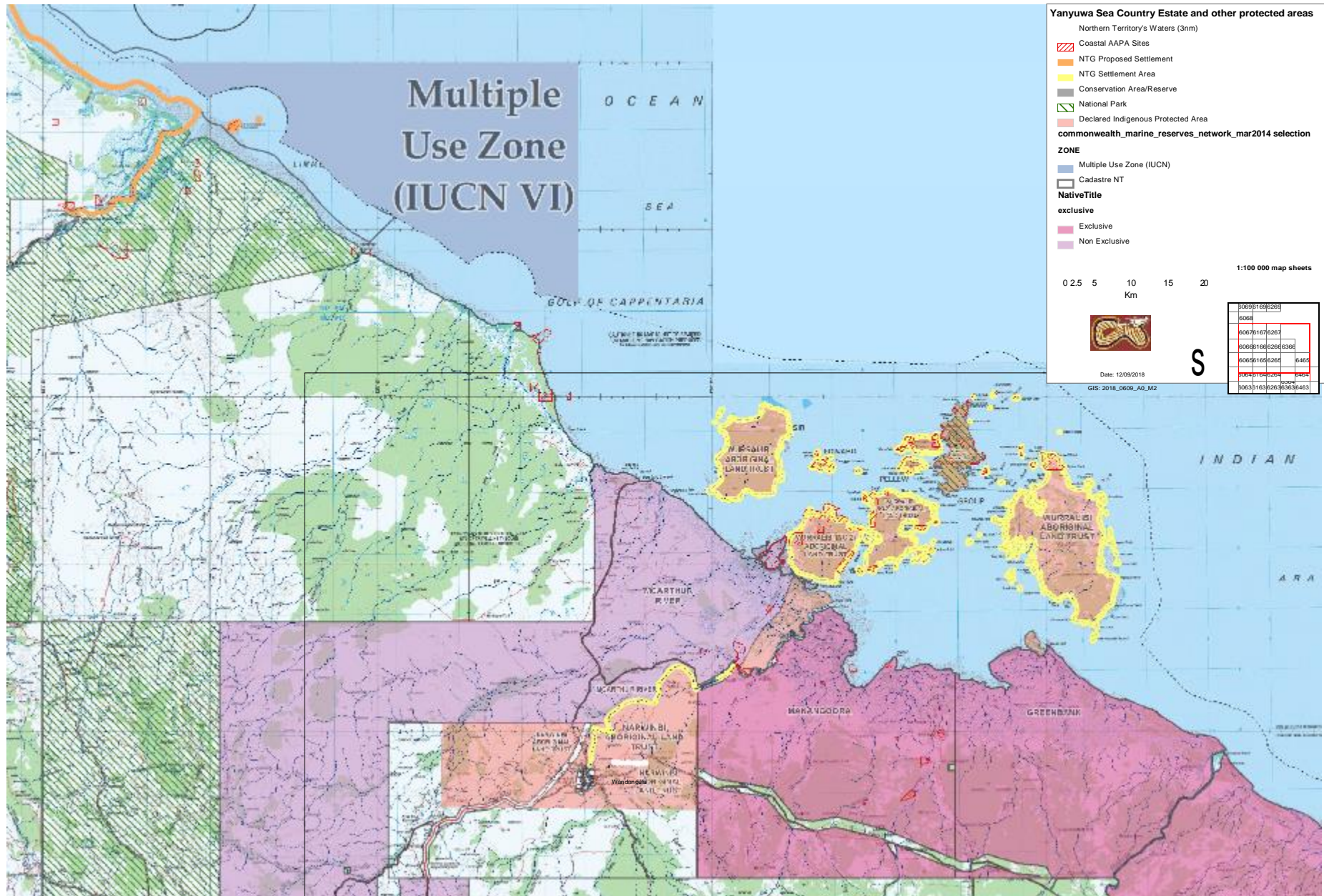
Horace Nona, Expert Advisor and co-author

Melanie Dulfer-Hyams, Co-lead project coordinator, facilitator and co-author

## **Appendix 3: Intellectual Property**

Unless otherwise noted, any intellectual property rights in this publication are owned by the Fisheries Research and Development Corporation and Northern Land Council, The GEORG Group and Melanie Dulfer-Hyams. Traditional Owners must be consulted prior to the use or reproduction of any intellectual property contained in this report.

Appendix 4: Map of Yanyuwa Sea Country Estate and other protected areas



## Appendix 5: Research Project Terms of Reference

The Northern Land Council engaged independent consultants to deliver the research project. As per the NLC project terms of reference, the objectives and outcomes are listed below.

ToR project objectives:

1. Build the capacity of the Wurrahiliba Management Committee to ensure community based planning approaches.
2. Network fishing industries, local Aboriginal Ranger programs, relevant agencies and other stakeholder interests to facilitate mapping of existing fishing activities and identify needs for services to those activities and any new opportunities.
3. Identify emerging areas – for examples, broadening environmental management to include economic development as provided through Rangers; tourism; and Aboriginal Coastal Licences.
4. Facilitate robust communication and relationship building among stakeholders.
5. Broker business partnerships, sharing of resources and funding opportunities.
6. Develop planning models that can be used in other regions.
7. Create a legacy product, in the form of a planning framework that the WMC can use as a guide or foundation toward progressing commercial ideas over the next 5-10 years.
8. Have one or two key business ideas project-ready, i.e. to source funding.
9. Establish measures and monitor success and needs in delivering a planning strategy.

ToR project outcomes:

- Informed understanding of the capacity of the region through action-based community participation in mapping ideas and potential interests, including skills and existing resources and local interests willing to participate.
- Identification of sites/aspirations or priorities with potential to build around existing markets and draw on established capabilities (i.e. Rangers, cultural expertise and traditional knowledge, skilled labour, infrastructure) and strong biophysical attributes.
- Brokered partnerships and investment opportunities for Aboriginal Land Owners with fishing sector interests, government and associated entities.
- Reduced barriers and improved relationships, communication and networking among Aboriginal Land Owners, fishing and seafood sectors, governments and agencies.
- Raised awareness of all participants.

## FRDC project agreement outcomes and outputs

**Outcomes:**

- Understanding the interests, skills and existing resources in the region
- Community participation in the project
- Planning around existing fishing and seafood sectors
- Analysis for potential growth industries (ie. ACLs, tourism)
- Brokered partnerships and investment opportunities

- Communication and networking among Aboriginal landowners, fishing and seafood sectors, governments and agencies
- Raised awareness about the interests and aspirations of Aboriginal people
- Built capacity of WMC in determining key areas to develop potential interest for the next 10-15 years

**Outputs:**

- Network through the PSG
- A plain English background and discussion paper
- A data base of participants
- Meeting interview templates, project flyer and user friendly background paper
- Two community workshops (start and end)
- A number of meetings (one on one, teleconference, small group) with identified key contributors
- A final report on regionally based business opportunities for Aboriginal people's participation in fishing and seafood industries:
  - Desktop synthesis of background and case examples
  - Mapping and engagement approach to study (ie. tools used)
  - Principles used to determine the value of interests, assessments and feasibility of ideas
  - Identified impediments and needs, legislation and policy, liabilities and risks, governance and administration tools, soft and hard infrastructure, assets and overheads
  - A set of recommendations, such as potential industry partnerships, funding opportunities through government programs or philanthropic
- Raised awareness
- Increase capacity of the WMC:
  - In identifying well founded business opportunities to grow fishing sector local economics
  - In realising impediments and
  - To develop a forward strategy in developing interests

## Appendix 6: Stakeholder Analysis Table (Expanded)

Stakeholder	Category	First Engaged	Importance	Influence
<b>Yanyuwa Traditional Owners - Wurralibi, Wurralibi (No. 2) and Narwinbi Aboriginal Land Trusts</b>	Primary stakeholder - Aboriginal Member Organisation, Aboriginal Governance	Loop 1	High	Low
<p><b>Stakeholder Summary</b></p> <p>Under the <i>Aboriginal Land Rights (Northern Territory) Act 1976</i>, Yanyuwa Traditional Owners hold exclusive ownership of their land and sea estates, held in trust under the Narwinbi Aboriginal Land Trust, Wurralibi Aboriginal Land Trust, Wurralibi (no. 2) Aboriginal Land Trust. This includes Yanyuwa Country across the Sir Edward Pellew Islands, McArthur River and surrounding the township of Borroloola, include Aboriginal land and sea estate extending to the low water mark as recognised resulting from the 2008 'Blue Mud Bay' native title determination.</p> <p>In 2016, the Federal Court determined (NTD6014/2000, NTD6003/2003, Rrumburriya Borroloola Claim Group v Northern Territory of Australia No 2) that Traditional Owners represented by the Rrumburriya Borroloola Claim Group held exclusive native title rights and the right to trade over the majority of 2797 acres within the township boundary of Borroloola, on land where there is not already businesses and government infrastructure; as well as non-exclusive native title rights, and right to trade, over the parts of Borroloola where there is already infrastructure. This includes the right to negotiate compensation for the extinguishment of their rights over that land, roads, the police station and part of the air strip, but they do not hold total veto over mining projects such as fracking. The right to trade gives the claimant group the right to use the land they have gained exclusive rights to for any commercial purpose, and the right to take and use natural resources for any purpose including commercial trade.</p>				
<b>Human Capital</b>	<b>Social Capital</b>	<b>Financial Capital</b>	<b>Manufactured Capital</b>	<b>Natural Capital</b>
Traditional Owner rights; Cultural Authority; Traditional Knowledge; skills and knowledge through various professions (such as rangers)	<ul style="list-style-type: none"> <li>- Landowners under the ALRA Act; Exclusive and non-exclusive native title rights and interests; community relationships; and Cultural connections and Traditional Knowledge of Country</li> <li>- Yanyuwa institutions, supporting Yanyuwa decision-making, through NLC, Mabunji, Rrumburriya Malandari Council Aboriginal Corporation, and Yanyuwa Indigenous Protected Area</li> </ul>	Financial gains through small-scale tourism, royalties and landownership, small-scale/family enterprises, ranger program, and access to Aboriginal-owned intertidal areas.	Houses and services across homelands; Indigenous ranger group	Natural resources on Aboriginal-owned land and sea estates, including intertidal areas.
<p><u>Project Expectations</u></p> <ul style="list-style-type: none"> <li>- Identify funding for aspirations</li> <li>- Deliver Yanyuwa governance solution for community organisations</li> <li>- Match aspirations to opportunities</li> <li>- Progress towards creation of Aboriginal enterprises and creation of jobs</li> <li>- Create pathways to jobs and training for school leavers and young people</li> <li>- Water quality of Yanyuwa sea country tested and confirmed</li> <li>- Have opportunities to share knowledge with Aboriginal groups implementing fisheries and fisheries services economic development</li> </ul>		<p><u>Benefits from participating</u></p> <ul style="list-style-type: none"> <li>- Confirmation of water quality</li> <li>- Access to information, networks and economic opportunities</li> </ul>		
<p><u>Resources &amp; willingness to mobilize</u></p> <ul style="list-style-type: none"> <li>- Low resources</li> <li>- Difficulty in mobilizing with support</li> <li>- Yanyuwa scale of engagement</li> </ul>		<p><u>Conflicts of interest with other stakeholders</u></p> <ul style="list-style-type: none"> <li>- Low trust of other stakeholders around content of economic development</li> </ul>		



Stakeholder	Category	First Engaged	Importance	Influence
<b>Rumburriya Malandari Council Aboriginal Corporation</b>	Secondary stakeholder - Aboriginal Member Organisation, Aboriginal Governance	Loop 1	High	Low
<b>Stakeholder Summary</b> <b>Rumburriya Malandari Council Aboriginal Corporation (RMCAC)</b> is an active, small Indigenous corporation first registered in 1989. As per their rule book, their general objective is "...to relieve the poverty, sickness, destitution, distress, suffering, misfortune and helplessness of the Aboriginals of the Borrooloola Region, particularly those resident in the town of Borrooloola.". There are currently five directors and a membership of 31 Traditional Owners.				
Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
Traditional Owner rights; Cultural authority and Traditional Knowledge	Traditional Owner-led governance, directors and membership.	No income, expenditures, assets or liabilities reported in last financial year.	Unknown	Natural resources on Aboriginal-owned land and sea estates, including intertidal areas.
<u>Project expectations</u> <ul style="list-style-type: none"> <li>- RMCAC members outline the need for it to be re-established to provide Yanyuwa with their own organisation for economic development.</li> <li>- RMCAC capacity to seek funding and set strategic direction for economic development.</li> </ul>		<u>Benefits from participating</u> <ul style="list-style-type: none"> <li>- RMCAC re-established with operating budget may create jobs for Yanyuwa to drive economic development through their own organisation in Borrooloola.</li> </ul>		
<u>Resources &amp; willingness to mobilize</u> <ul style="list-style-type: none"> <li>- No resources</li> <li>- Unable to mobilize resources</li> </ul>		<u>Conflicts of interest with other stakeholders</u> <ul style="list-style-type: none"> <li>- Potential for competition with other community organisations.</li> <li>- Other Yanyuwa members of Mabunji do not perceive a conflict.</li> </ul>		

Stakeholder	Category	First Engaged	Importance	Influence
<b>Mabunji Aboriginal Resource Indigenous Corporation</b>	Primary stakeholder - Aboriginal Member Organisation, Aboriginal Governance	Loop 1	High	High
<b>Stakeholder Summary</b> <b>Mabunji Aboriginal Resource Indigenous Corporation (MARIC, Mabunji)</b> is an Aboriginal Corporation registered as a charity servicing 26 outstations and homelands across the region, including the Sir Edward Pellew Islands. It is a large employer of Aboriginal and Torres Strait Islander people in Borrooloola, employing over 300 Indigenous people through the CDEP government program, and a government partner in the implementation of Aboriginal services in the Borrooloola region. Operations include the Child Care Centre, an Aged Care Centre, Art and Craft Centre, Sea Ranger Unit, Nursery, Mechanical Workshop, Radio Station and Safe House in Borrooloola. Mabunji also assists Roper Gulf Regional Council with waste management through the collection of car bodies and transporting them to the dump. It has an Aboriginal board of directors that meet on a monthly basis, providing key contacts and decision-making for operation of Mabunji services spanning ~600km of the region.				
Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
Management team and staff supported by Traditional Owner board of directors; Staff work in administration, economic development and other programs, Li-Anthawirriyarra Sea Rangers Unit, and accredited tradespeople (electrician, plumber,	Operating Systems; Community Relations; Director Relationships; Members Governance; Exclusive licence to implement land management on Yanyuwa country; Relationships with government agencies; collaborative management partnerships through the Yanyuwa	Recipients of ~\$9million (1 Aug 2017 - 30 Apr 2019) in government funding for support for Child Care System, Aged Care Services, Health Workforce, Children & Schooling, Culture & Capability, Jobs, land and economy, and Safety & Wellbeing; Knowledge for funding/access to grants; Existing	Assets include offices and service buildings in Borrooloola; ranger vessels and bases (Jawuma/Black Rock Landing and on the islands); and operational equipment.	<ul style="list-style-type: none"> <li>- Aboriginal board directing decisions for ~600km<sup>2</sup> of the region, including Sir Edward Pellew Islands.</li> <li>- Management of Yanyuwa Indigenous Protected Area</li> </ul>

carpenter, boiler maker, trade assistants and painters).	Indigenous Protected Area and Traditional Owner direction and decision-making.	operating expenditure; and permits for access to Aboriginal-owned land.	- Sea Ranger Unit implementing cultural/natural resource management and monitoring for Yanyuwa Country.
<u>Expectations</u> - Engagement of all Yanyuwa Traditional Owners - Transparency and accountability to Traditional Owners		<u>Benefits from participating</u> - Opportunities for all Yanyuwa Traditional Owners - Better coordination between Yanyuwa governance bodies	
<u>Resources &amp; willingness to mobilize</u> - Resources and willingness to support potential projects		<u>Conflicts of interest with other stakeholders</u> - Potential for competition with other community organisations	

Stakeholder	Category	First Engaged	Importance	Influence
<b>Northern Land Council (NLC)</b>	Secondary stakeholder - Aboriginal Representative Body, Aboriginal Governance	Loop 1	High	High
<p><b>Stakeholder Summary</b></p> <p>The NLC is a body corporate established under the Aboriginal Land Rights Act 1976 and a Native Title Representative Body recognised under the <i>Native Title Act 1993</i>. Under the ALRA, the NLC specifically functions to support Aboriginal landowners in regard to granting of land to Aboriginal Land Trusts, Aboriginal Benefit Account, mining negotiations, process for making decisions about land, dealing with income from land use agreements, and negotiating leases for development on Aboriginal land. With regards to responsibilities under the Native Title Act, the NLC is also required to:</p> <ul style="list-style-type: none"> <li>- Consult with and represent the views of the Aboriginal people within the NLC region</li> <li>- Advocate on behalf of Aboriginal people in relation to laws, policies and procedures that affect them</li> <li>- Develop innovative land and sea management, employment, training and other programs that enhance Aboriginal self-determination and cultural survival. (NLC, 2019: Online)</li> </ul> <p>The regional offices of the NLC support on-country projects by:</p> <ul style="list-style-type: none"> <li>- Assisting the coordination of community consultations;</li> <li>- Progressing expressions of interest for land use;</li> <li>- Compliance activities for Land Use Agreements;</li> <li>- Processing permits, funeral and ceremony applications;</li> <li>- Supporting the Full Council and Regional Councils; and</li> </ul> <p>The NLC has a statutory role in managing access to Aboriginal lands under the ALRA. This includes a statutory role in delivering the intertidal access agreement (the agreement), between the NT Government and Yanyuwa Traditional Owners, which provides a s19 land use agreement licence (under the ALRA 1976) that allows permit free access to intertidal waters over three Aboriginal land trusts across Yanyuwa Sea Country to commercial and recreational fishers, and fishing tour operators. A fee is paid to Traditional Owners for access as part of the land use agreement, as well as other provisions (such as establishment of a resource co-management committee, NLC's role is to convene appropriate Traditional landowners party to the Agreement to update on progress of terms of their Agreement, and manage compliance of deliverables under the agreement with the NTG. This includes assisting NTG with convening meetings of the WMC. NLC is also engaged in negotiations with NTG for access to other intertidal areas of the NT and policy development to support fisheries management and compliance, and enterprise development (fisheries focused) opportunities. This includes working to support TO governance frameworks that are able to contribute to and affect policy and legislation; as well as negotiating with entities, such as the NT Government, to make management frameworks and compliance enforceable under law.</p>				
<b>Human Capital</b>	<b>Social Capital</b>	<b>Financial Capital</b>	<b>Manufactured Capital</b>	<b>Natural Capital</b>
A number of Darwin Staff; Borroloola Regional Staff: 3, excluding casuals,	- NLC overarching governance framework is provided by the Full council made up of 83 elected Traditional Owner members , representing around 200 communities	- In May 2017, Minister for Indigenous Affairs announced that the NLC would receive \$7.5 million to help Traditional Owners finalise their land claims over	Regional Office Assets, including staff, offices and equipment in Borroloola.	Support for Traditional Owner driven management of natural resources on Aboriginal-owned land and sea estates.



	<p>and 1700 clan estates. This includes the Borolola regional council made up of 13 members.</p> <ul style="list-style-type: none"> <li>- Operating Systems and Regional Development Team Systems</li> <li>- Working Groups - NLC Sea Country Working Group made up of full council regional members engaged in negotiations on intertidal access agreements for the majority of NT coastal waters and policy and legislative instruments to support Aboriginal engagement in the management and use of their sea country estates.</li> </ul>	<p>the intertidal river beds and banks of their sea country.</p> <ul style="list-style-type: none"> <li>- Annual operation revenue FY2018 was \$41 million from a variety of sources. Aboriginal Benefit Account payments</li> <li>Indigenous Advancement Strategy and working on Country, and ILC. .</li> </ul>		
<p><u>Project expectations</u></p> <ul style="list-style-type: none"> <li>- Provide an engagement process for the WMC design project ideas that benefit the wider Yanyuwa community and ensure research is Indigenous led</li> <li>- Build relationships with Traditional Owners and other stakeholders</li> <li>- Collaboratively research opportunities and impediments to Indigenous development</li> <li>- Identify community and enterprise development opportunities in fishing and seafood sectors</li> <li>- Provide an assessment of the practicality of proposed opportunities</li> <li>- Identify emerging areas for community and economic development</li> <li>- Develop a planning model for use in other regions around decision making in economic development</li> <li>- Create a Planning Framework that WMC can use to guide progressing commercial ideas over the next 5 – 10 years</li> <li>- Have one or two key business ideas ready for use in sourcing funding</li> </ul>		<p><u>Benefits from participating</u></p> <ul style="list-style-type: none"> <li>- Better relationships between WMC members, and better informed members and processes of the WMC</li> <li>- Investment ready project for economic development funding</li> <li>- Network TO interests and broker engagement with local organisations, such as Mabunji (and critically with Li'Anthawirriyarra Sea Ranger Unit, who deal with land and sea management).</li> <li>- Help to inform economic development work implemented and supported by the NLC. Products that come from research reporting will provide a basis for the NLC to start thinking more strategically beyond agreements, as well as provide guidance on how economic development frameworks can be applied by other TO groups for their own economic development and policy development for fisheries opportunities.</li> <li>- The NLC are can also use recommendations coming out of the research reporting to support any policy or program needs to enable Aboriginal groups secure economic opportunities.</li> <li>- Support Yanyuwa/WMC create sustainable projects or developments that support their community aspirations and interests.</li> <li>- Research may inform an approach that may be replicated in other regions of the NLC interested in Traditional Owner-led economic development</li> </ul>		
<p><u>Resources &amp; willingness to mobilize, and challenges</u></p> <ul style="list-style-type: none"> <li>- Responsibilities to support collaborations among Traditional and third party interests.</li> <li>- Support travel of stakeholders to meetings</li> <li>- Within the NLC's statutory roles and responsibilities, support implementation of the s19 land use agreement.</li> <li>- Limited staff capacity to deal with broader Sea Country management issues. Funding is dependent on the Commonwealth Aboriginals Benefit Account and other external funds to develop opportunities associated to the statutory role of the organisation and less on programs.</li> <li>- The NLC does not have the capacity nor mandate under its statutory responsibilities to support alternative Yanyuwa governance structures (such as Rrumburriya).</li> </ul>		<p><u>Conflicts of interest with other stakeholders</u></p> <ul style="list-style-type: none"> <li>- None identified through the research</li> </ul>		

Stakeholder	Category	First Engaged	Importance	Influence
<b>Roper Gulf Regional Council</b>	Secondary stakeholder – Local government	Loop 2	Low	High
<p><b>Stakeholder Summary</b></p> <p>Borrooloola and the Yanyuwa land and sea estate is within the local government area of Roper Gulf Regional Council (RGRC). As local government, RGRC provides local government services in Borrooloola including Administration of Local Authorities, Advisory Boards and Management Committees; Administration of Local Laws; Advocacy and representation on local and regional issues; Asset management; Cemetery management; Civic, cultural and sporting events; Companion animal welfare and control; Community management; Council planning and reporting; Customer relationship management; Financial management; Fleet and plant management; Governance; Human resource management; Information technology and communications; Library and cultural heritage; Lighting for public safety, including street lighting; Local emergency management; Local road maintenance; Local road upgrade and construction; Maintenance and upgrade of Council-controlled buildings, facilities and fixed assets; Maintenance and upgrade of Council-controlled parks, reserves and open spaces; Public and corporate relations; Records management; Revenue growth; Risk management; Traffic management on local roads; Training and employment of local people in Council operations; Waste management, including litter reduction; Weed control and fire hazard reduction.</p> <p>The RGRC Annual Report 2017-18 noted, "Council was approached by the Federal Government regarding the Borrooloola and Robinson River programs in October 2017, and in taking on the [Robinson River CDP] contract has increased its overall jobseeker caseload by 50% across the Roper Gulf Region". In Borrooloola, Community Development Programme (CDP) participants delivered upgrade works to Tamarind Park to improve public amenities for locals and tourists. The project was an initiative of the Borrooloola Local Authority, and a joint effort between Mabunji, RGRC and the CDP. The RGRC administers the CDP for 1800 jobseekers throughout the Council area by employing 120 staff members. It is the largest programme of Council, accounting for 40% of Council's revenue.</p> <p>Subject to funding from relevant agencies, RGRC aim to also deliver Aged Care Services; National Disability Insurance Scheme services (NDIS registered); Arts and culture; Centrelink services; Community media; Community safety; Economic development support; Employment and training; Environmental health; Family services, including childcare; Family finance skills; Natural and cultural resource management; Outstation/Homeland municipal services; School nutrition services; Sport and Recreation; and Youth services.</p>				
<b>Human Capital</b>	<b>Social Capital</b>	<b>Financial Capital</b>	<b>Manufactured Capital</b>	<b>Natural Capital</b>
13 elected members representing 5 wards across the region.	Finance, Audit, Community Grants and Roads Committees to assist with decision-making processes; Intergovernmental relationships; Community engagement and support.	The RGRC statement of profit and loss for FY2018, noted a total revenue of approximately \$45.45 million with CDP accounting for approximately \$18 million.	Council CDP offices in Borrooloola	Management of local township parks and other natural areas.
<p><u>Project expectations</u></p> <ul style="list-style-type: none"> <li>- Minimal engagement beyond being informed of the project</li> <li>- Information sharing of project outcomes</li> </ul>		<p><u>Benefits from participating</u></p>		
<p><u>Resources &amp; willingness to mobilize</u></p> <ul style="list-style-type: none"> <li>- Community Grants Program (\$48000 in total) to support different projects (\$1000-\$3000) within the region that are used to strengthen local culture, economy, family or the environment.</li> </ul>		<p><u>Conflicts of interest with other stakeholders</u></p>		

Stakeholder	Category	First Engaged	Importance	Influence
<b>Department of Prime Minister &amp; Cabinet</b>	Secondary stakeholder – Commonwealth government	Loop 2	Low	High
<p><b>Stakeholder Summary</b></p> <p>The <b>Australian Government</b> is working with state and territory governments to improve economic development outcomes and aims to:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Leverage the Australian Government's multi-million dollar procurement through the Indigenous Procurement Policy (IPP). Since the IPP commenced on 1 July 2015, over 1,400 Indigenous businesses have won approximately 12,000 contracts valued in total at over \$1.8 billion.</li> </ul>				

- Provide funds and advice to start up organisations through the Indigenous Entrepreneurs Fund. Since the Fund started, it has provided over \$30 million in funding and Business Advisors have provided advice to over 400 Indigenous entrepreneurs.
  - Support business development activities through Indigenous Business Australia (IBA).
- The Department of Prime Minister & Cabinet (PMC) Office in Borroloola oversees the policies and programs of the Commonwealth Department in Borroloola. Specific to remote PMC offices are activities that:
- Foster self-employment and small businesses in remote areas through the Community Development Program (CDP), Business Incubator pilot and the expansion of microenterprise support and micro-finance services. Aboriginal and Torres Strait Islander people will have access to initiatives that improve both business skills and access to capital while linking businesses with community economic priorities.
  - Provide culturally safe spaces for Indigenous businesses to access business support services, short-term office space and connections to commercial opportunities, through Indigenous Business Hubs.
- With funding from the NT Government, PMC have invested in local medium-size business development capacity building in Borroloola. Locally based PMC staff at the Borroloola office work as a conduit between community and government business agencies who provide funding for small business opportunities. They work closely with community members to provide local capacity and information to act as a conduit for partnerships for business development, identify and discuss opportunities and interests, and develop an understanding of where to place their interests with the right agencies to progress them.

Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
Locally based staff in Borroloola/Robinson River	Local Traditional Owner relationships; access to government funding opportunities and networks.	<ul style="list-style-type: none"> <li>- Indigenous Entrepreneurs Fund has provided over \$30 million in funding to Business Advisors.</li> <li>- PMC have invested ~ \$435 million in discretionary grants in the NT between 2016 – 2018. (Grants Connect, 2019)</li> <li>- CDP Program investment with CDP fee-for-service provider Roper Gulf Regional Council is ~ \$18 million.</li> </ul>	Local offices in Borroloola	Unknown
<u>Project expectations</u> <ul style="list-style-type: none"> <li>- Business needs, aspirations, capacities etc. identified by community at the outset</li> <li>- Community possessing a certain level of capacity to commitment to aspirations</li> </ul>			<u>Benefits from participating</u> <ul style="list-style-type: none"> <li>- Opportunities to continue working directly and closely with Yanyuwa, as well as having the ability to engage with community at different levels.</li> <li>- Time to build relationships and develop an understanding for, and identify, Yanyuwa needs and match them with the right tools.</li> <li>- Engage with community members to identify aspirations and work with them source information, or they come to us for information, document it as much as it can be developed and then try to set up collaboration and then bring people together.</li> </ul>	
<u>Resources &amp; willingness to mobilize</u> <ul style="list-style-type: none"> <li>- Local representatives who have developed relationships, trust and respect with community.</li> <li>- Business proposals that are being sought need to comply with agency processes and funding agreements</li> <li>- Willingness to understand how Yanyuwa want to develop country and what they want to do on Country</li> <li>- Conduit of information of where community capacities are matched with support organisations.</li> <li>- PMC is not in a position to apply for business grant applications as funding doesn't fit small business. They are the initial contact and then transition community to introduce them to opportunities to what they want to do, and then provide a process where community can start conversations and help assess what their criteria fit.</li> </ul>			<u>Conflicts of interest with other stakeholders</u> <ul style="list-style-type: none"> <li>- PMC Borroloola staff work to support all Aboriginal and Torres Strait Islander People in building capacity and accessing resources for business development.</li> </ul>	

Stakeholder	Category	First Engaged	Importance	Influence
Northern Territory Government	Secondary stakeholder – Territory government	Loop 1	Low	High
<p><b>Stakeholder Summary</b> The Northern Territory Government has outlined its Economic Development Framework 10-year Infrastructure Plan, Population Growth Strategy and is establishing the Office of Investment Attraction.</p>				
<p><b>Financial Capital</b> The NT Budget 2019, as part of its Turbo2 stimulus package announced:  <ul style="list-style-type: none"> <li>- \$12 million over two years for community festivals</li> <li>- \$8 million over 2 years for major events.</li> </ul> The NT Budget 2019 as part of a five-year \$50 million investment into recreational fishing including:  <ul style="list-style-type: none"> <li>- \$2 million towards artificial reefs and fish aggregation devices</li> <li>- \$0.65 million for recreational fishing survey</li> <li>- \$0.4 million in recreational fishing grants</li> <li>- \$0.3 million for the Darwin region fish stocking program</li> <li>- Projects already completed include: upgrades to various boat ramps, car parks, sealing fishing traffic roads, replacing barramundi nets.</li> </ul> The NT Budget 2019 announced:  <ul style="list-style-type: none"> <li>- \$15.1 million for NT parks and reserves to unlock private sector investment through the Visitor Experience Enhancement program and support arts and cultural offerings.</li> </ul> The NT Budget 2019 announced the support of private sector investment to accelerate economic growth and create more jobs through:  <ul style="list-style-type: none"> <li>- \$89 million to establish a Local Jobs Fund to provide new job-creating stimulus projects including capital grants aimed at developing innovation and trade capabilities. The Local Jobs Fund includes concessional loans to deliver short-term finance to small and emerging businesses with long-term potential, and equity finance.</li> </ul> The NT Budget 2019 supports training to support future skills of a changing workforce and improve employment outcomes by investing:  <ul style="list-style-type: none"> <li>- \$53.5 million to deliver skills training through registered training organisations</li> <li>- \$27 million to support training for apprentices and trainees</li> <li>- \$8.4 million over 2 years for the establishment of a Future Skills Program to upskill employees, and to fund support organisations to provide training programs through improved infrastructure</li> <li>- \$3 million for Aboriginal workforce and development programs as part of the Aboriginal Employment Program</li> <li>- \$2.1 million for the Employer Apprenticeship and Trainee Support Scheme</li> </ul> The NT Budget 2019 invests in a range of infrastructure projects including:  <ul style="list-style-type: none"> <li>- \$81.9 million for art galleries across the NT</li> <li>- \$46.3 million to enhance experiences in national parks</li> <li>- \$23.9 million for recreational fishing infrastructure</li> </ul> </p>				
<b>Human Capital</b>	<b>Social Capital</b>	<b>Manufactured Capital</b>	<b>Natural Capital</b>	
25 Members of the Legislative Assembly, representing each of the NT's electoral divisions; the Hon. Gerald McCarthy is the representative for Barkly (Borroloola), as well as the Minister for Local Government, Housing and Community Development and Minister for Public Employment.	Community representation and engagement through elected members and government staff.		Dept. of Environment and Natural Resources is responsible for the protection and management of natural resources	

Stakeholder	Category	First Engaged	Importance	Influence
Department of Primary Industry and Resources	Secondary stakeholder – Territory government	Loop 1	Low	High
<p><b>Stakeholder Summary</b></p> <p>The Department of Primary Industry and Resources (DPIR) sits in the Economic Development Cluster under the Jobs Sub-Committee of Cabinet. The DPIR has a commitment to industry engagement and collaboration to stimulate the development of plant and animal-based agriculture, commercial fishing (wild caught and aquaculture), and mining and energy-based industries; and is responsible for administration of the <i>Fisheries Act</i>. The Department contributes to whole-of-government priorities such as the Economic Development Framework, the 10 Year Infrastructure Plan, and Infrastructure Strategy. The NT Minister for Primary Industry &amp; Resources is currently, Hon Paul Kirby MLA.</p> <p>The DPIR Strategic Plan 2018-2022 established 5 goals and a strategic framework:</p> <ol style="list-style-type: none"> <li>1. Promote and facilitate the development of resources and primary industries, including outcomes for Aboriginal business growth and employment opportunities: <ol style="list-style-type: none"> <li>1.4 Identify and support viable Aboriginal business development and employment opportunities</li> <li>1.5 Encourage Aboriginal leadership opportunities in regional and remote communities</li> </ol> </li> <li>2. Collaborate and strengthen the relationships with our stakeholders and community, including outcomes improved stakeholder capability: <ol style="list-style-type: none"> <li>2.6 Facilitate partnerships to build industry capacity</li> <li>2.7 Conduct activities to enhance the impact of our research and development</li> <li>2.8 Build stakeholder awareness and understanding of roles and responsibilities Outcome: Engagement and trust established with the general community</li> <li>2.9 Participate and partner with the training and education sector</li> <li>2.10 Promote public awareness and understanding of our research and development</li> <li>2.11 Demonstrate transparency in our processes, decision making and communications</li> </ol> </li> <li>3. Use regulation of our industries and resources as a foundation for appropriate economic development</li> <li>4. Support our people to be productive while feeling valued, respected, supported and safe</li> <li>5. Build capability, adopt contemporary technology and improve service delivery</li> </ol> <p>The NT Public Sector states, “ Our role is to work with all stakeholders to enable sustainable growth and development. In doing this we aim to:</p> <ul style="list-style-type: none"> <li>- Support Aboriginal and regionally-based business to provide economic and employment opportunities</li> <li>- Ensure the Northern Territory optimises benefits from its agriculture, fisheries, minerals and energy sectors</li> </ul> <p>Capitalise on opportunities arising through the Developing Northern Australia agenda to achieve real results for the Northern Territory.”</p>				
<b>Human Capital</b>	<b>Social Capital</b>	<b>Financial Capital</b>	<b>Manufactured Capital</b>	<b>Natural Capital</b>
One minister, one chief executive and offices in each major region of the NT; 456 staff (FTE) across 11 locations in the NT;	Community representation and engagement through elected members and government staff.	Total expenditure of \$90 million (2017-2018); \$12.8 million income through sales of goods and services, regulatory services and other sources.	Facilities across the region include research farms, stations, scientific precincts and offices in different climatic zones.	

Stakeholder	Category	First Engaged	Importance	Influence
<b>Dept. of Primary Industry &amp; Resources – Fisheries Division</b>	Secondary stakeholder – Territory government	Loop 1	High	High
<p><b>Stakeholder Summary</b></p> <p>The NT Fisheries Division (NTF), through its Fisheries Division Strategic Plan 2019–2022, oversees NT fisheries strategies, projects and research. These cover aquaculture research and development aquatic pest eradications, artificial reef and fish aggregating devices, electrofishing, fisheries research, fisheries resource sharing framework, harvest strategy policy and guidelines, Indigenous aquaculture, Indigenous fishing, management arrangements for the NT offshore net and line fishery, recreational fishing development plan and surveys. NTF is also responsible for customer service functions through:</p> <ul style="list-style-type: none"> <li>- The provision of licensing arrangements for commercial fisheries</li> <li>- Receiving and processing fishery catch returns</li> <li>- Managing a range of consultative and advisory committees</li> <li>- Developing education material for fishers and the general public</li> </ul> <p>NTF has three core programs that focus on Aboriginal participation in fisheries and extended services – Marine Rangers, Aboriginal Mentors and Aquaculture Development. In the Aquaculture Development program, NTF looks at how to identify and support Aboriginal economic activity in fishing and aquaculture businesses, including providing support for Aboriginal Coastal Fishing Licences (ACL) through providing information, training, supporting safe fishing practices, safe handling, and research with communities to inform community decision-making.</p> <p>Recent work includes:</p> <ul style="list-style-type: none"> <li>- Facilitation of pilot program with Tasmanian Seafoods and South Goulburn Island communities to develop trepang ranching through the facilitation of a pilot program, which is now at a stage where NTF no longer need to be involved.</li> <li>- Delivery of training and mentoring to support Aboriginal Coastal Licence holders</li> <li>- Feasibility studies for tropical rock oyster industry in the NT (Tiwi Islands and South Goulburn Island)</li> <li>- Work with Aboriginal groups on researching biology, aquaculture systems, long line trials, and building community capacity.</li> <li>- Exploring opportunities and working to deliver a project to survey heavy metals in wild oysters, including assessments for suitable sites and community awareness programs and opportunities for specific geographical areas.</li> </ul> <p>Key achievements in 2017-2018 include:</p> <ul style="list-style-type: none"> <li>- Harvest Strategy for the Mud Crab Fishery.</li> <li>- Completion of nine projects as part of the \$50 million Recreational Fishing Infrastructure program.</li> <li>- Production 90 000 blacklip oyster spat at the Darwin Aquaculture Centre to expand trial farms in remote Aboriginal communities.</li> <li>- The Aboriginal Fishing Mentor program supporting the establishment of small-scale Aboriginal fishing businesses in remote communities.</li> <li>- Six marine rangers appointed as fisheries inspectors under the Fisheries Act.</li> <li>- Delivery of a 'Buying and Selling Bush Foods' workshop involving 35 Aboriginal women harvesters from Utopia and supported Aboriginal community forestry projects in the East Arnhem region.</li> </ul> <p>Key priorities in 2018-2019 include:</p> <ul style="list-style-type: none"> <li>- Continue to lead the delivery of the \$50 million Recreational Fishing Infrastructure program.</li> <li>- Ensure sustainable development of the Territory's fisheries, implement key fishery harvest strategies and continue to introduce electronic logbook reporting.</li> <li>- Facilitate fishing access agreements for waters overlying Aboriginal land, working in partnership with relevant land councils to increase Traditional Owner participation in decision-making and management of recreational and commercial fishing opportunities.</li> <li>- Engage with industry partners to bolster sustainable growth of the Territory's fishing and aquaculture industries</li> <li>- Participate in the Cooperative Research Centre for Developing Northern Australia.</li> <li>- Support increased primary production in regional areas, including Aboriginal business development, employment opportunities and capacity building.</li> </ul>				

NTF's engagement with Yanyuwa Traditional Owners is currently primarily through supporting an individual ACLs licence holder in the region. Support includes training in commercial fishing techniques and support in accessing other Government business support services. More broadly, NTF work to raise awareness and provide information on statutory rights for traditional and commercial fishing.

The Fisheries Division, "support sustainable and culturally appropriate business and employment opportunities for Aboriginal communities in fisheries management, research, development, training, industry participation and resource protection" (NT DPIR, 2018). It does this through mentoring, training and supporting Aboriginal coastal licences and Aboriginal Community Marine Ranger Programs and Fisheries Inspectors.

Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
Management, research and administrative staff including 2 Aboriginal Fishing Mentors and 2 Aboriginal Marine Ranger Mentors.	Industry and community partnerships including the delivery of targeted mentoring and training to Aboriginal Coastal Licence holders and Marine rangers across the NT.	DPIR 2018 total income for fisheries of ~\$12 million	NTF has supported the use of ACLs through changes in the regulations to make licences more viable, individual and community support through the Aboriginal Mentor Program, and training for commercial fishing practices.	Management of fisheries and fisheries resources across Territory waters
<p><u>Project expectations</u></p> <ul style="list-style-type: none"> <li>- The role and responsibilities of project investigators and the PSG is clarified so that input can be aptly provided into the research and contribute to delivering tangible opportunities.</li> <li>- Collaborate and strengthen relationships with stakeholders and community</li> </ul>			<p><u>Benefits from participating</u></p> <ul style="list-style-type: none"> <li>- Support communities to meet their interests and aspirations through Traditional Owner-led research and projects by assisting in addressing challenges and providing linkages with other government agencies and services.</li> </ul>	
<p><u>Resources &amp; willingness to mobilize</u></p> <ul style="list-style-type: none"> <li>- NTF encourages licence applicants to create a business plan prior to applying for an ACL to develop conversations about market identification and access, business structures, administrative requirements, equipment required to operate licences, and food health regulations and compliance etc. As well as showing commitment, the identification of business needs through a plan also provides NTF with information to direct applicants to other government support services, such grants for gear, business advice etc.</li> <li>- The delivery model for the Mentor Program is now transitioning to implement a focused approach where each mentor works to regularly visit a few communities to implement a more focused program that build skills and support with the goal of no longer being required on-ground.</li> <li>- With limited resources, NTF is going through their own assessments to prioritise which community can best benefit from ACL mentor presence.</li> <li>- NTF are waiting to see what kind of on-ground commitment there is and what structures individuals have to support their activities. The mentor program can provide training but there are other elements and services that the program cannot support.</li> <li>- NTF are not at a stage for visiting communities not yet engaged to address issues because they do not yet have the capacity to follow up on it. The approach NTF uses to deliver services means there is a limit to the services they can provide.</li> <li>- NTF are happy to develop informative materials. There are currently no generic materials developed because conversations are quite context specific and written information sheets aren't effective.</li> <li>- The best approaches have been through talking with individuals and communities to raise awareness and discuss the realities of ACLs.</li> <li>- NTF are currently developing instructional videos about the skills and processes required to operate ACLs, and are hoping to have these finalised before the wet.</li> </ul> <p>NTF are open to sharing information and resources to individuals and communities who are not yet able to be involved in the mentor program.</p>				

Stakeholder	Category	First Engaged	Importance	Influence
Darwin Aquaculture Centre	Secondary stakeholder – Territory government	Loop 3	Low	High
<p><b>Stakeholder Summary</b></p> <p>Darwin Aquaculture Centre (DAC) is an aquaculture unit of the DPIR that runs aquaculture research and development programs aimed to benefit all Territory aquaculture stakeholders, including Indigenous people. These include research and development projects on pearl oysters, tropical oysters, trepang (sea cucumber), giant clams, prawns, barramundi, blue fin tuna, mud crabs, reef fish, copepods, rotifers, algae, aquaponics and a number of disease investigations. DAC often takes a collaborative approach to aquaculture research and development, partnering with other States and international organisations to benefit from a broader range of researchers and technicians.</p> <p>Work is guided by the NT Aquaculture Strategic Plan, whose core businesses are the delivery of services and priority research to industry, developing aquaculture enterprises in partnership with Indigenous communities, and facilitating business investment.</p> <p>Current research involves the commercialisation of trepang, tropical rock oysters, giant clams and aquaponics. This research aims to service the emerging and established aquaculture industries in the Territory and to facilitate aquaculture enterprises on remote communities. Recent and current aquaculture development programs with remote communities are focused on NE Arnhem Land, Tiwi Islands, Millingimbi, Nhulunbuy and Groote Eylandt.</p>				
Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
Researcher and administrative staff	<ul style="list-style-type: none"> <li>- Collaboration and support from Skrettings, Marine Harvest, Clean Seas, McRobert Aquaculture Systems, Southeast Asian Fisheries Development Centre, Australian Research Council, WA Fisheries, Qld. Dept. of Agriculture and Fisheries, Cooperative Research Centre for Aquaculture, Tasmanian Seafoods, Paspaley Pearling Company, and Arafura Aquatic Fish.</li> <li>- Working relationships with Traditional Owners, their ranger groups and representative bodies, including Yagbani Aboriginal Corporation.</li> </ul>	Funding from multiple government research bodies.	Research centre in Darwin holds equipment and facilities to implement research dedicated to fish, molluscs, echinoderms, crustaceans, algae, live feeds and environmental control work; and also holds a large dry laboratory, office, workshop, store and recent expansion to include a commercial barramundi fingerling production facility.	Facilities to service commercial aquaculture, including barramundi fingerling production facilities.
<p><b>Project expectations</b></p> <ul style="list-style-type: none"> <li>- Community partnerships and capacities to drive locally managed research programs in remote communities.</li> <li>- Starting conversations with communities early on in project development is important, including collecting baseline information on natural environments and stock to support future successful trials.</li> <li>- Research programs first require conversations with communities to scope what structures are in place to support work and operations (such as a supportive community organisation or family-based business that can pay workers).</li> </ul>		<p><b>Benefits from participating</b></p> <ul style="list-style-type: none"> <li>- Broadening the scope of community-based aquaculture programs across the Top End that will eventually lead to commercial programs.</li> <li>- Contributing to core businesses under the NT Aquaculture Strategic Plan, including developing aquaculture enterprises in partnership with Indigenous communities.</li> </ul>		



Resources & willingness to mobilize	Conflicts of interest with other stakeholders
<ul style="list-style-type: none"> <li>- Previous experience working with Traditional Owners and their representative bodies through formal work agreements (such as letters of support and MoUs).</li> <li>- Past experience and investment in building relationships with Traditional Owners to implement programs that are community-driven.</li> <li>- Current work includes research programs (such as oyster trials) that will eventually lead to commercial programs once proven profitable and viable.</li> <li>- Currently developing a document to help communities get a feel for the economics and scales of oyster farming.</li> <li>- Current programs include implementing quality assurance and monitoring at a community level so that produce is saleable.</li> </ul>	

Stakeholder	Category	First Engaged	Importance	Influence
<b>NT Dept. of Trade, Business and Innovation</b>	Secondary stakeholder – Territory government	Loop 3	High	High
<p><b>Stakeholder Summary</b></p> <p>NT Dept. of Trade, Business and Innovation (DTBI) is the government agency for economic development and plays a key role in stimulating and supporting the development of a competitive, responsible and productive business, industry and employment environment in the NT. Their responsibilities include areas of government for Aboriginal business enterprise support and workforce participation. The DTBI is committed to driving opportunities to grow private investment and create jobs by connecting Business and Government across industries and regions; fostering a culture of innovation in the Territory; creating a pipeline of investment; growing local capacity; and achieving excellence in our own business. Aboriginal employment initiatives are a key part of the DTBI Skilling Territorians package, as well as the development of a new Aboriginal Contracting Framework, which will increase business and employment outcomes for Aboriginal Territorians.</p> <p>In the 2017-2018 reporting year, the DTBI achieved the following to support Indigenous economic development (2017-2018 DTBI Annual Report):</p> <ul style="list-style-type: none"> <li>The Aboriginal Employment Program helped 100 businesses and organisations to grow their workforce and supported almost 2000 Aboriginal people in jobs. Last year also saw the 8th Indigenous Economic Development Forum brought together 400 delegates from a range of industries and backgrounds to share knowledge and experiences, with over 50% of delegates being Aboriginal and 53 Aboriginal businesses showcased through the Indigenous Business Trade Fair.</li> <li>The Business Growth Program supported 272 businesses across Darwin, Katherine and Alice Springs, providing over \$1.3 million in program support with an estimated economic impact of over \$2.2 million. Of the businesses supported, 35 Aboriginal businesses were provided funding to the value of \$194 000.</li> <li>The Aboriginal Business Development Program delivered over \$1.2 million in grant funding, assisting 81 Aboriginal businesses with an estimated economic impact of over \$1.9 million. Of the business supported, 57 were new businesses creating 135 jobs, and 24 were existing businesses employing 78 people.</li> <li>NDIS Business Readiness Program created 36 Aboriginal employment opportunities and upskilled 185 existing workers in the sector provided a staff member to assist the Dept. of Housing and Community Development to establish an Aboriginal Enterprise Development unit and participation in client and stakeholder forums development of the Aboriginal Contracting Framework commenced through extensive research and stakeholder engagement. More than 500 participants from Aboriginal, government, community, not-for-profit, business and industry groups contributed to the co-design of the Framework through consultation sessions held in Darwin, Katherine, Tennant Creek, Nhulunbuy and Alice Springs</li> <li>Aboriginal Workforce Grants received 33 applications, of which 10 organisations were awarded funding to a value of \$786 285.</li> <li>Aboriginal Responsive Skilling Grants assisted 1714 people to participate in over 100 accredited and non-accredited training programs delivered across 55 communities.</li> <li>An Aboriginal pre-employment/apprenticeship program was introduced through a responsive training fund across regions</li> <li>\$250 000 investments into the Regional Economic Development Fund (REDF), providing support to regionally based initiatives, including Aboriginal businesses.</li> <li>Partnership with the NLC on economic development projects supported capacity development to strengthen long term employment and business growth outcomes for Aboriginal people in communities.</li> <li>Investment and support towards an Aboriginal Land and Sea Economic Development Agency (ALSEDA) project, to drive investment on Aboriginal land.</li> </ul>				

Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
253.7 full-time equivalent employees based in Darwin, Nhulunbuy, Katherine, Tennant Creek and Alice Springs (June, 2018)	Inter-agency, industry and community relationships and business networks; business events and resources; access to funding resources.	At June 2018, the department provided 78% of its total final budget of \$205 million on grants and procurement to grow the NT workforce, industry and business.	Darwin offices; Territory Business Centres in Darwin, Katherine, Tennant Creek and Alice Springs.	Unknown
<u>Project expectations</u> -		<u>Benefits from participating</u> - Build relationships with Traditional Owners and other stakeholders - Collaboratively research opportunities and impediments to Indigenous development - Identify community enterprise development opportunities in fishing and seafood sectors - Identify emerging areas for economic development		
<u>Resources &amp; willingness to mobilize</u> - Programs specifically designed to support remote, Aboriginal business training and development.		<u>Conflicts of interest with other stakeholders</u>		

Stakeholder	Category	First Engaged	Importance	Influence
<b>NT Dept. of Environment and Natural Resources</b>	Secondary stakeholder – Territory government	Loop 3	High	High
<p><b>Stakeholder Summary</b></p> <p>The NT Dept. of Environment and Natural Resources (DENR) holds functions and responsibilities for fostering and protecting the Territory's natural resources; and provides natural resource monitoring, management and advice, including scientific assessment of flora, fauna, land and water assets, and the allocation and management of these resources to enable their sustainable use.</p> <p>Under their goal to 'Foster and sustain community participation from all regions of the Territory in sustainable natural resource use and management', strategies include to support Aboriginal rangers and communities to protect the environment and create jobs; and implement a strategic Aboriginal reserves policy and methodology to provide Aboriginal landholders with increased opportunity to access water resources for economic development.</p> <p>Key relevant programs and policies include:</p> <p>Aboriginal Ranger Grants Program – Under the NT Protecting Country, Creating Jobs initiative, the program has a Capital Grants Fund for Indigenous Ranger groups to help purchase essential items, and a Land Management and Conservation Fund to improve conservation practices on Aboriginal land, with funding of \$2 million per annum from 2017/2018.</p> <p>Coastal Marine Management Strategy (CMMS) - The CMMS will support the use of coastal and marine areas by Territorians and visitors for recreational and cultural purposes, manage the growing demand for natural resources, and foster sustainable industry for the benefit of the economy and protection of the environment. It will provide guidance to all managers and decision makers, clarity to stakeholders and sets a 10-year direction for the management of the coastal and marine environments of the Northern Territory.</p> <p>Mapping the Future - is a five year, \$10m Northern Territory Government program that will assess natural resource development potential in strategic locations. From 2018 to 2022 the program will survey and map land capability, water availability and biodiversity assets. To support land planning, reduce investment decision risk and encourage the private sector to do business in the Territory.</p> <p>Budget priorities for 2018-2019 include:</p> <p>Developing and implementing an Aboriginal Carbon Strategy to support the development of carbon farming projects on Aboriginal land, promoting economic development and employment opportunities in remote areas.</p> <p>Collaborating with Aboriginal organisations to document and preserve their biocultural knowledge in the Elliott, Roper, Gulf and Daly regions.</p> <p>Implementing a Strategic Aboriginal Water Reserves policy and methodology to increase Aboriginal landholders' opportunity to access water resources for economic development.</p> <p>Supporting Aboriginal rangers through a land management and conservation fund to promote environmental, economic and social outcomes.</p>				

Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
One minister, one CEO; staff across multiple regional offices; Barkly region has a regional office in Tennant Creek with three staff in the Bushfires NT and Rangelands divisions, servicing 322 514 square kilometres of the Barkly region.	Inter-agency and community relationships; and departmental statutory committees and bodies, including the Aboriginal Land Management Advisory Group whose roles is to provide advice and recommendations to the department on all relevant aspects of the development, implementation, delivery and reporting of the Aboriginal Ranger Grants Programs.	2018-2019 budget initiative of \$2.1 million to support Aboriginal ranger groups to purchase essential capital items \$3.1 million expenditure for Aboriginal rangers (2017-2018)	Offices in Darwin, Katherine, Batchelor, Tennant Creek and Alice Springs; bush fire and other land management assets.	

Stakeholder	Category	First Engaged	Importance	Influence
NT Dept. of Tourism and Culture	Secondary stakeholder – Territory government	Loop 2	Low	Low

#### Stakeholder Summary

NT Dept. of Tourism and Culture is responsible for increasing visitation to the NT, delivering and supporting the protection, conservation and management of the NT's parks and native wildlife, creating a thriving, imaginative and innovative creative economy and encouraging lifelong involvement in sport and recreation. It's goals are to attract more visitors to the Territory, create an enviable place to live, and conserve the Territory's natural and cultural assets.

There department includes divisions for:

Parks, Wildlife and Heritage - Park Development and Strategic Projects, Parks and Wildlife Operations, Commercial and Community Partnerships, Heritage Community Participation, Sport and the Arts - Arts NT, Screen Territory, Northern Territory Library and Archives, Sport and Active Recreation, Araluen Cultural Precinct  
Tourism and Events - Tourism NT, Communications and Media, NT Convention Bureau, Arafura Games  
Strategic Services – Infrastructure, Finance, Human Resources, Information Technology and Records Management, Strategic Policy and Governance  
Executive/Secretariat - Office of the Chief Executive Officer, Secretariat/Ministerial Liaison, Strategic and Organisational Alignment

Aboriginal Tourism Strategy is underway and being developed in partnership with the Aboriginal Tourism Advisory Council and Aboriginal tourism businesses. The Strategy renews focus on the Territory's core, unique aspects and will identify and create opportunities for cultural experiences and product development across the Territory, along with ongoing employment in the regions  
In 2017–18, the Department supported five part-time, school-based trainees, including two Aboriginal trainees, to undertake work experience and study for qualifications including Certificate III and IV in Business, Certificate III in Tourism, and a Certificate II in Conservation and Land Management.

The Department also supported seven full-time Aboriginal trainees, with six completing a Certificate III in Conservation and Land Management and one completing a Certificate III in Business. Aboriginal Employment Program.

This 20-week pre-employment initiative was specifically designed to attract Aboriginal job seekers and equip them with foundational skills relevant to entry level positions. The program incorporates accredited training with on-the-job experience and mentoring.

On completion, program participants are offered fixed period or ongoing positions within the Department.  
Investing \$142 552 in 2017–18 to continue the Flexible Employment Program, a direct employment model enabling employment of 31 Traditional Owners and Aboriginal casual staff on jointly managed parks and reserves.  
Supported the Northern Territory Government initiative to provide enforcement powers for Aboriginal rangers. The Department conducted 42 meetings and workshops with Aboriginal ranger groups and stakeholders between February and April 2018.  
Amend the Territory Parks and Wildlife Conservation Act to recognise the role of Aboriginal rangers.

Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
Two ministers, one CEO; 624 staff (564 FTE)	<ul style="list-style-type: none"> <li>- Aboriginal Employment Reference Group was established in 2017–18 to implement, drive and monitor the Strategy and consult on matters relating to Aboriginal employment and capability within the Department</li> <li>- Barranyi (North Island) Local Management Committee - statutory body established under the Territory Parks and Wildlife Conservation Act and the Barranyi (North Island) Local Management Committee Regulations, whose 8 members assist with managing Barranyi (North Island) NP.</li> <li>- Aboriginal Tourism Advisory Council</li> </ul>	<p>In 2017–18, the Department reported a net loss of \$13.3 million and, after adjusting for \$16.2 million of non-cash items, made a cash profit of \$2.9 million compared to a budgeted loss of \$1.0 million.</p> <p>The income received in 2017–18 was \$282.4 million, a \$1.9 million increase over budget and \$51.7 million higher than prior year</p>	Offices throughout NT (Including staff in Sydney and Melbourne); Parks office and staff based in Borroloola to manage Barranyi NP	Manages 5421 hectares of land that is Barranyi (North Island) National Park

Stakeholder	Category	First Engaged	Importance	Influence
<b>NT Guided Fishing Industry Association</b>	Secondary stakeholder – Fisheries industry	Loop 3	Low	Low
<p><b>Stakeholder Summary</b>  NT Guided Fishing Industry Association (NTGFIA) is the peak representative body for Fishing Tour Operators (FTOs) in the Northern Territory. Their objects and purposes are to:</p> <ul style="list-style-type: none"> <li>Promote, develop and maintain the Guided Fishing Industry in the Northern Territory.</li> <li>Assist the Northern Territory Government in managing the Guided Fishing Industry to ensure and enhance its economic viability and the sustainability of its target species.</li> <li>Take a pro-active role in maintaining the quality of marine and freshwater fish habitats and of the environment generally.</li> </ul>				

Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
6 committee members	Code of Conduct; Constitution; Newsletter; and Website	Unknown	Unknown	n/a
<u>Project expectations</u> - Identify community enterprise development opportunities in guided fishing		<u>Benefits from participating</u> - Potential trainees, employees, business service providers for guided fishers - Establish joint projects with mutual benefits for guided fishing industry and Yanyuwa		
<u>Resources &amp; willingness to mobilize</u> - Access to network of guided fishers - Information on training opportunities - Interest in promoting Aboriginal tourism business and training opportunities (such as Aboriginal-owned business start ups, employment of Aboriginal staff as cultural guides)		<u>Conflicts of interest with other stakeholders</u>		

Stakeholder	Category	First Engaged	Importance	Influence
King Ash Bay Fishing Club	Primary stakeholder – Fisheries industry	Loop 3	Low	High
<b>Stakeholder Summary</b> King Ash Bay Fishing Club is approximately 200 hectares of land leased from the NT Government providing tourism services and access to fisheries for recreational fishers.				
Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
Committee members	Club membership Barramundi Monitoring Project to establish baseline data Fishing charters	Unknown	Self-generated power, bore water, boat ramp, bathrooms, dump point, washing machines, licenced bar, restaurant, golf course, service station, supermarket, lodge, cabins, campsites and blocks	200 hectares of land (under lease from the NT Government)
<u>Project expectations</u> - Foster relationships and a shared understanding		<u>Benefits from participating</u> - Information sharing of project outcomes - Build relationships for economic development and resource management - Collaboratively research opportunities and impediments to Indigenous participation in recreational fishing and fishing tourism industries		
<u>Resources &amp; willingness to mobilize</u> - There is currently a lack of engagement between Yanyuwa Traditional Owners and King Ash Bay fishing club. - Networks of recreational fishers		<u>Conflicts of interest with other stakeholders</u> - Business service competitors		

Stakeholder	Category	First Engaged	Importance	Influence
Northern Territory Seafood Council	Secondary stakeholder – Fisheries industry	Loop 1	Low	High

#### Stakeholder Summary

The Northern Territory Seafood Council (NTSC) is the peak body of the NT commercial fishing industry. They advocate on behalf of their members with a focus on establishing industry certainty to ensure that industry investment is not deterred by uncertainty. The Australian commercial fishing industry is valued at \$1.5 billion. The NT seafood industry produces \$60 million of product each year, excluding prawns. The National commercial fishing and aquaculture industry employed 15,831 people, 81% male and 19% female.

According to the NTSC Annual Report 2018, the NTSC seeks common ground with Indigenous communities and seek real engagement and real outcomes for current and future seafood industry members. They aim to continue to work with Traditional Owners and build trust. NTSC Chairman, Daniel Kimberley stated, “We understand that Indigenous people want to buy licences and we welcome this. We see a huge amount of opportunity in the fisheries industry for Indigenous communities. But to make this a success we can’t lose vastly experienced and knowledgeable fishermen who have invested heavily in the industry. I don’t want to see a whole generation of Indigenous people who want to get involved in the industry left frustrated and dissatisfied because of a lack of training. Indigenous people need and deserve good training and mentorship from fishermen and government. There are many opportunities for Indigenous people to get involved but this must be done properly. We want a much greater Indigenous involvement in the industry, otherwise their anger at seeing other people fishing in waters where they have traditionally fished will continue. They want to see benefits from the industry – and we want benefits of the industry to go back to communities as well. It must be remembered that most of the Northern Territory coastline is owned by Indigenous people. Some of our iconic fisheries are coastal – that’s where almost half of our members operate.”

The NTSC have outlined their strategic aims through the NTSC Strategic Plan 2018 – 2023. The NTSC Strategic Programmes are:

- Programme 1: Improve structures for an effective NTSC
- Programme 2: Build trust in our industry by our members, community, and government
- Programme 3: Demonstrate sustainability

In December 2018, the NLC Executive Council, NLCs Sea Country Working Group, NT Government, AFANT and the NTSC discussed the need to work together. This was the first time such a meeting was convened.

According to CEO Katherine Winchester in discussing the coastal licence agreements stated, “Simply using the industry as a bargaining chip is not the solution – parties must start working together to identify the steps that would result in both Indigenous empowerment and industry certainty. Including the industry will help assure all Territorians that a secure and sustainable supply of local seafood is not about to disappear. A successful seafood industry requires expertise, and we have that expertise and the skills to make the provenance of Indigenous seafood from the Territory a success. We need input from Indigenous communities... to trial a new way of seeking outcomes for all parties. We have been asking for resources to do this.”

The NTSC have stated the need for a new approach that includes, “a successful transition to sustainable development, including social, environmental, Indigenous and economic dimensions, in the region of influence of the Northern Territory’s inshore fisheries. Success is measured through the whole value chain of the region. Keys to success will include:

- Involvement and commitment of all players in the supply chain
- Project empowerment through multi-stakeholder governance system
- Synergies and shared vision between stakeholders involved
- Shared cost and benefit within the value chain
- Integrated incentive system

Aiming to move from a top-down approach to a bottom-up BRISCA process.

Engagement with Yanyuwa to date has been through formal processes, through WMC and prior to that the NTG had Aboriginal Consultative Committees that existed for a range of communities and this was an NTF funded and sourced process (stakeholders taken out for meetings). IPA advisory committees – found have been really good. -to date, through gov. established or IPA committees, marine ranger group workshops – always been an event or forum that someone else has organised but no NTSC-organised events. Work quite closely with land councils, NLC in particular for BMB negotiations (SC consultative groups).

Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
	Engage with AFANT, FTOs and other stakeholders where there is cross over or interest or conflict - Participate in NT business council, made up of industry associations from a whole range of industries. National level – present to FRDC IRG Dhimurru IPA committee meetings	Revenue as reported in FY2018 Annual Report, the annual revenue was approximately \$675,000 made up of grants, industry development support funds, NTSC levy and membership, and research levies.		Unknown
<u>Project expectations</u> <ul style="list-style-type: none"> <li>- Build relationships</li> <li>- Collaboratively research opportunities and impediments to Indigenous development</li> <li>- Identify community enterprise development opportunities in fishing and seafood sectors</li> <li>- Have one or two key business ideas ready for use in sourcing funding</li> <li>- Foster relationships and a shared understanding</li> </ul>		<u>Benefits from participating</u> <ul style="list-style-type: none"> <li>- Establish better relationships with partners in inter-tidal agreements</li> <li>- Establish projects with mutual benefits for Seafood Industry and Yanyuwa stakeholders</li> <li>- Mutual benefits derived indirectly from inter-tidal agreement and the established Wurrailiba Resource Co-Management Agreement</li> <li>- Joint research/projects</li> <li>- From member perspective, definitely varies but high interest from members to establish relationships and explore opportunities</li> </ul>		
<u>Resources &amp; willingness to mobilize</u> <ul style="list-style-type: none"> <li>- Networks of commercial fisher membership</li> <li>- What NTSC don't do are community visits – don't have community connections to meet with, that's a gap, where to start to understand who are the right contacts, how to engage, and this requires work in itself. How to engage with communities.</li> <li>- How NTSC have the capacity to attend all meetings is a challenge (time, funding)</li> <li>- Open to assessing partnerships and make it fit with existing budget and arrangements. Generally smaller scale project Eg. IPA engagement because it's a once a year commitment.</li> <li>- Need members to interact directly.</li> <li>- Role of NTSC is to coordinate meeting and provide details for contacts to further relationships. Also even just to know that interaction is welcome</li> </ul>		<u>Conflicts of interest with other stakeholders</u> <ul style="list-style-type: none"> <li>- Competition for Indigenous grant opportunities</li> </ul>		

Stakeholder	Category	First Engaged	Importance	Influence
McArthur River Mine	Primary stakeholder – Resource use industry	Loop 2	Low	High
<u>Stakeholder Summary</u> McArthur River Mine is a zinc-lead mine operated by Glencore since 1995. The open cut mine is located 65 kms southwest of Borroloola, with operations extending to Bing Bong loading facility on the coast and bulk carrier operations through an offshore transfer zone in the Gulf of Carpentaria.  The mine is contained within five adjoining mineral leases located on the McArthur River Station Pastoral Lease. The conditions of the Northern Territory Government's approval of the open pit development includes annual independent environmental monitoring review, managed and funded by the McArthur River Mine. McArthur River Mine established the MRM Community Benefits Trust in 2007 to contribute to areas of enterprise and job creation, environment, arts, culture, health, education and social and community development.				

Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
		Since its establishment, the Community Benefits Trust has invested more than \$14 million into around 90 programs supporting social-economic development in the Gulf region. (McArthur River Mine Online, 2018)		

Stakeholder	Category	First Engaged	Importance	Influence
<b>Amateur Fishermen's Association of the NT</b>	Secondary stakeholder – Fisheries industry	Loop 3	Low	High
<p><b>Stakeholder Summary</b></p> <p>Formed in 1980, the Amateur Fishermen's Association of the NT (AFANT) is recognised as the peak body representing recreational and sport fishing in the Northern Territory. According to AFANT, there are 30,000 non-Aboriginal fishers in the Northern Territory of which 4,000 are members of AFANT.</p> <p>80% of recreational fishing visitor spending being spent on hospitality, accommodation and other travel services.</p> <p>The AFANT strategic areas for action are:</p> <ul style="list-style-type: none"> <li>- Represent and advocate for the interests of all recreational fishers in the NT</li> <li>- Protect and enhance the quality of the fishing experiences and resource that is available to Northern Territory and visiting anglers</li> <li>- Provide representation and advice to governments and others on recreational fishing issues</li> <li>- Maintain and where possible improve access to recreational fishing opportunities</li> <li>- Promote and be an advocate for ethical, sustainable, safe and legal fishing practices</li> <li>- Participate in the management of recreational and other fisheries</li> <li>- Liaise constructively with other organisations including commercial fishing organisations on matters of mutual interest</li> <li>- Support and participate in fisheries research</li> <li>- Promote and be an advocate for the protection of the environment when it has the potential to impact on recreational fishing</li> </ul> <p>AFANT are active in advocating for their constituents in the following areas:</p> <ul style="list-style-type: none"> <li>- Northern Territory Intertidal Agreements (Blue Mud Bay agreements) with Traditional Owners to ensure access to fisheries that overlap with Aboriginal lands</li> <li>- Pastoral land access for recreational fishers</li> <li>- Establishing boat ramps by working with the Northern Territory Government and security at boat ramps</li> <li>- Artificial reefs</li> <li>- Northern Australia Development discussions</li> <li>- Commonwealth Marine Protected Area reviews</li> <li>- Mining impacts on waterways and fisheries</li> </ul>				



- Coastal reef fish controls
- Recreational only barramundi fishing areas

Further to this, AFANT is also active in maintaining working relationships with:

- Northern Territory Government
- Northern Territory Water police
- Northern Land Council

Relationships with other Traditional Owner groups are characterised fairly similarly. Particular experience includes:

- Collaborative work through Dhimurru's Indigenous Protected Area management committee and intertidal fishing agreement. Dhimurru (Aboriginal Corporation and their IPA and ranger program) has good engagement with the Nhulunbuy fishing club, which manages itself at the local level (such as through meetings prior to fishing competitions etc.) AFANT meet annually with Traditional Owners and the rangers through IPA management committee meetings.
- Membership on the Anindilyakwa IPA management committee (Groote Eylandt) through which AFANT have experienced good engagement, especially through ranger work presentations and invitations to provide updates that help to put a face to AFANT and their constituents.
- Research work with Malak Malak rangers (Daly River area) on the impacts of erosion caused by boats, which both AFANT and Traditional Owners have shared concerns. AFANT have shared videos with their constituents that demonstrate the weed management work being done by the rangers and this has received a great response.
- Relatively positive engagement with Tiwi Islands Traditional Owners, but with limited engagement and similar issues around communicating and engaging with groups who have limited corporate knowledge.

Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
AFANT human capital consists of: - 1.5 full-time equivalent staff members 4,000 members	Communities of interest - Recreational fishing accessories suppliers - Tourism accommodation and camping suppliers - Commercial fishers - Members - Regulatory bodies - Compliance bodies	At 2014, AFANT had an operating revenue of approximately \$200,000.00 mostly from grants from the Department of Primary Industry and Resources with membership fees accounting for approximately \$7,500.00 raised from 4000 members. At the AFANT annual general meeting in 2018, outlined: - \$60,000 in funding to conduct an education campaign on responsible drinking when in charge of a boat; - \$100,000 to present detailed cases on the detriment to anglers from Native Title claims. (NT News, 2018) Public records identify \$170,000 awarded from Indigenous funding to fund legal fees to collect evidence of detriment to anglers from the Native Title claims.		Unknown
<u>Project expectations</u> - Build relationships			<u>Benefits from participating</u>	

<ul style="list-style-type: none"> <li>- Collaboratively research opportunities and impediments to Indigenous development</li> <li>- Identify community enterprise development opportunities in fishing and seafood sectors</li> <li>- Have one or two key business ideas ready for use in sourcing funding</li> <li>- Foster relationships and a shared understanding</li> <li>- AFANT envisage that ongoing sector engagement in region will require strong support and integration with the community.</li> <li>- Sufficient resources put into the WMC so that Traditional Owners have a stronger understanding of the intertidal agreement and the basis for the WMC.</li> <li>- AFANT want a future where recreational fishers appreciate the work the rangers do.</li> </ul>	<ul style="list-style-type: none"> <li>- Growing the recreational fishing market by supporting Indigenous businesses that respond to recreational fishing service needs.</li> <li>- Establish better relationships with partners in inter-tidal agreements</li> <li>- Establish projects with mutual benefits for Seafood Industry and Yanyuwa stakeholders</li> <li>- Mutual benefits derived indirectly from inter-tidal agreement and the established Wurrahiliba Resource Management Agreement</li> <li>- Joint research/projects</li> <li>- WMC meetings have provided the opportunity to catch up with the Li'Anthawirriyarr rangers and develop a better understanding of their work.</li> <li>- AFANT see the opportunity of using the mechanism of WMC to strengthen focus on business opportunities. For example, discussing what recreational fishers want, understanding the recreational service fishing industry, and talking to AFANT about opportunities.</li> </ul>
<p><u>Resources &amp; willingness to mobilize</u></p> <ul style="list-style-type: none"> <li>- Networks of recreational fisher membership</li> <li>- AFANT want to assist in connecting and highlighting opportunities and services that constituents want, as well as promoting a positive perception of recreational fishing.</li> <li>- At present, AFANT do not have the capacity to communicate more regularly.</li> <li>- AFANT recognises the need to work together to assess the performance and health of fisheries. Recreational fishing effort needs to be monitored to give people peace of mind on what is essentially a limited resource, and collaborations between fishers and rangers could provide a common ground.</li> <li>- AFANT perceive that if there were more direct benefits from the local recreational fishing industry for Yanyuwa, there would be a greater awareness on its impacts and more opportunities to address them.</li> </ul>	<p><u>Conflicts of interest with other stakeholders</u></p> <p>Competition for Indigenous grant opportunities</p>

Stakeholder	Category	First Engaged	Importance	Influence
<b>Indigenous Business Australia</b>	Secondary stakeholder – Business industry, Aboriginal economic development	Loop 3	Low	High
<p><b>Stakeholder Summary</b></p> <p>Indigenous Business Australia is a corporate entity established under the Public Governance, Performance and Accountability Act 2013 (PGPA Act), for the purpose of:</p> <ul style="list-style-type: none"> <li>- To assist and enhance Aboriginal and Torres Strait Islander self-management and economic self-sufficiency; and</li> <li>- To advance the commercial and economic interests of Aboriginal persons and Torres Strait Islanders by accumulating and using a substantial capital asset for the benefit of the Aboriginal and Torres Strait Islander peoples.</li> </ul> <p>Under its legislation, Indigenous Business Australia is required to engage in commercial activities.</p> <p>The Statement of Intent commits IBA to:</p> <ul style="list-style-type: none"> <li>- work proactively with the Australian Government in contributing to its key priorities in Indigenous Affairs – in particular, in relation to improved economic outcomes</li> <li>- expand the reach of the home ownership program</li> <li>- expand the reach of the business development program</li> <li>- expand the reach and impact of the investments program</li> </ul>				

- grow IBA's capital base and revenue streams through innovation and private sector partnerships
- maintain high standards of efficiency, accountability and reporting

The purposes of Indigenous Business Australia also include:

- Assist Indigenous Australians to access the capital, commercial expertise, supply chain and other opportunities required to start up, build and grow businesses.
- Co-invest with Indigenous Australians in commercial ventures and assets, enabling them to access sound financial returns, build commercial capability, and generate employment, training and supply chain opportunities.

In 2017–18, IBA made 155 business loans totalling \$21.6 million, with an additional 69 leases and four producer off-set deals valued at a total of \$9.6 million. Over 700 customers received business support.

Stakeholder	Category	First Engaged	Importance	Influence
Indigenous Land and Sea Corporation	Secondary stakeholder – Aboriginal Representative Body, Aboriginal Governance	Loop 3	Low	High

#### Stakeholder Summary

The **Indigenous Land and Sea Corporation** is a Commonwealth entity was established under the Aboriginal and Torres Strait Islander Act 2005 to provide assistance through the acquisition of rights and interests in land, salt water and fresh water country.

In November 2018, the Indigenous Land Corporation was reformed with the legislation:

- Aboriginal and Torres Strait Islander Land and Sea Future Fund (Consequential Amendments) Bill 2018
- Aboriginal and Torres Strait Islander Land and Sea Future Fund Bill 2018
- Aboriginal and Torres Strait Islander Amendment (Indigenous Land Corporation) Bill 2018
- 

The establishment of the Aboriginal and Torres Strait Islander Land and Sea Future Fund replaces the \$2 billion Land Account, with the aim that over the next 20 years, the Indigenous endowment fund will grow by \$1.5 billion compared to current investment parameters. Expanding the remit of the Indigenous Land Corporation to include water rights, will also enable the ILSC to support the full range of opportunities for Indigenous economic development sectors including fisheries, agriculture and tourism (Department of Prime Minister and Cabinet, 2018).

ILSC Chairman, Eddie Fry commented, "Our expanded operations will enable us to invest in water-based projects in partnership with Indigenous groups, which could include purchase of commercial fishing licences or allocations in water markets".

The priorities for the Indigenous Land and Sea Corporation are stated as:

"1. Access to and protection of cultural and environmental values: The ILSC recognises the importance of land to Indigenous people's cultural identity. We are committed to assisting Indigenous people acquire and manage land of cultural and environmental significance, and to protecting and maintaining the cultural and environmental values of land.  
 2. Socioeconomic development: The ILSC assists projects that deliver social and economic outcomes for Indigenous Australians. Priority is given to projects that provide sustainable employment and training that leads to employment. The ILSC believes that sustained employment creates a range of benefits for Indigenous people, including increased standards of living, income and improved health and wellbeing" (Indigenous Land and Sea Corporation, 2017).

Stakeholder	Category	First Engaged	Importance	Influence
<b>Commonwealth Science &amp; Industry Research Organisation</b>	Secondary stakeholder – Research & Development	Loop 2	Low	High
<p><b>Stakeholder Summary</b>            Commonwealth Science &amp; Industry Research Organisation (CSIRO) is the Commonwealth agency responsible for scientific research.</p> <p>Past and current relevant work includes:</p> <ul style="list-style-type: none"> <li>Resource mapping for northern Australian development as part of the White Paper (Our north, Our Future).</li> <li>Assessments on several of the large catchments across the north that have been identified with potential for economic development. These assessments look at the resource economics and physical limitations of catchment areas (what can grow where, what species can grow where, and putting that into an economic context; likely economic and social outcomes; and developing baseline data to understand opportunities with objectivity behind it)</li> <li>Through their agriculture business unit, they also work on aquaculture and fisheries sciences and have a long history of developing aquaculture opportunities in northern Australia. Previous involvement has been through scoping studies for sea farms and large-scale prawn farming in Western Australia; a scoping study for northern Australia of where it would be possible to run prawn farms and other fisheries; and a global contextual analysis for emerging markets for aquaculture.</li> <li>Local scale studies with Aboriginal organisations including business plans and economic assessments with full cost structures and business models, as well as identifying other fisheries opportunities for other identified species and models and production systems defined.</li> <li>Aquaculture research on the west coast of Cape York is looking at business and production models with limited infrastructure and capability.</li> </ul>				
<p><u>Project expectations</u></p> <ul style="list-style-type: none"> <li>- Build relationships</li> <li>- Collaboratively consider enterprise development opportunities in fishing and seafood sectors</li> <li>- Understand whether Yanyuwa aspirations and readiness can progress to collaborative research into emerging economic development opportunities in fishing and seafood sector</li> </ul>		<p><u>Benefits from participating</u></p> <ul style="list-style-type: none"> <li>- Potential Aboriginal land and sea interest holders established as future research partnerships for emerging opportunities in fishing and seafood sector</li> <li>- Greater understanding of the issues that progress and prohibit Aboriginal economic development based on their interests in land and sea resources</li> <li>- Scientific research can be provided as a service for Indigenous groups to use however they benefit.</li> </ul>		

<ul style="list-style-type: none"> <li>- CSIRO work under signed legal research agreements with Indigenous organisations, which provide greater transparency and outline outcomes/deliverables and actions that need to be met for partnerships to work.</li> <li>- Partnerships that CSIRO develop depend on what the problem or challenge is.</li> <li>-</li> </ul>	
<p><u>Resources &amp; willingness to mobilize</u></p> <ul style="list-style-type: none"> <li>- Limited staff time resources</li> <li>- CSIRO works at a scale where research meets national objectives, making difficult to work with Indigenous groups who have more locally-based interests. However, where interests merge, researchers are able to work at a local scale where solid long-term relationships are formed and impact is sought at local level that produces high level results.</li> <li>- Unable to mobilize until there is capacity for Yanyuwa to partner on research projects</li> </ul>	<p><u>Conflicts of interest with other stakeholders</u></p>

Stakeholder	Category	First Engaged	Importance	Influence
<b>Fisheries Research &amp; Development Corporation</b>	Secondary stakeholder – Research & Development	Loop 1	Low	High

**Stakeholder Summary**

Fisheries Research & Development Corporation (FRDC) is a co-funded partnership between its two stakeholders, the Australian Government and the fishing and aquaculture sectors. It was formed as a statutory corporation on 2nd July 1991, under the provisions of the Primary Industries Research and Development Act 1989 (the PIRD Act 1989) and is responsible to the Minister of Agriculture & Water Resources. FRDC's role is to plan and invest in fisheries research, development and extension (RD&E) activities in Australia. This includes providing leadership and coordination of the monitoring, evaluating and reporting on RD&E activities, facilitating dissemination, extension and commercialisation. The FRDC achieves this through coordinating government and industry investment, including stakeholders to establish and address RD&E priorities. In addition the FRDC monitors and evaluates the adoption of RD&E to inform future decisions.

The FRDC uses formal consultative structures (Research Advisory Committees, Industry Partnership Agreements, Indigenous Reference Group) to ensure that its investments remain targeted, relevant and deliver a balanced portfolio of activity—in line with the objects of the PIRD Act. The FRDC also involves the Indigenous Reference Group in all representational organisation activities.

The FRDC aims to spread its investment in RD&E across the whole value-chain of the commercial fishing and aquaculture industry, and for the benefit of both Indigenous and recreational fishers. Indigenous Reference Group which is not technically a representative organisation but is invited to all meetings.

2017-2018 Priority 2 Improving productivity and profitability of fishing and aquaculture – Strategy: Invest in RD&E to understand the drivers of, and impediments to, productivity and profitability growth in all fishing and aquaculture sectors; research means of increasing sustainable production and profitability; link these to business education; encompass the needs of Indigenous communities. During 2017–18, there was \$2.35 million or around 9.04 per cent of the total RD&E investment for this priority.

National RD&E Infrastructure The FRDC has three subprograms (Aquatic Animal Health and Biosecurity, Recfishing Research and the Indigenous Reference Group) and one coordination program (Social Science and Economics Research Coordination). The FRDC will continue to use the system of nation-wide groups and lead in these areas of RD&E. It will also lead in the areas of people development and service delivery. During 2017–18, there was \$6.5 million or around 25 per cent of the total RD&E investment for this priority.

IRG is one of three FRDC subprograms.

The scope of the IRG is to ensure that fishing and seafood industry focused RD&E assists in delivering improved economic, environmental and social benefits to Australia's Indigenous people. The IRG is expertise based, advisory in nature, and makes recommendations to FRDC on strategic issues relevant to Indigenous RD&E in the fishing and seafood industry.

Current IRG Priority RD&E Areas March 2018

- Capacity Building Project. Preferred supplier identified. Contracts yet to be signed. IRG happy to work with all sectors to share.
- Data Projects – Six EOI received to facilitate a process to identify best means to collect appropriate data. Feedback developed at IRG18

Other priority areas (note IRG very happy to co-invest or collaborate on priority areas below):

- Developing a concise summary of R&D undertaken to date
- Sharing and preserving knowledge through story
- Taking R&D to E&A – extending adoption pathways to policy and management.

IRG Overarching RD&E Priorities March 2018. These priorities guide the activities of the IRG:

- Primacy for Indigenous People
- Acknowledgement of Indigenous Cultural Practices
- Self-determination of indigenous rights to use and manage cultural assets and resources
- Economic development opportunities arising from Indigenous peoples cultural assets and associated rights
- Capacity building opportunities for Indigenous people are enhanced.

2017-2018 Reporting:

Through the Indigenous Reference Group, recommendations for overcoming the constraints to achieving positive social and economic Indigenous community outcomes have been developed.

Indigenous Fishing Subprogram—Indigenous Capacity Building Program; improved data on Aboriginal and Torres Strait Islanders fisheries resource use to better inform Indigenous community planning and fisheries agency decision making; developing a concise summary of Indigenous RD&E undertaken to date and how best to extend the outputs; and sharing and preserving knowledge through story.

Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
19 staff, board of 9 directors (Chair selected and appointed by the minister),	Partners and stakeholders include federal, state and territory governments, including fisheries and natural resources managers; fishing and aquaculture; The Australian community; Seafood consumers; and the research community, (universities, government fisheries organisations, further education organisations (e.g. TAFE), international research organisations and private research providers.)  Four ministerially-declared representative organisations to which		Services: - Australian Fisheries Statistics - Regular market research - Seafood marketing - Australian seafood trade and market access - Research	

	<p>the FRDC is accountable under legislation:</p> <p>Seafood Industry Australia (representing the seafood industry at a national level)</p> <p>Australian Recreational and Sport Fishing Industry Confederation Inc. trading as Recfish Australia (representing recreational and sport fishers)</p> <p>Commonwealth Fisheries Association (representing commercial fishers who operate in Commonwealth fisheries)</p> <p>National Aquaculture Council (representing the aquaculture industry)</p>			
--	---	--	--	--

Stakeholder	Category	First Engaged	Importance	Influence
<b>Office of the Registrar of Indigenous Corporations</b>	Secondary stakeholder – Aboriginal business	Loop 2	High	Low

#### Stakeholder Summary

The Office of the Registrar of Indigenous Corporations (ORIC) is an independent statutory office holder appointed by the Minister for Indigenous Affairs under the Corporations (Aboriginal and Torres Strait Islander) Act 2006 (CATSI Act). ORIC supports and regulates the corporations that are incorporated under the Act. It provides a tailored service that responds to the special needs of Aboriginal and Torres Strait Islander groups and corporations, and strives for national and international best practice in corporate governance. It offers advice on how to incorporate, delivers training for directors, members and key staff in good corporate governance, makes sure corporations comply with the law, and intervenes when needed.

Their purpose is to effectively administer the CATSI Act, which requires us to:

- register Indigenous groups that want to incorporate or to transfer their registration to operate under the CATSI Act
- help Aboriginal and Torres Strait Islander corporations to run properly—according to their own rules and cultures—and ensure they don't break the law
- offer support, advice and training to help corporations do the best job for their communities.

ORIC's training programs support the Registrar's commitment to increase corporate governance knowledge, skills, efficiency and accountability within corporations.

The range of courses on offer are designed to build upon strong foundations and increase capability in stages. To achieve this ORIC provides a pathway of courses all the way up to diploma level. The training courses are designed for directors and members of Aboriginal and Torres Strait Islander corporations. Most courses bring people from different corporations together to maximise information sharing, networking opportunities, problem solving practice and the generation of ideas affecting Indigenous corporations and communities in a region. Although some courses or workshops are run with just one corporation or group at a time. Courses and workshops include Introduction to Corporate Governance workshops, two day governance workshops, building strong stores, Cert IV in Business (governance) and diploma of business

Corporation-specific training is tailored to meet the individual requirements of the group or corporation requesting it. Workshops can be held all over Australia, usually at a corporation's premises or within their community. This can include governance training, Pre-incorporation doorway service, Rules design and re-design workshop, and Corporation support and mentoring.

Human Capital	Social Capital	Financial Capital	Manufactured Capital	Natural Capital
			Darwin regional office	
<u>Project expectations</u>		<u>Benefits from participating</u>		
<u>Resources &amp; willingness to mobilize</u> - Services to help with recruitment for senior positions, advertise vacancies, apply for pro bono legal assistance; and resources for corporate governance (template, guides, factsheets)		<u>Conflicts of interest with other stakeholders</u>		

Stakeholder	Category	First Engaged	Importance	Influence
<b>Charles Darwin University</b>	Secondary stakeholder – Research & Development	Loop 3	High	Low
<p><b>Stakeholder Summary</b></p> <p>Charles Darwin University (CDU) delivers tertiary and vocational education, and research, to 23,000 students across four campuses, four training centres, and various remote training locations across the Territory. CDU's Research Institute for the Environment and Livelihoods specialises in tropical savannah and arid research, using a 'livelihoods' approach to explore the coexistence between people and country while recognising the services provided by a healthy environment. Past work includes fisheries-related research with Traditional Owner groups across Maningrida homelands, Warruwi and Yagbani</p> <p>CDU's Northern Institute (NI) undertakes research relevant to peoples' lives and policy, contributing to research for innovation and change in complex environments. Research at the NI takes a positive view of living in remote and regional contexts, recognises the leadership that people in the region diverse lives and knowledge systems and appreciates the value of understanding diversity is a strength. Key areas of research include sustainable livelihoods, knowledge systems and their relationships to policy development, implementation and investment.</p> <p>The NI's research themes:</p> <ul style="list-style-type: none"> <li>- Contemporary Indigenous Knowledge &amp; Governance - organisational knowledge and culture practices in the process of designing new institution and governance practices.</li> <li>- Demography &amp; Growth Planning - knowledge and expertise on the relationships between the dynamic populations of remote and sparsely populated areas to economic, social and political conditions in those regions.</li> <li>- Evaluation &amp; Knowledge Impact - conducting evaluations that help understand the ways policy and community partnerships are utilised to improve outcomes from public service delivery strategies.</li> <li>- Regional, Economic &amp; Workforce Development - explores the questions, issues, challenges and opportunities for planning, developing, implementing and supporting integrated and sustainable regional and economic development in diverse contexts.</li> </ul> <p>Cross thematic groups at the NI include:</p> <ul style="list-style-type: none"> <li>- Central Australian Research Group - undertakes interdisciplinary research in areas of social and public policy in regional and remote contexts that are critically important to central Australia and its near neighbours.</li> <li>- Northern Australia Governance Research Group - researchers and practitioners who share a commitment to collaborative research in designing just and equitable futures for the North, placing the Northern Institute and its collaborators at the forefront of research and development opportunities in the region.</li> <li>- Indigenous Enterprise Hub - partners with Aboriginal organisations in remote and urban areas of northern Australia to provide the basis of creating organisational development and sustainable models for Indigenous enterprises that are based on socially, culturally, economically and environmentally sustainable livelihoods.</li> <li>- Regional and Remote Service Delivery - supports agencies working to improve service delivery by providing accurate and relevant data analysis and research on sensitive topics and in complex contexts.</li> <li>- NI International - global mobility to support NI researchers, students and research collaborators to create international links and access international resources. It builds on the NI's international reputation and networks, to facilitate access to international expertise and research resources.</li> <li>- The Office of the Pro Vice-Chancellor for Indigenous Leadership and Regional Outreach - is an Aboriginal lead Portfolio uniquely dedicated to Indigenous capacity building, including in Indigenous research and in community engagement.</li> </ul> <p>CDU's Office of Indigenous Student Services provides:</p> <ul style="list-style-type: none"> <li>- Assistance with student admission, enrolment, application and course information</li> <li>- Orientation programs for new and continuing students</li> </ul>				



<ul style="list-style-type: none"> <li>- Opportunities to develop leadership, advocacy and representative skills as a CDU Indigenous Student Ambassador</li> <li>- Advocacy and support</li> <li>- Referral to CDU Support services</li> <li>- Tutorial support</li> <li>- Higher education pathways programs</li> </ul>				
<b>Human Capital</b>	<b>Social Capital</b>	<b>Financial Capital</b>	<b>Manufactured Capital</b>	<b>Natural Capital</b>
~1400 academic and general staff, including Indigenous support staff at Casuarina, Palmerston, Alice Springs, and Katherine.	Partnerships in research, education and training; industry and professional associations, not-for-profit organisations, Government-funded research agencies as well as regional partnerships. <ul style="list-style-type: none"> <li>- Collaborations with the NT government's Indigenous fishing projects and activities</li> <li>- Innovative Research Universities network</li> <li>- Partnerships with ANU, Flinders and JCU</li> <li>- Formal agreement of NTG-CDU Partnership</li> <li>- Non-government and industry partnerships (delivering research, strategic advice, training)</li> <li>- Marine science partnerships with ANU, AIMS, NTG</li> </ul>	2017 revenue of \$300 million	CDU has 4 campuses, 4 training centres and various remote locations, including 3 Indigenous Support Centres (Darwin, Katherine and Alice Springs).	Unknown
<u>Project expectations</u> <ul style="list-style-type: none"> <li>- CDU are interested in being able to discuss opportunities to support seafood industries with Aboriginal people.</li> </ul>			<u>Benefits from participating</u> <ul style="list-style-type: none"> <li>- Would like to be there for discussions on aspirations and opportunities</li> </ul>	
<u>Resources &amp; willingness to mobilize</u> <ul style="list-style-type: none"> <li>- Scholarships (\$1000-\$15000) for VET or higher education</li> <li>- Previous experience applying in PAR processes</li> <li>- Following on from work with ACL holders and Bawinganga, NS has developed a storybook to document ACL enterprise development with the aim to communicate the journey, ideas moving forward, and identify potential research activities in the future to help ACL holders improve their business (such as data collection catch landing system, challenges around logistical equipment maintenance for running business in remote places, and innovative ways to support small scale fishing enterprises such as oyster, crab and fish where resources and equipment can be shared).</li> <li>- From a research perspective, methodologies such as PAR and end-user engagement are able to deliver research training and capacity building to help support enterprise and business development. This can include feasibility studies, training, workshops to brainstorm successes and</li> </ul>			<u>Conflicts of interest with other stakeholders</u>	

constraints, setting up business or governance frameworks, and assessing sustainability limits for businesses (species, natural resource harvest).

- need to generate funding to support engagement and collaboration for research.
- Having a 'community of practice' is important as there are a lot of people doing a lot of things - a lot of collective experience, knowledge and learnings - but there is limited interaction and sharing and so everyone is starting from the beginning. Hence, the reason NS developed the story book.
- Research in coastal livelihoods, small-scale fisheries, fisheries management, intertidal marine resource use and local capacity building

## Appendix 7: Stakeholder Analysis Table (Summary)

Stakeholder	Nature of involvement	Interest	Power & authority	Position	Impact on stakeholder
Primary Stakeholders					
Yanyuwa Traditional Owners	Primary stakeholders, exclusive land and sea estate owners	High	Low (not enabled); low financial resources;	Very Supportive	High
Rrumburriya Malandari Council Aboriginal Corporation	Primary stakeholder, Yanyuwa Aboriginal corporation with governance	Low	Low (not enabled to address issues of fisheries and economic development); constitution doesn't focus on economic development as its objective. Strategic direction has previously focused on housing. Some previous instability.	Neutral (waiting on TO direction)	High
Mabunji Aboriginal Resource Indigenous Corporation	Primary stakeholder, Aboriginal corporation with governance	Medium	High; stable corporate entity with identified strategic direction and purpose for economic development	Neutral	High
Northern Territory Government Department of Primary Industry & Resources (now Department of Primary Industry and Fisheries)	Primary stakeholder, Northern Territory Government and Fisheries Management	High	High; Fisheries management authority, investor in Indigenous fisheries projects such as Aboriginal Fishers Licence, industry regulation and compliance; advocacy and information sharing on fisheries management.	Very Supportive	High
King Ash Bay Fishing Club	Primary stakeholder, fishing tourism operator	Medium	High; leaseholder of 200 hectares of Yanyuwa country providing tourism services and access to fisheries.	Indifferent	High
McArthur River Mine	Primary stakeholder, resource user	Indifferent	High	Neutral (not mobilized)	High

Stakeholder	Nature of involvement	Interest	Power & authority	Position	Impact on stakeholder
Secondary Stakeholders					
Northern Land Council	Secondary stakeholder, Aboriginal Native Title Representative Body with governance	High	High; stable corporate entity with focus on rights and interests of Native Title Holders including governance, lease negotiations, advocacy and enhance Aboriginal self-determination (including in economic development)	Very Supportive	High
Roper River Gulf Regional Council	Secondary stakeholder, local government	Indifferent	High; representative council; administration of local government areas; local management committees and advocacy on local and regional issues. Power for Indigenous economic development project through CDP in the region, implemented by the council.	Neutral (not mobilized)	High
Department of Prime Minister & Cabinet – Indigenous Affairs (now National Indigenous Australians Agency)	Secondary stakeholder, Commonwealth Government	Low	High; investor in Indigenous programs and projects through Indigenous Advancement Strategy, Working on Country and other commonwealth funded projects.	Neutral (not mobilized)	High
Northern Territory Government	Secondary stakeholder, Northern Territory Government	Low	High; investor in economic development and fisheries and tourism through budget; established Economic Development Framework 10 Year Infrastructure Plan	Neutral (not mobilized)	High
Darwin Aquaculture Centre	Secondary stakeholder, Northern Territory Government	Low	Medium; research organisation aimed at development of Territory aquaculture industry in	Neutral (not mobilized)	High

collaboration with  
Indigenous people

Stakeholder	Nature of involvement	Interest	Power & authority	Position	Impact on stakeholder
Secondary Stakeholders					
Northern Territory Government, Department of Trade, Business and Innovation	Secondary stakeholder, Northern Territory	Low	High; department invested in stimulating and supporting NT business, industry and employment, and Aboriginal business enterprise support.	Neutral (not mobilized)	High
NT Department of Environment and Natural Resources	Secondary stakeholder, Northern Territory	Low	High; department responsible for fostering and protecting NT natural resources including water assets.	Neutral (not mobilized)	High
NT Department of Tourism and Culture	Secondary stakeholder, Northern Territory	Low	Medium; department responsible for increasing visitation to NT.	Neutral (not mobilized)	High
NT Guided Fishing Industry Association	Secondary stakeholder, Industry group	Low	Medium; industry body working with NT to support economic viability of fishing industry and sustainability of target species; developing industry standards in NT for operators.	Neutral (not mobilized)	High
Northern Territory Seafood Council	Secondary stakeholder, Industry group	High	High; industry body working with NT government to maintain viability of industry and sustainability of target species; advocacy for commercial fishers. Strong network with commercial fishers.	Very supportive	High

Stakeholder	Nature of involvement	Interest	Power & authority	Position	Impact on stakeholder
Secondary Stakeholders					
Amateur Fisherman's Association of the NT	Secondary stakeholder, Industry group	High	High; industry body working with NT to maintain access for commercial fishers to Aboriginal exclusive intertidal areas; working to improve access for NT recreational fishers.	Very supportive	High
Indigenous Business Australia	Secondary stakeholder, Aboriginal enterprise investment and development	Low	High; government program for Aboriginal enterprise investment and development	Neutral (not mobilized)	High
Indigenous Land and Sea Corporation	Secondary stakeholder, Government entity to provide assistance through the acquisition of rights and interests in Indigenous land and sea estate and investments into such interests.	Low	High; investment in Indigenous partnerships including commercial fishing licences and water allocations.	Neutral (not mobilized)	High
Commonwealth Science and Industry Research Organisation	Secondary stakeholder, Commonwealth government entity invested in research and development of Australian industry including aquaculture	Low	High; research and development in aquaculture and other Indigenous livelihoods on country	Neutral (not mobilized)	High
Fisheries Research and Development Corporation	Secondary stakeholder, Commonwealth research and development entity driving development of the fishing and aquaculture sectors	High	High; research and development in aquaculture and fishing industry	Very supportive	High
Office of the Registrar of Indigenous Corporations	Secondary stakeholder, registrar of Aboriginal corporations	Low	High; support of incorporation of Aboriginal corporations and governance training support	Neutral (not mobilized)	High

Charles Darwin University	Secondary stakeholder – Tertiary education institution	Low	High; tertiary education institution with research area in Indigenous remote area livelihoods, environmental management and aquaculture	Neutral (not mobilized)	High
---------------------------	--	-----	--	-------------------------	------

## **Appendix 8: Thematic Analysis**

The thematic analysis was completed as a desk-top review of all data collected during the research project, and through a critical thematic assessment of emerging narratives against identified opportunities, impediments and desired outcomes.

The analysis is presented in Table 2 below and covers five key themes:

1. Enabling Yanyuwa Economic Development
  - a. Building knowledge of rights and interests
  - b. Establishing Yanyuwa exclusive decision-making frameworks, governance bodies and corporations
  - c. Master Planning for economic development
  - d. Establishing or confirming a Yanyuwa organisation to drive Yanyuwa economic development
  - e. Identified functions of Yanyuwa organisation
  - f. Yanyuwa establish baselines
2. Developing equitable and collaborative co-management body
3. Frameworks for co-management and collaborating for economic development
4. Differentiating co-management from appropriate partnerships for economic development projects
5. Opportunities to collaborate for economic development
  - a. CDP and Jobs
  - b. Fisheries skills and management
  - c. Tourism, recreational fishers and cultural management
  - d. Aboriginal Coastal Fishers and Aboriginal Fish Traders
  - e. Barramundi
  - f. Mud Crab Fishery
  - g. Aquaculture
  - h. Trepang
  - i. Research



## 1.a. Enabling Yanyuwa Economic Development – Building knowledge of rights and interests

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Knowledge of rights and interests</b>	Improved understanding of TO rights and interests in fisheries management	Yanyuwa want to ensure: <ul style="list-style-type: none"> <li>- Young people understand their rights and are capable of asserting them through governance systems</li> <li>- Young people to assert and practice their cultural connections to Country.</li> <li>- A balance between lore and law around sites and resource sharing (e.g. fish)</li> </ul>	Industry & Government want to ensure: <ul style="list-style-type: none"> <li>- Cultural frameworks are recognised in collaborative works.</li> </ul> Emerging understanding of co-design importance in relationship building and sector transition.	WMC is yet to specifically define and communicate its purpose and frameworks for co-management decision making and/or collaborative design purpose.	WMC can be explicit in its recognition of the rights and interests of Yanyuwa people and reflect this recognition in its governance, decision making frameworks and project implementation processes. <p>WMC membership, purpose, role and responsibilities and legitimacy of co-management in specific domains can be created and communicated to all stakeholders for clarity around purpose, role and domain.</p>	Yanyuwa young people understand their rights and are able to assert them. <p>Yanyuwa are able to work through an established governance system to assert their rights across different levels.</p> <p>Yanyuwa are able to provide Industry and Government appropriate frameworks (rights, decision-making &amp; cultural) to be used in collaborative design.</p> <p>Yanyuwa will have cultural protocols for their own decision making process.</p>
<b>Rights to information</b>		Yanyuwa assert their right to information on: <ul style="list-style-type: none"> <li>- economic development current state and future opportunities</li> <li>- baseline information on water quality and marine asset health</li> </ul>	Not yet engaged in this discourse.	Information on current sector situation and future opportunities is not reaching local Aboriginal audience in a way that they can interact with and feel that they are co-designing the solution.	Sector stakeholders already implement AGMs and industry specific discussions and co-design workshops on industry issues. Noting that whilst these are in Darwin and cater to current vested interests, there is a capacity and understanding of the need to expand to co-design and engagement of Aboriginal people as industry specific vested interests – rather than defensive relationships. <p>Sector stakeholders are already invested in engagement and information sharing on the current state of fishing industries.</p>	Increased Yanyuwa knowledge on economic development current state and future opportunities across all sectors. <p>Increased feeling of informed participation in the co-design of the economic development opportunities, due to pre-established awareness.</p>

1.a. (Continued) Enabling Yanyuwa Economic Development – Building knowledge of rights and interests

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Rights to economic development and rights to trade</b>		Yanyuwa assert their right to economic development opportunities of their land and sea estate and the right to commercially benefit.	Not yet engaged in this discourse.			

1.b. Enabling Yanyuwa Economic Development – Establishing Yanyuwa exclusive decision-making frameworks, governance bodies and corporations

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Exclusive Domains</b>		Yanyuwa assert their right to exclusive domains of communication and knowledge sharing.	NT Local Decision Making model identifies the need for increased Indigenous decision making and service delivery.	Limited investment in governance and local decision making at Yanyuwa landscape scale, with a focus on service delivery in townships.	Commonwealth focus on Aboriginal decision making at regional scale may provide for support and integration with the NT local decision making model.	The exclusive domain of Yanyuwa decision making is a defined and managed process through Aboriginal governance models supported by a backbone organisation.
<b>Decision-making participation equity</b>	Identified requirements for support in the decision-making processes in the management of aquaculture and fisheries  Improved understanding of contemporary management practices for improved decision-making	Yanyuwa want to ensure:  - Representation from all families and islands in broader decision-making.	Not yet engaged in this discourse.	No formal Yanyuwa governance arrangement through which young people can participate at multiple scales in Yanyuwa decision-making.  Local decision-making bodies (Yanyuwa Management Committee & WMC) are not Aboriginal-led in practice and do not have the social licence to convene an exclusive Yanyuwa decision making space or represent Yanyuwa in a working relationship with government and/or partners.  Currently, the resourcing of participation in Aboriginal local governance and decision-making does not match Aboriginal aspirations for governance and participation.	NLC has social licence to convene Traditional Owner meetings.  Northern Territory Government has a Local Decision Making approach.  APO NT have established Partnership Principles for Organisations working with Aboriginal organisations and communities in the NT.  Commonwealth Government have expressed a similar desire to implement Aboriginal Decision Making. (see Empowered Communities and Murdi Parki Regional Assembly Local Decision Making)	The governance of Yanyuwa participation and decision-making is a function for a Yanyuwa corporate entity or a backbone organisation with social licence to support and convene Yanyuwa decision-making.  The strategy for Yanyuwa agenda formation and decision-making includes specifically youth engagement, action & employment & strategies that address inclusion and representation from across the Yanyuwa estate including the islands.  Yanyuwa are empowered and participating in exclusive Yanyuwa agenda creation and co-design with government.

1.b. (Continued) Enabling Yanyuwa Economic Development – Establishing Yanyuwa exclusive decision-making frameworks, governance bodies and corporations

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Decision Making Frameworks</b>		<p>Yanyuwa assert that decision making must:</p> <ul style="list-style-type: none"> <li>- Recognise individual, family, clan and language group rights, needs and interests</li> </ul> <p>Yanyuwa assert that:</p> <ul style="list-style-type: none"> <li>- Yanyuwa strategic direction for economic development must be governed by Yanyuwa</li> </ul>	Not yet engaged in this discourse.	Currently, no Yanyuwa-led decision making entity.	There has been a lot of discussion and thought around the requirements of a Yanyuwa decision making entity, frameworks for decision-making and planning approaches.	Within a Yanyuwa decision-making entity, with support from a backbone organisation or support organisation, Yanyuwa will ensure that Yanyuwa inquiry, planning and decision making approach addresses Yanyuwa knowledge capital and capacity, estate management literacy across different scales to ensure that Yanyuwa are sustainably managing a multifunctional estate, creating new economic opportunities and accessing benefits.
<b>Decision Making Bodies</b>		<p>Yanyuwa identify a need for a:</p> <ul style="list-style-type: none"> <li>- Yanyuwa decision making body with recognised power for decision making on broader management issues of their estate</li> <li>- Decision making at different scales from family to clan to whole of Yanyuwa</li> </ul>	Not yet engaged in this discourse.	External partners and stakeholders not recognising multiple Yanyuwa governance bodies for decision-making.		Yanyuwa has a decision making body that is recognised as the formal entity through which the Yanyuwa agenda is affirmed, and through which organisations must apply for a social licence to present themselves as a partner organisation to Yanyuwa.
<b>Aboriginal corporate structures that support Aboriginal decision making</b>	Active participation through TOs own governance and management frameworks (to fisheries management)	<p>Yanyuwa identified a Yanyuwa institutional need for:</p> <ul style="list-style-type: none"> <li>- Ensuring environmental management is determined through frameworks of culture and western law</li> <li>- Knowledge of regulatory frameworks for economic development</li> </ul>	Not yet engaged in this discourse.	<p>Lack of defined institutional vehicle within which to build knowledge capital.</p> <p>Current lack of resources to address Yanyuwa knowledge capital and capacity.</p> <p>Current limited resourcing of expert advice in regulatory frameworks.</p>	<p>WMC decision-making framework being addressed through FRDC project.</p> <p>NLC regulatory and community development frameworks can establish initial learnings.</p> <p>Aboriginal place-based organisations can play a part in capacity development through career training and development for knowledge capital growth.</p>	<p>Yanyuwa institutions have established human capital including:</p> <p>Knowledge of regulatory frameworks for economic development and land use planning.</p> <p>Frameworks for decision making that ensure management is culturally appropriate.</p>

## 1.c. Enabling Yanyuwa Economic Development – Master Planning for economic development

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Comprehensive Community Planning</b>		<p>Yanyuwa identify the need for:</p> <ul style="list-style-type: none"> <li>- Intergenerational planning frameworks</li> <li>- Yanyuwa planning</li> </ul>	Not yet engaged in this discourse.	<p>Lack of expression of Aboriginal planning framework creates uncertainty.</p> <p>Lack of existing knowledge of community planning or development frameworks means planning literacy is not growing.</p>	<p>NLC and other Aboriginal organisations in the area have planning frameworks either explicitly state, or implicitly referenced.</p> <p>Other stakeholders recognise these frameworks exist regardless of publication.</p> <p>Increasing recognition of the necessity of exclusive Aboriginal planning forums for Aboriginal-lead on policy and service delivery.</p>	Yanyuwa have implemented inquiry and planning and have effectively expressed their agenda for the future of their place and people. Yanyuwa have a vision that they want to share with other parties with shared-values co-design solutions and identify the way in which their vision will be achieved.
<b>Investment ready land and sea tenure</b>		<p>Yanyuwa have identified the need for information and awareness around:</p> <ul style="list-style-type: none"> <li>- Traditional Owner families requirements for agreements that provide them with certainty over their rights and interests that enable investment readiness</li> </ul>	Not yet engaged in this discourse.	Lack of s19 LUAs addressing Traditional Owner rights and interests in parts of the Native Title estate prevents Traditional Owners from effectively accessing and developing their land for multiple functions including smaller-scale business enterprise.	Current approaches to local decision making, planning and agenda formation, may form synergies that support Indigenous land use planning for multi-functional and confirmed Aboriginal investment ready tenure for economic development for s19 resolutions.	Yanyuwa estate management has an established agenda and multi-functional land use plan with Yanyuwa individuals and families with s19 resolution and investment ready tenure for development at different scales.
<b>Existing Funding &amp; Grants</b>		<p>Yanyuwa have identified the need for Yanyuwa created enterprise or governance bodies with the need for capacity development in collaborative projects and sourcing funding.</p>	<p>Existing funding and grants available in order of potential size:</p> <ul style="list-style-type: none"> <li>- Indigenous Advancement Strategy</li> <li>- Indigenous Land &amp; Sea Corporation funding</li> <li>- Indigenous Business Australia</li> <li>- CDEP recognises fishing as an CDEP activity for a host organisation to run</li> <li>- AFANT small annual grants program to support infrastructure for recreational fishing services</li> </ul>	<p>Currently, there is a lack of social licence for support agencies to develop and implement funding proposals.</p> <p>Currently, there is a lack of Yanyuwa organisational capacity to develop and implement funding proposals.</p>	<p>Establish the governance capacity for social licence to be approved by Yanyuwa for the appropriate entity to develop proposal and apply for grants.</p> <p>Establish clarity around partnership requirements &amp; WMC purpose.</p>	The appropriate organisations have been successful in funding applications and are implementing fisheries and economic development projects.

1.c. (Continued) Enabling Yanyuwa Economic Development – Master Planning for economic development

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Existing assets and infrastructure</b>		<p>Yanyuwa have identified existing:</p> <ul style="list-style-type: none"> <li>- Infrastructure and assets across estates, including outstations that can be further developed to support enterprise development and better access Country enterprise development opportunities and well-being co-benefits</li> </ul>	Not yet engaged in this discourse.	-	-	Yanyuwa are using and adding value to existing assets and infrastructure for the purposes of economic development, enterprise development, Yanyuwa employment and benefitting in livelihoods from such use.

1.d. Enabling Yanyuwa Economic Development – Establishing or confirming a Yanyuwa organisation to drive Yanyuwa economic development

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Needing a Yanyuwa organisation</b>		<p>Yanyuwa identified the need for:</p> <ul style="list-style-type: none"> <li>- Yanyuwa organisational vehicle to drive Yanyuwa's strategic actions in community development and economic development in fisheries</li> </ul>	Not yet engaged in this discourse.	Lack of resources and support to Yanyuwa governance bodies.	Currently, there is government reform on approaches to Indigenous leadership, partnership and community control.	Yanyuwa will have an expressed governance of decision-making and social licence system or entity, and understanding of the appropriate enterprise vehicle that will progress specific parts of an affirmed Yanyuwa agenda for economic development and resolved issues of investment ready land tenure at different scales.
<b>Existing Capacity – Enterprise Development &amp; Administration</b>		<p>Yanyuwa have identified their existing capacity in:</p> <ul style="list-style-type: none"> <li>- Enterprise development and management in existing Aboriginal Corporations</li> </ul>	Not yet engaged in this discourse.	<p>Information gaps in</p> <ul style="list-style-type: none"> <li>- Yanyuwa rights to control/manage payments for accessing Country (such as Black Rock)</li> <li>- What enterprises have been considered within the scope of the research (what is commercial in confidence and what is not?)</li> </ul>	Indigenous Land & Sea Corporation, Indigenous Business Australia and other agencies funded to support Aboriginal enterprise development offer capacity development.	<p>Yanyuwa capacity is in productive use through enterprise development, project development and implementation.</p> <p>Risk management &amp; planning in place for functional Aboriginal corporation governance and management.</p>

1.d. (Continued) Enabling Yanyuwa Economic Development – Establishing or confirming a Yanyuwa organisation to drive Yanyuwa economic development

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<p><b>Capacity development for enterprise development</b></p>		<p>Yanyuwa enterprise capacity development needs are identified as:</p> <ul style="list-style-type: none"> <li>- Identifying and accessing grants</li> <li>- Managing finances for business development</li> <li>- Building relationships with funding agencies</li> <li>- Identifying funding agencies investment programmes</li> <li>- building on job and training opportunities through the Sea Ranger Group, this includes building support, skills, knowledge and experiences in Sea Country-based industries and supportive industries through broader training, pathway programs, youth camps, access to Country outstations and supportive social services.</li> </ul> <p>Yanyuwa enterprise governance needs are identified as:</p> <ul style="list-style-type: none"> <li>- Governance frameworks to support strategic direction</li> </ul>	<p>Existing enterprise capacity development programs include:</p> <ul style="list-style-type: none"> <li>- Indigenous Business Australia currently run workshops in Katherine &amp; Darwin that provide training for all levels of business planning and management</li> <li>-</li> </ul>	<p>Uncertainty in which enterprise will be responsible for the financial management of enterprises or projects.</p> <p>Barriers for Yanyuwa to undertake commercial activities on Aboriginal estate, including lengthy and complex S19 processes.</p>	<p>IBA and ORIC are implementing Indigenous enterprise development capacity development.</p>	<p>Yanyuwa with existing capacity have increased their capacity in enterprise development, administration and management.</p> <p>Yanyuwa People are implementing enterprise development with support organisations building capacity through enterprise development and project implementation.</p>
<p><b>Indigenous Enterprise Financing</b></p>		<p>Yanyuwa expressed the need for financing for commercial licence.</p> <p>Licence holder and TO negotiate cost of licence. Action – contact NTSC to see if any interest of industry to lease licence.</p>	<p>Currently there is no support for Indigenous people wanting finance to do commercial fishing directly.</p>			

## 1.e. Enabling Yanyuwa Economic Development – Identified functions of Yanyuwa organisation

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Engagement &amp; Information Needs – Funding and Grants</b>		<p>Yanyuwa have identified a need for:</p> <ul style="list-style-type: none"> <li>- Information and engagement with funding programs and grant agencies</li> </ul>	Not yet engaged in this discourse.	<p>Uncertainty from external partners and stakeholders on what the information needs of Yanyuwa are.</p> <p>Lack of Yanyuwa specification to external stakeholders of the roles and responsibilities that Yanyuwa expect external stakeholders to play.</p> <p>Lack of Yanyuwa capacity to engage with or search for the information they require to further their inquiry.</p> <p>Dependency on government and other stakeholders to fill information needs, builds in a dependency on relationships for critical capabilities.</p>	<p>AFANT are prepared to collaborate, or provide support, in research and grant writing.</p> <p>Government information and engagement officers are tasked with understanding the information needs and requirements of their target audiences.</p> <p>Yanyuwa have an appetite for entity creation to create a central team capacity to address their own information needs.</p>	Yanyuwa have established a Yanyuwa entity or agreed to a backbone organisation that is employing Yanyuwa and in the process of building Yanyuwa knowledge of capital regarding funding and grants available to Aboriginal corporations for the purposes of economic development and enterprise development.
<b>Engagement &amp; Information – Enterprise Development</b>		<p>Yanyuwa have identified a need for:</p> <ul style="list-style-type: none"> <li>- Wide engagement to raise awareness around business planning for economic development</li> <li>– exchange with Maningrida, few people visit Don's business</li> </ul>	There are currently Aboriginal peer case studies around enterprise development in the fishing sector.	<p>Yanyuwa are not utilising online capacity to build knowledge about other case studies.</p> <p>There is no central point for case studies and information online about the fishing sectors opportunities for Aboriginal economic development.</p>	<p>Develop a collaborative communications project with partners to create an online resource for information and contact points for individuals that is accessible by remote communities and is framed and delivered in a way that suits the intended audience.</p> <p>Through this approach, provide opportunities of exchange.</p> <p>Establish peer to peer networks.</p>	Yanyuwa are engaging with a wide range of resources and information about fishing sector development and taking action on the opportunities that are in alignment with their agenda.

1.e. (Continued) Enabling Yanyuwa Economic Development – Identified functions of Yanyuwa organisation

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<p><b>Information Needs – Economic Development</b></p>		<p>Yanyuwa identified the need for increased awareness and information on:</p> <ul style="list-style-type: none"> <li>- Economic development opportunities</li> <li>- Yanyuwa assets and interests that are currently under access agreement and their economic value</li> <li>- Yanyuwa assets and interests currently under environmental management and their economic value</li> <li>- Yanyuwa assets and interests currently not under management and their economic value</li> <li>- Economic development opportunities and the intersection with Yanyuwa assets and interests</li> <li>- The current economic development activities impact on yanyuwa assets and interests</li> <li>- Regulatory frameworks relevant to economic development</li> </ul>	<p>Not yet engaged in this discourse.</p>	<p>Limited funding to implement economic development feasibility research to support Yanyuwa consideration of the current potential of their land, sea and human estate.</p>	<p>IAS economic development discretionary grants and the NLC institutional capacity to act as a support organisation can be used to address this issue.</p> <p>NLC have an economic development unit in place.</p> <p>Devolved decision-making opportunities on IAS funding through Commonwealth initiatives provides Yanyuwa and regional Aboriginal communities opportunities to address economic development needs.</p> <p>Devolved decision-making opportunities with NT on service delivery, may provide a lever through which Yanyuwa can integrate approaches to economic development inquiry.</p>	<p>Yanyuwa have geo-specific information on economic development opportunities across their estate, and are better informed to implement decision making for multi-functional management of their estate for multiple benefits including economic development.</p>



1.e. (Continued) Enabling Yanyuwa Economic Development – Identified functions of Yanyuwa organisation

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Information needs – Employment &amp; Transition to Employment Opportunities</b>		<p>Yanyuwa identified the need for increased awareness and information on:</p> <ul style="list-style-type: none"> <li>- Pathways that Yanyuwa can engage in to secure local employment</li> <li>- Opportunities to utilise and build current capacity</li> <li>- Employment opportunities through managing and working on Country.</li> <li>- Yanyuwa transitioning from school to training to jobs to careers.</li> </ul>	<p>Not yet engaged in this discourse.</p>	<p>Limited economic development in the region outside of government administration, mining, cattle management, fishing tourism, tourism management and environmental management.</p> <p>Large proportion of Aboriginal residents in the region are not participating in the labour force.</p> <p>Large proportion of Aboriginal residents have not attained Year 12 Certificate or further education.</p>	<p>Pathways to employment can focus on building capacity for Yanyuwa to enter employment pathways into existing sectors.</p> <p>The existing CDP program provides an opportunity for increased investment and targeting of the program to build capacity and opportunity to transition to employment.</p> <p>CDP currently supports engagement in fisheries industry in other NT Aboriginal communities.</p> <p>There are currently Yanyuwa employment seekers.</p>	<p>Yanyuwa are engaged in the labour force and are exploiting opportunities for vocational training in existing industries including specifically commercial fishing, tourism, fishing tourism, tourism management and environmental management.</p>
<b>Information needs – Environmental</b>		<p>Yanyuwa identified the need for increased awareness and information on:</p> <ul style="list-style-type: none"> <li>- Water quality</li> <li>- Fisheries and mining impacts on environment</li> <li>- Working on Country</li> <li>- Fisheries Management &amp; Recreational Fisheries Management, including regulatory frameworks and number of licences managing fisheries resources.</li> <li>- Community-wide information sharing, training, employment and engagement in the monitoring and compliance of commercial and recreational fisheries including Yanyuwa People in fisheries inspector roles</li> </ul>	<p>AFANT are able to provide information and knowledge on fishing trends and other recreational fishing data.</p>	<p>Disconnect between mining engagement on the issue of water quality information and Yanyuwa.</p> <p>Disconnect between government environmental health standards information and Yanyuwa.</p> <p>Low levels of Aboriginal trust in information sources.</p> <p>Currently there is no a clear partnership approach towards water quality monitoring and mining impact monitoring.</p> <p>No single source of information on environmental issues for Yanyuwa.</p>	<p>Yanyuwa rangers can expand their fee-for-service into water monitoring and environmental impact monitoring.</p> <p>Yanyuwa rangers may be able expand into a one-stop information point for environmental management information.</p> <p>Stakeholders are able to provide information on environmental management and fisheries.</p>	<p>Yanyuwa develop increased trust in information sources and information relating to water quality and mining impacts in the region.</p> <p>Yanyuwa feel ownership and partnership in monitoring environmental impacts in the region.</p> <p>Yanyuwa are reporting to themselves on the issues of environmental management.</p> <p>Yanyuwa develop increased awareness of environmental management issues and are accessing easily desired information on environmental issues in their region.</p>

1.e. (Continued) Enabling Yanyuwa Economic Development – Identified functions of Yanyuwa organisation

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Engagement and Information Needs – ACL</b>		<ul style="list-style-type: none"> <li>- Yanyuwa identified the need for:</li> <li>- Engagement and information on ACLs</li> <li>- Better information and understanding of the regulatory frameworks for the use of commercial licences, including ACLs.</li> <li>- Commercial interests in ACLs and opportunities for commercial licences for barramundi and mud crab fisheries.</li> <li>- Interests to investigate and understand opportunities for aquaculture on Country (trepan, oyster, prawn, mud crab), as well as commercial interests in mud crab wild harvest.</li> </ul>	<p>NT Fisheries has engagement and information officers whose responsibility it is to inform and engage Yanyuwa about Aboriginal Coastal Licences.</p> <p>NT Seafood Council has information sheets about NT Fisheries and publish annual reports on the fisheries industry online.</p> <p>Aboriginal Land and Sea Corporation have shifted their focus to include economic opportunities on the Indigenous sea estate.</p> <p>Charles Darwin University have case studies of opportunities for intertidal and coastal fisheries case studies.</p>	<p>Little use of online information available creates a need for engaging people personally and sharing information person to person.</p>	<p>One-stop portal of for economic development and sector specific opportunities for Yanyuwa economic development.</p> <p>Opportunity for Borrooloola based portal for economic development.</p>	<p>Yanyuwa are aware of the opportunities to engage with information of relevance to them and have ease of access through a one-stop place in Borrooloola and the Internet to engagement and information needs.</p> <p>Stakeholders are able to coordinate with a local one-stop place and coordinator to support outreach and engagement of fly-in fly-out Darwin base stakeholders.</p> <p>Co-management Committees are better able to coordinate information and engagement over time and support co-design activities at the appropriate scale as required.</p>
<b>Economic Benefits Exploratory Inquiry</b>		<p>Yanyuwa identified the need to explore the ways they can economically benefit, as:</p> <ul style="list-style-type: none"> <li>- Traditional Owners of their land and sea estate; and</li> <li>- Entrepreneurs.</li> </ul>	<p>Indigenous entrepreneur case studies are growing, such as Bawinanga and Kakadu Plum.</p>	<p>Limited resources for economic development engagement and peer to peer sharing of experiential learning and approaches.</p>	<p>Funding sources for economic development available.</p> <p>Information sources and capacity development engagement available.</p>	<p>Greater Yanyuwa understanding of Aboriginal economic development projects and capacity needs.</p>

1.e. (Continued) Enabling Yanyuwa Economic Development – Identified functions of Yanyuwa organisation

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Commercial access and use opportunity for economic development</b>		<p>Yanyuwa identified the need to understand specifically the opportunities for economic development they can derive from:</p> <ul style="list-style-type: none"> <li>- Land and sea estate commercial access and use</li> </ul> <p>There are some parts of Country that Yanyuwa do not want used for enterprise development opportunities</p>	<p>Ability to learn from National Parks on permit systems and management as well as engaging with commercial tourism operators to facilitate tours on country.</p> <p>Permits systems are currently used to manage commercial tourism by Parks Australia.</p>	<p>Yanyuwa do not have complete control over existing administration and management of commercial access and use of Aboriginal-owned land.</p> <p>The previous Minister for Indigenous Affairs, stated an intention to not resolve land claims until the issue of access has been answered.</p> <p>Resources to address the issue are currently unavailable.</p>	<p>Rangers directly managing fees for access to Aboriginal-owned land.</p> <p>Federal Aboriginal Land Commissioner John Mansfield accepted NLC assurances that a permit and licence system could manage access.</p> <p>Impetus from Minister to resolve issues of access.</p>	<p>Yanyuwa have a clear statement of priority for economic development and agenda for access and use management.</p> <p>NLC and Yanyuwa have identified the cost-benefits of access and use management and identified technological and operational needs and desired transition timeline.</p>
<b>Developing assets and infrastructure</b>		<p>Yanyuwa identified assets and infrastructure development needs</p> <ul style="list-style-type: none"> <li>- Development of infrastructure and assets to better support and manage access and use of Country (such as boats, jetties, outstation infrastructure and other support for travel to the islands).</li> </ul>	<p>AFANT has funds available through grant processes for small development such as boat ramps, that support recreational fishing.</p> <p>IBA provide Indigenous organisations and individuals with access to investment sources.</p>	<p>Without a Yanyuwa development entity or backbone organisation tasked with supporting Yanyuwa economic development, implementing asset auditing and scoping of infrastructure development opportunities is difficult to implement.</p>	<p>Yanyuwa have an appetite for entity creation.</p> <p>NLC have an economic development support function in their organisation structure.</p> <p>Commonwealth and NT Government have committed to Aboriginal led decision making and economic development and have funding grants available.</p>	<p>Yanyuwa have accessed infrastructure and development funds to build new assets and infrastructure.</p> <p>Yanyuwa have built and are benefitting from the development of infrastructure use on their estate.</p>
<b>Capacity Development - Enterprise Development</b>		<p>Yanyuwa have identified the capacity development need for:</p> <ul style="list-style-type: none"> <li>- Business planning for economic development</li> </ul>	<p>Capacity development training is available intermittently from a range of organisations.</p> <p>A successful Aboriginal corporation in Borroloola establishes local knowledge capital on effective enterprise development. High school attainment levels are mostly below Year 12.</p>	<p>There is currently no Yanyuwa organisation based in Borroloola that is building enterprise development skills in employees working on local projects. Aboriginal corporations in Borroloola that have struggled with solvency and management may decrease confidence in capacity.</p>	<p>Capacity development training is available intermittently from a range of organisations.</p> <p>A successful Aboriginal corporation in Borroloola establishes local knowledge capital on effective enterprise development.</p>	<p>There is an increase in Yanyuwa Aboriginal corporations operating effectively. Inactive Aboriginal corporations that are recovering from previous challenges have re-formed and are under management that has strategies to specifically address previous challenges. Yanyuwa organisations are developing into maturity.</p>

1.e. (Continued) Enabling Yanyuwa Economic Development – Identified functions of Yanyuwa organisation

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Co-designing research</b>		<p>Yanyuwa assert their right to:</p> <ul style="list-style-type: none"> <li>- Informed participation in research</li> <li>- Participate in the design of research projects</li> <li>- Ensure that research projects address their action needs</li> </ul>	<p>Industry unsure of what TOs want (what were their identified interests, what do TOs want us to present at the summit?)</p>	<p>PSG engagement - response to lack of engagement with interviews, lack of Indigenous representation at steering committee.</p> <p>Complexities in engagement of multiple Yanyuwa governance frameworks.</p> <p>Industry co-researchers and potential partners operate in a very different environment to the Indigenous co-researchers. In the interests of implementing appropriate collaborative inquiry, this inquiry with industry co-researchers may necessarily be an inquiry into the industry co-researchers understandings of the ethics of Indigenous research projects and issues pertaining to equitable partnerships for capacity development with Indigenous people.</p>	<p>There is a burgeoning field of collaborative research and problem solving that provides various approaches to co-designing for research, policy and programs. There is defined role for backbone organisations in a collaborative space.</p>	<p>There is a backbone organisation through which collaborative projects can be co-designed through established protocols and appropriate scale.</p>
<b>Remote peoples connectivity</b> <b>(Challenging logistics)</b>		<p>Yanyuwa identify that living and working in remote areas requires greater connectivity to:</p> <ul style="list-style-type: none"> <li>- People who can engage, increase awareness and provide accurate information</li> <li>- Greater connectivity to other Indigenous peoples experiential knowledge sharing</li> <li>- Borroloola, Islands and Outstations</li> </ul>	<p>Not yet engaged in this discourse.</p>			

## 1.f. Enabling Yanyuwa Economic Development – Yanyuwa establish baselines

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
Uncertainty		Yanyuwa expressly state: - There is ongoing stress and uncertainty regarding the McArthur River Mine impact on water quality and fish on economic development.	Not yet engaged in this discourse.			
Environmental Monitoring - Water		Yanyuwa identified the need for: - Ongoing Yanyuwa & Independent water monitoring and quality testing every year after the wet	Not yet engaged in this discourse.	Yanyuwa have identified the issue of: - No responsibility taken by NTG or other stakeholders regarding water quality	Communication system to ensure landowners are informed and able to monitor resource user activity on their estates.	Water Quality Step 1: NTG to coordinate a program with rangers for fishing to test heavy metal loads Action: Communicate the outcomes of fish testing to Yanyuwa and other stakeholders
Environmental Monitoring – Fisheries		- Yanyuwa Fisheries Monitoring - Fishing to test heavy metals loads in local fish	Not yet engaged in this discourse.			
Access & Use monitoring – tourism		- Rangers for homelands - Managing access to estates to better manage the impacts of visitors (such as commercial and recreational fishers, and other tourists) on the cultural and natural values and resources.	Not yet engaged in this discourse.			
Mapping		- Mapping culturally important and sacred sites to define boundaries for managing access and impacts.	Not yet engaged in this discourse.		Capacity building for joint management between rangers and government land managers	

## 2. Developing equitable and collaborative co-management body

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Collaboration and legitimate area of interest</b>		<p>Yanyuwa identify the decision-making forum for economic development as an exclusive forum for Yanyuwa.</p> <p>Yanyuwa identify the need for the WMC to:</p> <ul style="list-style-type: none"> <li>- Establish a clear statement of purpose and function</li> <li>- Identify the legitimate area of interest which the WMC addresses</li> <li>- Identify Members of the WMC and their roles and responsibilities</li> <li>- Make the WMC transparent</li> </ul>	<p>Industry and government believe that the Wurrahiliba Managmanage Committee formal meetings are effective for:</p> <ul style="list-style-type: none"> <li>- Industry engagement with Yanyuwa People</li> <li>- Face-to-face communications</li> <li>- Information Sharing</li> <li>- Updates</li> <li>- Engagement with Sea Rangers</li> </ul> <p>Industry and government believe good partnerships are based on transparency and all partners being up from with what they can support, deliver and commit.</p> <p>Industry &amp; government believe that the WMC is currently the most used platform for engagement between Yanyuwa and industry stakeholders.</p> <p>Industry &amp; government think WMC has potential to strengthen discussions and understanding fishing industries and business opportunities.</p>	<p>Lack of certainty around collaboration and domains of legitimate interest.</p> <p>Lack of defined roles and responsibilities of stakeholders in a co-management committee.</p> <p>The [WMC] agreement is not a strong framework as it was not designed to support TO-led decision-making and does not yet position TOs to managers of their own Country.</p>	<p>Opportunity from the experience of the research to better define the approach to collaboration and co-design, backbone organisations and co-management committee members roles and responsibilities and legitimate domains.</p> <p>There is an opportunity to develop the WMC into a framework that TOs are interested in pursuing over the 20-year period of the agreement.</p>	<p>Members of the WMC experience participation in it as a trust affirming exercise with respect between members established on clear statements of purpose and roles and responsibilities.</p> <p>WMC works effectively with the Aboriginal backbone organisation that supports neutral convention of collaborative spaces and ensures legitimacy of domain is respected.</p> <p>WMC is collaboratively facilitating relationships between primary stakeholders on projects in line with a Yanyuwa economic development agenda.</p> <p>WMC is collaboratively maintaining certainty and effectiveness of a resource co-management committee.</p>
<b>Transparency</b>			<p>Not yet engaged in this discourse.</p>		<p>WMC membership, purpose, role and responsibilities and legitimacy of co-management in specific domains can be created and communicated to all stakeholders for clarity around purpose, role and domain.</p>	

## 2. (Continued) Developing equitable and collaborative co-management body

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Inclusive Domains</b>		<p>Yanyuwa assert their right to:</p> <ul style="list-style-type: none"> <li>- Participate in an inclusive domain as appropriate to them</li> <li>- A culturally safe space</li> <li>- A space without duress</li> <li>- Protocols of engagement in the space</li> </ul>	<p>Industry association and government understand that:</p> <ul style="list-style-type: none"> <li>- WMC is the forum responsible for fisheries economic development discussions</li> </ul>	<p>Limited investment in establishment of inclusive domains of co-design and collaboration.</p>	<p>Increasing awareness of the processes and protocols of co-design and collaboration.</p> <p>Increasing awareness for devolved decision making around issues of Aboriginal economic development, empowerment and land.</p>	<p>The inclusive domains of collaboration are defined and managed by an Aboriginal backbone organisation that has established processes, protocols and good relations with stakeholders.</p>

## 3. Frameworks for co-management and collaborating for economic development

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Explicit rights recognition</b>	See previous Enabling Yanyuwa Economic Development – Building knowledge of rights and interests					
<b>Explicit recognition of institutional power parity</b>	See previous Enabling Yanyuwa Economic Development – Establishing or confirming a Yanyuwa organisation to drive Yanyuwa economic development					
<b>Ecologically Sustainable Development</b>		<p>Yanyuwa identified that ecologically sustainable development:</p> <ul style="list-style-type: none"> <li>- Must support healthy Country and the sustainable management of marine resources</li> </ul>	<p>Collaborative work is a shared interest for the survival of fishing industries</p>		<p>Existing ranger services already implement land and sea estate conservation management activities and monitoring.</p> <p>Existing sector parties seek to create shared values and relationships.</p> <p>Existing parties recognise the role of Aboriginal land and sea managers.</p>	<p>Confidence in the multi-functional sustainability of the Yanyuwa estate through;</p> <ul style="list-style-type: none"> <li>- Yanyuwa leadership in economic development agenda setting</li> <li>- Confidence in decision-making and domain trade-offs of decisions</li> <li>- Confidence in the monitoring of Yanyuwa estate and resources</li> <li>- Confidence in the capacity to adapt management of estate to ensure resource sustainability.</li> </ul>

### 3. (Continued) Frameworks for co-management and collaborating for economic development

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<p><b>Scale of economic development</b></p>		<p>Yanyuwa have interests and expectations for:</p> <ul style="list-style-type: none"> <li>- Enterprise and employment development across different scales from individual, to family, to clan group to whole of Yanyuwa.</li> </ul>	<p>Aboriginal Coastal Licences are able to be scaled at the individual or the small Aboriginal enterprise.</p>	<p>Currently, there is little investment capacity to implement Aboriginal enterprise at any scale.</p> <p>Economic development at any scale requires a degree of Yanyuwa governance to address issues of tacit permission, compensation or agreement.</p> <p>The resistance from Yanyuwa to apply for ACL is driven by fear of being entrenched into a two-track regional economy, where others are mainstream commercial fishers and Yanyuwa are less than mainstream commercial fishers.</p>	<p>Economic development of small scale, such as the Aboriginal Coastal Licences are a low-impact activity that provides an opportunity to build capacity whilst the issues of permission, compensation or agreement get sorted out.</p> <p>As it is scalable, it will allow individuals and families to be involved.</p>	<p>Yanyuwa will be in a range of productive arrangements, from individual employment, to family enterprise to project of significance within the estate.</p>



#### 4. Differentiating co-management from appropriate partnerships for economic development projects

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<p><b>Capacity for Engagement &amp; Trust Building</b></p>		<p>Yanyuwa have identified the need to establish a Yanyuwa decision-making authority to enable equitable engagement.</p>	<p>Industry associations and government want to effectively engage, but have the following challenges:</p> <ul style="list-style-type: none"> <li>- Limited resources available to effectively engage Traditional Owners</li> <li>- Limited resources available to build relationships</li> <li>- Starting and building relationships with a whole group of people is hard.</li> </ul> <p>Industry associations and government believe:</p> <ul style="list-style-type: none"> <li>- Stronger relationships with Yanyuwa will help them understand how to support what Yanyuwa want</li> <li>- Conversations would provide the research project with the necessary information and momentum to move forward with appropriate organisations into brokering partnerships and scoping future projects in the area.</li> <li>- A point of contact in the community would make sure that stakeholders are engaging with the right people.</li> <li>- Lack of engagement with tourists and recreational fishers by TOs is prohibiting opportunities in fishing and tourism sector.</li> <li>- Believe there is a lack of engagement between King Ash Bay visitors and Yanyuwa TOs.</li> </ul>	<p>Limited funds for remote engagement by stakeholders.</p> <p>Currently no Yanyuwa entity to carry organisational and coordination duties for economic development planning.</p> <p>NLC currently carrying the burden of coordination of Yanyuwa meetings, however resources are stretched across whole of NLC area.</p>	<p>The research project brought Yanyuwa together with individuals representing industry and government, providing the space for both direct relationship building and strengthening networks to broader agencies.</p>	<p>Yanyuwa has established institutional social capital, including:</p> <ul style="list-style-type: none"> <li>- Yanyuwa have confirmed social licence and legitimacy of Yanyuwa decision making bodies and organisations</li> <li>- Yanyuwa are aware and informed of the structures of decision making at different scales</li> <li>- Industry associations and government are aware and recognise the licence and purpose of Yanyuwa institutional structures for decision making</li> </ul> <p>Industry associations and government:</p> <ul style="list-style-type: none"> <li>- Engage Yanyuwa in exclusive domains of inquiry and Yanyuwa development agenda planning</li> <li>- Engage stakeholders in inclusive domains of inquiry</li> <li>- Establish trust with Yanyuwa and stakeholders</li> <li>- Establish legitimacy and social licence to convene exclusive Yanyuwa domains for planning</li> <li>- Establish legitimacy and social licence to implement Yanyuwa Strategy for Development and legitimate partnership</li> </ul>

4. (Continued) Differentiating co-management from appropriate partnerships for economic development projects

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Expectations of Collaboration &amp; Partnership</b>		<p>Yanyuwa expect to be able to directly engage with other Stakeholders</p> <p>Yanyuwa expect to be able to directly communicate their current position regarding future fisheries services collaborative programs and confirm as they determine</p> <p>Yanyuwa expect to be able to determine the specific partners for collaboration on specific projects</p>	<p>Industry &amp; Government expect Yanyuwa to report on experiential learning activities.</p> <p>Yanyuwa research community members will have reported on experiential learning activities facilitated by the research team</p>			
<b>Partnership Negotiating</b>		Not yet engaged in this discourse.	<p>Industry associations and government believe:</p> <ul style="list-style-type: none"> <li>- Borroloola has local capacities to broker knowledge and partnerships</li> </ul>			

<p><b>Conflict &amp; Collaboration</b></p>		<p>Yanyuwa assert their right to:</p> <ul style="list-style-type: none"> <li>- Transparency and accountability from organisations that represent the rights and interests of Yanyuwa People</li> </ul>	<p>NT Local Decision Making recognises that Aboriginal people should be partners in the decision making that effect their communities.</p> <p>Commonwealth initiatives in devolved decision making recognises that Aboriginal people should be partners in the decision making that effect their communities.</p>	<p>There is currently no standardised social licence process for public-private partner organisations working with Aboriginal peoples.</p>	<p>The NLC is the representative body for Aboriginal native title and is transparent and accountable.</p> <p>NGOs in service delivery have existing good faith agreements that can evolve into formalised social licence agreements.</p> <p>Where such social licences intersect with native title, the NLC can support.</p> <p>Local Decision Making approaches may propel organisations to seek a formal social licence to operate if working with Yanyuwa.</p>	<p>There is an established standardised procedure for a social licence to operate and monitoring of such licences, with a defined backbone organisation identified as the assurance organisation.</p>
--	--	--	---	--	---	---

## 5.a. Opportunities to collaborate for economic development – CDP and Jobs

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Economic engagement equity</b>		<p>Yanyuwa want to ensure:</p> <ul style="list-style-type: none"> <li>- Young people are engaged and benefit from project outcomes</li> <li>- Opportunities for young Yanyuwa People to engage in businesses and employment across their estates is a significant priority for economic development</li> </ul>	<p>CDP reform can align with Yanyuwa agenda around transitioning young people into employment and training opportunities.</p> <p>CDP can align with local Aboriginal Coastal Licence business.</p>	<p>Opportunities for employment are currently limited in the region due to remoteness and limited sector opportunities and the opportunities that have been generated by Aboriginal corporations are mostly full subscribed.</p>	<p>Awareness in government that employment and economic engagement equity requires programs and policies that not only addresses engaging Aboriginal people in employment, but also building Aboriginal people as entrepreneurs and institutional managers to pursue potential economic opportunities.</p> <p>Indigenous residents of Borroloola have exposure to Indigenous corporations implementing programs.</p> <p>The commitment from Prime Minister &amp; Cabinet around Indigenous Procurement and potential focus on regional investing and devolved decision making may potentially open up opportunities in service delivery, economic development and capacity development in training and entrepreneurship.</p>	<p>Increased Yanyuwa young people are engaged in economic development and employment.</p>
<b>Jobs</b>		<p>Yanyuwa identified the needs for:</p> <ul style="list-style-type: none"> <li>- Employment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>- Recognition of a need for economic development activities for remote Indigenous job seekers.</li> <li>- Focus on fishing industry.</li> <li>- Closing the Gap focus on employment.</li> <li>- CDP participants are currently contributing to local asset management rather than local enterprise.</li> </ul>	<p>Limited investment in economic development projects locally, with resulting limited job opportunities.</p> <p>Presenting job seekers with a create your own local industry and work opportunities call to action is resulting in limited take-up due to perceive barriers to entry and perceived risk.</p>	<p>Currently support for Indigenous economic development and enterprise development.</p> <p>First round of CDP reviews have been implemented, with opportunity for further review and reform.</p>	<p>Increase in Yanyuwa employment in jobs contributing to the economy of the area.</p> <p>Increase in Yanyuwa driven job opportunities through Yanyuwa economic development on country including through fisheries services industry.</p>

## 5.b. Opportunities to collaborate for economic development – Fisheries skills and management

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Capacity Development - Operational Skills Fisheries</b>		<p>Training, work experience and experiential learning for Yanyuwa People to build capacity for business and employment opportunities across Sea Country.</p> <p>Yanyuwa identified the training needs for:</p> <ul style="list-style-type: none"> <li>- Drivers licence</li> <li>- Boat licence</li> <li>- Commercial Fishing Licences</li> <li>- Coastal &amp; Open Ocean Skipper</li> <li>- Marine Engineering</li> <li>- Fish Processing &amp; Handling</li> <li>- Aboriginal Coastal Licences</li> <li>- Incorporating Aboriginal Corporations</li> <li>- Corporation Administration &amp; Financial Management</li> <li>- Aboriginal Corporation Governance</li> </ul>	<p>Aboriginal Coastal Licences are a way in which DPI Fisheries intends to engage Aboriginal people in capacity development.</p>	<p>The engagement of Aboriginal people in fisheries is currently not implementing a community development approach and Yanyuwa do not currently have a community/economic development organisation that is able to support Individuals start-up.</p> <p>There are currently limited pathways to mainstream skills development outside of the ACL.</p>	<p>The ACL is an opportunity to address industry knowledge, experience and skills development.</p> <p>A Yanyuwa organisation that is able to offer people CDP activities or jobs to build experience can support engagement in activities.</p> <p>A Yanyuwa organisation – backbone organisation that is able to apply for funding and work directly with partners would be able to provide the organisational lead on projects and collaborate with local entrepreneurs.</p>	<p>A viable local fishery is established that is supplying a local market.</p> <p>Yanyuwa are developing skills that are relevant to their agenda for economic development and learning about industries through participating in them.</p> <p>Yanyuwa are progressing from local-market skills requirements to commercial mainstream requirements in line with their own economic development agenda.</p>
<b>Fisheries Management</b>		<p>Yanyuwa identified the aspiration for:</p> <ul style="list-style-type: none"> <li>- Engagement in fisheries management</li> <li>- Compliance Monitoring for Commercial &amp; Recreational Fisheries</li> <li>- Yanyuwa monitoring and management of marine ecosystems, such as mangroves</li> </ul>			<p>Communication system to ensure landowners are informed and able to monitor resource user activity on their estates.</p>	<p>Yanyuwa are active in fisheries management, compliance monitoring of commercial and recreational fisheries, and are monitoring marine ecosystems such as mangroves.</p>

## 5.c. Opportunities to collaborate for economic development – Tourism, recreational fishers and cultural management

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Tourism &amp; Recreational Fishers Management</b>		<p>Yanyuwa assert their right to:</p> <ul style="list-style-type: none"> <li>- manage access to Yanyuwa estate including tourist access</li> <li>- manage tourism activity across Sea Country estate</li> </ul> <p>Management of visitor access</p> <ul style="list-style-type: none"> <li>- Development of visitor education and awareness using cultural protocols and codes of conduct.</li> <li>- Manage tourist numbers</li> </ul> <p>Yanyuwa have stated a need to:</p> <ul style="list-style-type: none"> <li>- Increase rangers and scope to address the above</li> </ul> <p>Yanyuwa assert their right to manage:</p> <ul style="list-style-type: none"> <li>- resource use and access arrangements</li> </ul> <p>Yanyuwa expressed their aspiration to:</p> <ul style="list-style-type: none"> <li>- implement a locally managed permit system</li> </ul>	<p>Negative perceptions on recreational fishing in the area are seen as a barrier to building opportunities and relationships for economic development.</p> <p>Monitoring recreational fishing effort has the potential to give people peace of mind on what is essentially a limited resource, and collaborations between fishers and rangers could provide a common ground. AFANT runs a fish-tagging program that could be integrated into local fishing competitions to begin to collect data on fishing impacts. This could be a relatively low cost program to begin monitoring local recreational fishing, but is also dependent on funding availability and whether it is a priority for both Yanyuwa and the recreational fishing industry.</p>		<p>Communication system to ensure landowners are informed and able to monitor resource user activity on their estates.</p>	<p>Yanyuwa are active in tourism and recreational fisher management on their estate.</p>
<b>Capacity Development – Commercial Fisheries, Tourism and Recreational Fishers Management</b>		<p>Yanyuwa identified capacity development needs including:</p> <ul style="list-style-type: none"> <li>- Training of rangers as fisheries inspectors to monitor fish stocks and activities</li> <li>- Training for recreational fisheries management</li> <li>- Training for tourism access management</li> </ul>	<p>NTG DPI stated:</p> <ul style="list-style-type: none"> <li>- The Aboriginal Coastal Fishers Licence has been created to build Indigenous capacity in fisheries before people have full commercial licence</li> </ul>	<p>Industry and Yanyuwa are still building trust and knowledge sharing.</p> <p>Negative perceptions on recreational fishing in the area are seen as a barrier to building opportunities and relationships for economic development.</p>	<p>Primary stakeholders in commercial fisheries such as commercial fisherman have practical experience and operational skills that are absolutely required to find transmission points of valuable knowledge capital.</p>	<p>There is a project where Yanyuwa aspiring commercial fishers are working for and directly with established commercial fishermen and building capacity in commercial fishing.</p> <p>This project is linked with capacity development in accredited training and licencing requirements.</p>

5.c. (continued) Opportunities to collaborate for economic development – Tourism, recreational fishers and cultural management

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Tourism Enterprise</b>		<p>Yanyuwa identified an aspiration to:</p> <ul style="list-style-type: none"> <li>- Develop small scale tourism businesses on Aboriginal lands (eco-tourism, campsites)</li> <li>- Island camping and fishing</li> </ul> <p>Small-scale tourism businesses for particular parts of Yanyuwa estate (such as camping or tours across the islands) is of interest for Yanyuwa People who hold rights, interests, custodianship and responsibility for particular parts of Yanyuwa estate.</p>	Government and industry outline opportunities for tourism enterprise.	Current Yanyuwa enterprise opportunities exist outside of the research project due to commercial confidentiality or other reasons. Resulting, the research does not include data on these enterprises.	<p>Re-opening of Maabayny Turtle Camp, a small-scale Yanyuwa eco-tourism business.</p> <p>Previous eco-tourism enterprises that have engaged Yanyuwa People on the islands have identified challenges that can support better-informed business planning for future opportunities.</p> <p>Maabayny turtle camp is a small-scale eco-cultural tourism enterprise that is currently not operating but has provided investment in infrastructure, business management and planning.</p>	<p>There are a few small-scale tourism operations run by Aboriginal families on their lands that address camping accommodation and local tours.</p> <p>There is a Yanyuwa tourism management strategy and information centre that provides an information and booking point for Yanyuwa businesses at any scale.</p> <p>There is a growing cultural heritage literacy and interest in the Australian public for remote places.</p>
<b>FTO Enterprise</b>		<p>Yanyuwa identified an aspiration to:</p> <ul style="list-style-type: none"> <li>- Develop FTO operators</li> </ul>	Government and industry outline opportunities for Fishing Tour Operators as well as licencing requirements.	Yanyuwa experience and capacity in any type of tourism enterprise is minimal. Little capacity in commercial fishing tour operation. Little capacity in licencing management. Little capacity in business management.	Yanyuwa have identified that there is a requirement to build Yanyuwa experience and understanding of these industries experientially, so they are equipped to make informed decisions and/or progress their aspirations.	Still evolving.

<p><b>Commercial Tourism Operators</b></p>			<p>Commercial tourism operators are currently targeted by Parks Australia to implement commercial tourism in national parks through a permit system.</p>	<p>Little awareness of commercial tourism operators and their services due to lack of exposure and/or experience as tourists.</p> <p>Tourism accreditation programs are currently not</p>	<p>Opportunity to develop Yanyuwa commercial tourism operators.</p> <p>NT is currently providing information on tourism operators accreditation via their website and accreditation</p>	<p>Yanyuwa People are employed as commercial tourism operators on their own estate seasonally.</p>
--	--	--	--	---	---	--



Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
				visible from within Borooloola as a potential pathway to employment.	programs such as TAAL are currently available.	

5.c. (continued) Opportunities to collaborate for economic development – Tourism, recreational fishers and cultural management

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Cultural Management</b>		<p>Yanyuwa identified the aspiration for:</p> <ul style="list-style-type: none"> <li>- Monitoring and management of culturally important areas and resources.</li> <li>- Managing access to estates to better manage the impacts of visitors (such as commercial and recreational fishers, and other tourists) on the cultural and natural values and resources.</li> <li>- Recognition of cultural protocols in management</li> </ul>	<p>Yanyuwa must scope aspirations and potential interest in projects.</p> <p>Yanyuwa representatives will have also identified potential fishing industries, and associated sectors and stakeholders, to commence consideration of potential for collaboration in developing fisheries services economic development in Yanyuwa land and sea estate.</p>		<p>Communication system to ensure landowners are informed and able to monitor resource user activity on their estates.</p>	<p>Yanyuwa are active in cultural heritage management and have systems in place for tourism management.</p> <p>Yanyuwa will have cultural protocols for the access and permit management system.</p> <p>There will be clear understanding amongst stakeholders regarding the cultural protocols of Yanyuwa.</p>

## 5.d. Opportunities to collaborate for economic development – Aboriginal Coastal Fishers and Aboriginal Fish Traders

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<b>Aboriginal Coastal Licence</b>		<p>Yanyuwa identified aspirations to:</p> <ul style="list-style-type: none"> <li>- Further investigate ACL operations implemented by other Aboriginal landowners</li> <li>- Better understand licence regulations</li> <li>- Develop businesses to support the sale of catch</li> <li>- Better understand engagement in commercial fishing services such as food handling and packaging</li> <li>- Better access to services that support business planning and development.</li> </ul>	<p>NTG would like aspiring Indigenous fishers to build capacity through the Aboriginal Coastal Fisher Experience.</p> <p>Before NTG gives support for any Aboriginal commercial fisher development, if you aren't in a position to run licence. NTG work with Dept Training to run courses that support development of ACLs as first step.</p> <p>TOs aren't ready to hold a commercial fishing licence yet so NTG provides mentoring support through mentor program, changes in legislation help to meet needs of TOs, ACL is a way to support TOs to build up skills to get commercial licence.</p>	<p>Perceived inequity of a program that does not address support for Aboriginal aspirations for mainstream commercial fishing.</p>	<p>NT fisheries is committed to supporting coastal fisheries and increasing Aboriginal participation in the industry – promoting collaboration between industry and communities</p> <p>NTSC want to have conversations to support Indigenous licence holders</p> <p>Assets from business, ie net etc can be transferred to business/collective/corporate body</p> <p>NTG pays for first net</p> <p>Need to engage women</p>	<p>There is a Aboriginal Coastal fishing in Yanyuwa area, supported by a small community development ACL licence holder in alignment with CDP as a host agreement working with job seekers.</p>
<b>Fish Trader</b>			<p>A fish trader processor licence – about 1k per year. Allows you buy the fish from the fisher and can then sell it on. (Potential interest)</p>	<p>No local organisational entity to provide experiential learning to Yanyuwa in on the job training.</p>	<p>Funding is available for Indigenous economic development if aligned to Indigenous empowerment and approaches to decision making.</p>	<p>A Yanyuwa community development organisation is selling fish and mud crabs from the ACL and mud crab fishing units to local hospitality operators and tourists.</p>

## 5.e. Opportunities to collaborate for economic development – Barramundi

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
<p><b>Fisheries – Commercial</b></p>		<p>Some Yanyuwa families have a history of holding and fishing commercial barramundi. They would prefer to discuss the possibilities and opportunities to become commercial fishers and own a licence again.</p> <p>Telling Yanyuwa to start as Aboriginal Fishers risks alienating people they are trying to engage because an Indigenous licence is not seen as the same as a commercial licence.</p>	<p>Commercial Fisher suggested that a potential way for aspiring Aboriginal fishers to build capacity without buying a licence is to lease a commercial licence. Value of investing in a licence, negotiating the sale of a licence, easy start is to first lease a licence, all licences in the NT are already set, so have option to buy/lease an existing licence (using an annual lease is quite common), if you purchase a licence you can be a lease, commercial licences can be used anywhere in that fishery but only under licence regulations (gear, restrictions).</p> <p>Challenge for full commercial licences is raising money.</p> <p>Don't need a licence to run a boat but need tickets, surveys, checks; Information/advice for Yanyuwa about markets</p>			<p>Yanyuwa people are commercial fishers and re-purchase Barramundi fishing licence.</p>

## 5.f. Opportunities to collaborate for economic development – Mud Crab Fishery

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
Fisheries – Mud Crabs		<p>Yanyuwa identified an aspiration to:</p> <ul style="list-style-type: none"> <li>- investigate mud crab economic development opportunities</li> <li>- Information is needed on how to be a mud crab fisher</li> </ul>	<p>In the Borroloola region, there is now a mud crab bait net closure area as a result of previous unsustainable bait net use. The current bait net closure area would also prohibit potential bait net use under ACLs, but there are other methods that can be used under the ACL.</p>			<p>Yanyuwa are fishing for mud crabs and experiencing the industry through engaging in crabbing activities through CDP.</p> <p>Some people that have implemented crabbing through CDP are taking up mud crabbing licences.</p> <p>Mud crabs are being sold to tourists and Borroloola hospitality businesses.</p>

## 5.g. Opportunities to collaborate for economic development – Aquaculture

Opportunities to collaborate for economic development – Aquaculture						
Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
Fisheries – Aquaculture		<p>Yanyuwa identified an aspiration to:</p> <ul style="list-style-type: none"> <li>- investigate aquaculture opportunities for trepang, oyster, prawns and mud crabs</li> </ul>	<p>Aquaculture – on land need S19, on water don't need S19</p>	<p>Industry and scientific feasibility studies need certainty of investment ready land tenure and alignment with economic development agenda.</p> <p>Resource constraints around economic development planning for Indigenous peoples.</p>		

## 5.h. Opportunities to collaborate for economic development – Trepang

Opportunities to collaborate for economic development – Trepang						
Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
Trepang			Emerging case studies.			Interest in case studies. No specific aspiration at this stage for trepang fishery development.

## 5.h. Opportunities to collaborate for economic development – Research

Sub-theme	Identified themes from previous related research	Yanyuwa Emerging Narrative	Industry & Government Emerging Narrative	Impediments	Opportunities	Desired Outcome
Research Institutions		Yanyuwa assert their right to:  - Free, prior and informed consent	Research institutions are focused on:  - Developing Indigenous futures programs (CSIRO/CDU) that is looking at Indigenous-led research to meet national challenges.			Yanyuwa are aware of research into Indigenous economic futures and building consensus around development agenda as a first step towards relationship preparation.



## Appendix 9: Community Report

# YANYUWA: OUR PEOPLE, OUR PLACE, OUR VOICE IN OUR FISHERIES

**Business opportunities and impediments for Aboriginal community development in supportive fishing industries in the Roper River to Robinson River area of the**

**Northern Territory FRDC Project No 2016-201  
COMMUNITY REPORT 2020**

**Sinclair, M., Dulfer-Hyams, M. & Nona, H.**

**Northern Land Council**



**Community Report: Business opportunities and impediments for Aboriginal community development in supportive fishing industries in the Roper River to Robinson River Area of the Northern Territory FRDC 2016-201, 2020**

**Ownership of Intellectual property rights**

Unless otherwise noted, copyright (and any other intellectual property rights, if any) in this publication is owned by the Fisheries Research and Development Corporation and Northern Land Council, The GEORG Group and Melanie Dulfer-Hyams. Traditional Owners must be consulted prior to the use or reproduction of any intellectual property contained in this report.

This publication (and any information sourced from it) should be attributed to **Sinclair, M., Dulfer-Hyams, M. & Nona, H. The Northern Land Council, 2020, *Business opportunities and impediments for Aboriginal community development in supportive fishing industries in the Roper River to Robinson River area of the Northern Territory, Community Report for FRDC Project 2016-201, Darwin, February. CC BY 3.0***

**Creative Commons licence**

All material in this publication is licensed under a Creative Commons Attribution 3.0 Australia Licence, save for content supplied by third parties, logos and the Commonwealth Coat of Arms.



Creative Commons Attribution 3.0 Australia Licence is a standard form licence agreement that allows you to copy, distribute, transmit and adapt this publication provided you attribute the work. A summary of the licence terms is available from [creativecommons.org/licenses/by/3.0/au/deed.en](https://creativecommons.org/licenses/by/3.0/au/deed.en). The full licence terms are available from [creativecommons.org/licenses/by/3.0/au/legalcode](https://creativecommons.org/licenses/by/3.0/au/legalcode).

Inquiries regarding the licence and any use of this document should be sent to: [frdc@frdc.com.au](mailto:frdc@frdc.com.au)

**Disclaimer**

The authors do not warrant that the information in this document is free from errors or omissions. The authors do not accept any form of liability, be it contractual, tortious, or otherwise, for the contents of this document or for any consequences arising from its use or any reliance placed upon it. The information, opinions and advice contained in this document may not relate, or be relevant, to a readers particular circumstances. Opinions expressed by the authors are the individual opinions expressed by those persons and are not necessarily those of the publisher, research provider or the FRDC.

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.

**Cover photo:** Yanyuwa traditional land and sea estate (Borroloola region, Northern Territory).

**Photos:** Styledia

**Researcher Contact Details**

Name: Northern Land Council  
Address: 45 Mitchell Street  
Darwin NT 0801  
Phone: 08 8920 5100  
Fax: 08 8920 5255  
Email: [reception@nlc.org.au](mailto:reception@nlc.org.au)

**FRDC Contact Details**

Address: 25 Geils Court  
Deakin ACT 2600  
Phone: 02 6285 0400  
Fax: 02 6285 0499  
Email: [frdc@frdc.com.au](mailto:frdc@frdc.com.au)  
Web: [www.frdc.com.au](http://www.frdc.com.au)



**NORTHERN  
LAND COUNCIL**  
*Our Land, Our Sea, Our Life*





# CONTENTS

THE STORY

THE RESEARCH WORK  
COMING TOGETHER  
WHAT THE RESEARCH SHOWED  
RECOMMENDATIONS  
CONTACTS

## SPECIAL THANKS

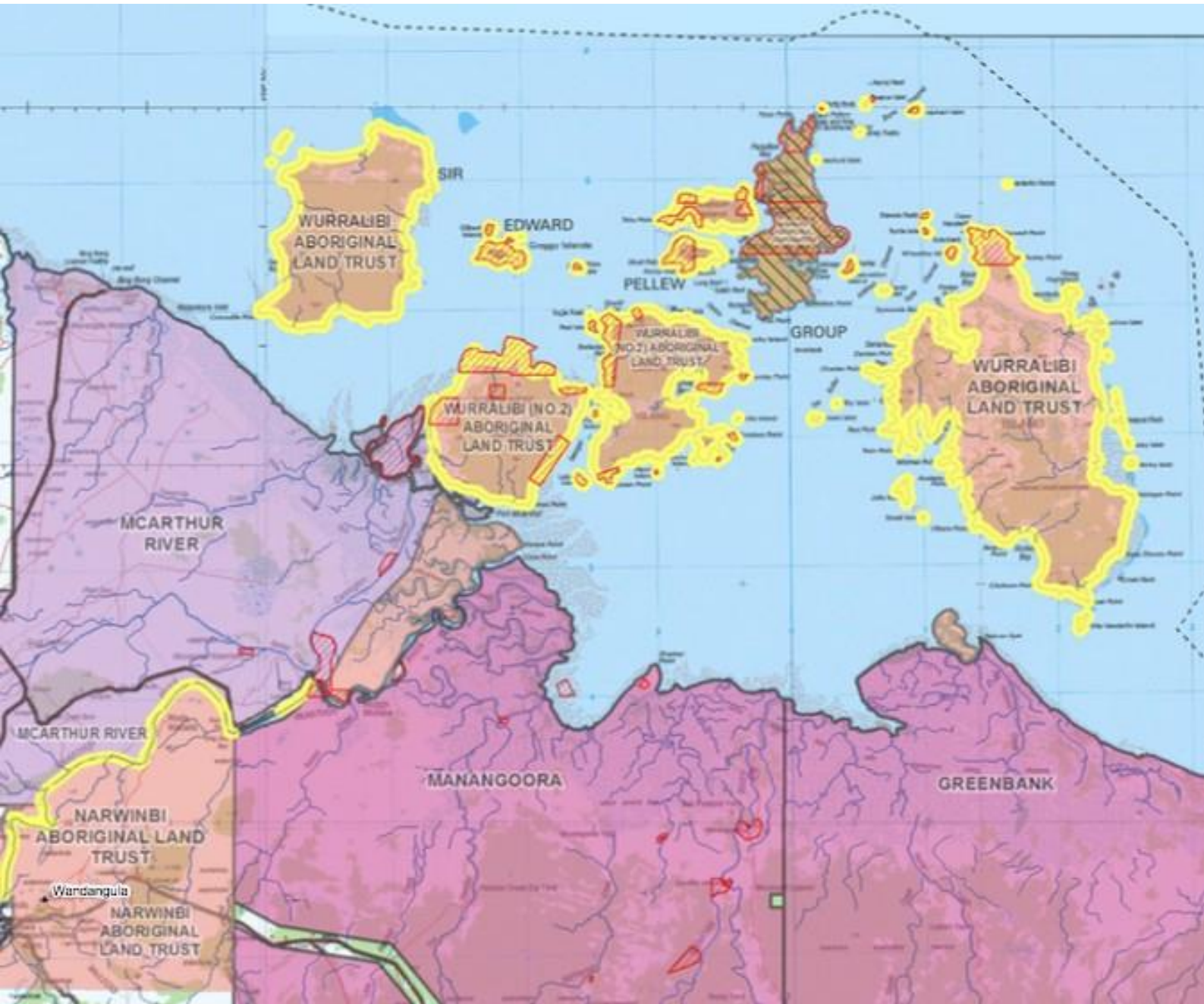
**Special thanks to all Yanyuwa Traditional Owners and broader research community who have provided their time and effort in participating in the research; to the Wurrahiliba Management Committee for their time and commitment in guiding the research; and to the Northern Land Council and Mabunji Aboriginal Resource Indigenous Corporation staff who have supported locally-based research.**



While people such as the Yanyuwa have under the Land Rights Act 1976 claimed and won land that is a part of their ancestral homeland...the issue of rights to sea is still heavily contested and, seen by many resource managers and government agencies, as problematic. That something as fluid as the sea can have Law and be classed as country and home, that can be managed and is linked to people via dense connections of human and non-human kinship, is too hard to grasp.

- Yanyuwa Sea Country Plan

Map: Yanyuwa traditional land and sea estate, parts (yellow) of which are included in their intertidal agreement.



## THE STORY

This is a report for Yanyuwa People, Traditional Owners of land and sea estate in the Borroloola region, Gulf of Carpentaria, Northern Territory.

It is about a research project that was driven by community to find out how Yanyuwa can benefit from the use of resources (such as commercial and recreational fishing) across Yanyuwa sea country.

In 2012, Yanyuwa landowners of the Narwinbi, Wurralibi and Wurralibi (no. 2) Aboriginal Land Trusts signed a 20 year agreement with the Northern Territory Government. The agreement is an *intertidal fishing access agreement*. It allows fishers to go into Yanyuwa-owned intertidal areas without a permit in return for agreed benefits.

In 2017, the Wurrahiliba Management Committee (WMC) was created as a commitment with the government under the agreement. The idea was for the WMC to provide a space for Yanyuwa, government and fishing industry representatives to talk about fishing business and managing fisheries.

At the first WMC meeting, a number of interests were raised. Through the NLC, one of those interests was presented to the Fisheries Research and Development Corporation (FRDC) which supported funding to do a research project.

**Customary fishing** is fishing for personal or communal use, not for sale, and follows cultural or customary lores.

**Commercial fishing** is fishing for sale, export or trade in markets. NT Fisheries manages commercial take from 15 different wild harvest fisheries across the Top End.

## THE HIGH COURT 'BLUE MUD BAY' DECISION

The 2008 Blue Mud Bay High Court decision recognises Traditional Owner exclusive ownership of Aboriginal land extending to the low water mark under the *Aboriginal Lands Right (Northern Territory) Act 1976* (ALRA).

For all Traditional Owners with rights under the ALRA, including Yanyuwa People, this means that they have exclusive land rights going out to the low water mark, including all intertidal areas (the land between low tide and high tide).

The resources in these intertidal areas – such as the fish, crabs and shellfish – are still available for others to use but they do not have access unless Traditional Owners give them permission.

Deciding how to provide access to all the fishers that use the NT coast has been a long journey of talks and negotiations with government, fishing industries and the NLC, on behalf of Traditional Owners. To date, through the NLC Full Council, Traditional Owners are allowing fishers to access country for fishing without permission ('permit free access', 'permit waiver') until talks can find a solution.

Some Traditional Owner groups, like Yanyuwa People, have worked out a 20 year agreement with the NT government ('intertidal fishing access agreements') that allows access to fishing industries in exchange for some benefits. (These are the yellow areas on the map.)

**Recreational fishing** is fishing for personal use and not livelihoods. Recreational fishers in the NT do not need a licence to fish but they do have to follow rules and respect culturally important areas.



“Indigenous peoples have the right to determine and develop priorities and strategies for exercising their right to development. In particular, indigenous peoples have the right to be actively involved in developing and determining health, housing and other economic and social programmes affecting them and, as far as possible, to administer such programmes through their own institutions.”

- Article 23, United Nations Declaration on the Rights of Indigenous People



Photo: Participants at the *Yanyuwa Sea Country Economic Development Summit*, September 2018.

**Co-researchers** are the individuals who take part in the research by representing common interests or values (such as Yanyuwa co-researchers).

**Research community** is all the individuals and groups who choose to take part in the research.

**Lead facilitators** are the research team who are implementing and facilitated the research project.

# THE RESEARCH WORK

The research project was about supporting Yanyuwa to be the leading voice in building local relationships, business and jobs for sea country.

It aimed to establish a *research community* between researchers, Yanyuwa Traditional Owners, the fishing industry sector and other stakeholders so they could discuss opportunities to Indigenous development in fisheries service industries and identify what is needed to support development.

The research was done using *participatory action research*, meaning that Yanyuwa people worked alongside researchers and other stakeholders in gathering information and ideas for local enterprise development and gaps in needs.

The benefit of undertaking the research is found in the co-researcher's own experiences of the *coming together* and *keeping together* to investigate the research objectives. It is taking part in this decision-making that builds knowledge ownership and supports collaboration in relationship building.

The research also benefits the community development, economic development and fishing sector by identifying that Aboriginal community development in supportive fishing industries is a contested activity that revolves around critical questions of *whose* research, *whose* business opportunities, *whose* aspirations, *whose* needs, *whose* impediments, *whose* economic development and *whose* strategic actions.

These questions were explored by the research community to better understand the current

economic situation in the area and assess for opportunities and any challenges to developing those opportunities.

The research community took part in 'learning by doing'. These experiences can be told through a journey of learning loops.

## **Loop 1: Research design and engagement**

This was the first stage of the research project. It set up how the project would be done, gathered information, and looked at what is happening now in fisheries, local economies, local governance and management.

## **Loop 2: Situation analysis and Yanyuwa inquiry**

This was doing local research with Yanyuwa in Borroloola, knowledge sharing, planning together, and showing that Yanyuwa want to speak directly to government and industry. It looked at existing business ventures, local capability and future capacity development, and potential partners for Yanyuwa people to develop local business enterprises.

## **Loop 3: Assessing the spaces for opportunities and impediments**

Researches began to talk to government and industry people about what they know.

## **Loop 4: Sharing our aspirations**

Coming together to share knowledge and experiences. (See page 7)

## **Final Loop: Sharing the reflection on the research**

This involved reviewing all the research to see what was learnt and what can be used to continue moving forward.

## COMING TOGETHER

The Yanyuwa Sea Country Economic Development Summit was part of delivering Loop 4. The Summit was a two-day community event in Borroloola hosted by Yanyuwa Traditional Owners.

The Summit created a local space to share information and build relationships between Yanyuwa People and fisheries stakeholders.

It was also a space where Yanyuwa could lead decision-making on their economic futures and the management and use of their Sea Country estate and resources.

The theme of the summit was business and employment opportunities in fisheries industries across Yanyuwa Sea Country.

Some of the fisheries stakeholders that attended included people from the Northern Land Council, Northern Territory Department of Fisheries (NT Fisheries), Bawinanga Aboriginal Corporation, Amateur Fishermen's Association of the Northern Territory (AFANT), NT Seafood Council (NTSC); a Yolngu Elder and Aboriginal Coastal Licence holder; and a commercial fisherman.

“Customary practice has [it's] own sets of lores about sharing fish.”

- Yanyuwa Elder

There were presentations and talks, and lots of time to give the Yanyuwa community and industry people the space to network and talk about their business and present ideas on opportunities for Yanyuwa participation in the fishing sector.

It was an opportunity for Yanyuwa to also build their network with fisheries stakeholders and share their current aspirations, capabilities, capacity development needs, and willingness and readiness for partnerships that allow Yanyuwa People to engage in economic development and benefit their Sea Country.

Overall, the Summit achieved better understanding about the challenges facing Yanyuwa People in establishing economically beneficial fisheries activities and projects within the Yanyuwa Sea Country estate.

“Today's a really good day. I want to thank the Yanyuwa People for their invitation...to come out and talk a little bit about the work that we do in fisheries and the way that we want to support Aboriginal people on Country, meeting their aspirations to be involved in the fishing industry in general. There's a lot of potential in this region. Aboriginal people are excited about the possibilities on offer and at Fisheries we're hoping to work in partnership with the people out here to make sure that those aspirations are met. Looking to the future this is going to be the first of hopefully many steps on the path to prosperity for however the people here choose to define that prosperity. And we hope to play a part in that journey”

- NT Fisheries



Importantly, Yanyuwa People were able to give government and industry their views about their rights and interests in looking after Country, including balancing cultural practices and lore with western management of Country. It also provided scope about the need for better information sharing and potential business directions in the future.

The three main areas that Yanyuwa People want to focus are

- **Healthy waters and healthy fish**
- **Strong Yanyuwa governance**
- **Creating businesses run by Yanyuwa**

“We set up our fishing business to provide jobs on country for our family and to provide healthy bush tucker for families and the community.”

- Yolngu Senior



Photo: Yanyuwa Traditional Owner, David Harvey, and Yolngu Traditional Owner, Don Wilton, talking together on Yanyuwa country

SOME OF THE VALUE AND INTERESTS FROM FISHING INDUSTRY PLAYERS



## WHAT THE RESEARCH SHOWED

The research showed that there are many different knowledge systems and voices, but that the voice of Yanyuwa needs to be at the forefront of sea country.

**Yanyuwa People** have the right to be directly involved in interests that affect their communities, country and associated resources, through their own decision-making processes, in recognizing different ways of doing business relevant to their cultural norms, and have equitable access to resources to support their cultural, social and economic community aspirations.

Throughout the research, Yanyuwa identified that their main priority was to look at what they see as the greatest impediments to their participation in the WMC, the research and economic development - the lack of an active Yanyuwa decision-making authority for the purposes of ensuring appropriate Yanyuwa governance and strategy development for their own economic development of their families and their land and sea estate.

Yanyuwa seek to be able to make decisions about their future through Yanyuwa-driven decision-making across different scales, from Traditional Owner organisations how work on behalf of Yanyuwa on projects across the land and sea estate to family run businesses on traditional homelands.

Yanyuwa People seek real opportunity, they seek real capacity and they seek to have real economic power attained from their own agency and their land and sea estate through participation in local economies. They no longer expect to be limited to work for other people or their businesses but want to drive those businesses in their traditional homelands.

Yanyuwa People also seek the building of different forms of corporate entities that will support them in their many different aspirations. This is a priority for Yanyuwa as a people and families.

“We really need a place where the funding to come into if any of our family members want to start this fishing business up. We really need to find that body for our funding to come into to have that for the family for the fishing to start. We really need that body to happen.”

- Yanyuwa Traditional Owner

**The research community** voiced their needs for effective collaboration and co-management of fisheries resources by creating a space where people can work together, better understand and be guided by Yanyuwa decision-making, and build relationships with outside markets and opportunities.

The research identified that government and industry members of the research community are seeking to work with Indigenous people in ways appropriate to their aspirations, and to build a local fishing economy.

Government and industry members want to engage with Yanyuwa people to ensure that the co-management of fisheries, programs and projects are done with the input of Indigenous people. Government and industry both recognise that there is a need to support the enablement of Indigenous people to engage with the fishing sector economy. To date, this has been done through creating programs that seek to engage Indigenous people to participate in order to build their capacity.

The findings show there is a shared desire for a local fishing economy but they also highlight that there is a distinct difference in how different actors and groups who were part of the research community do this.



An **enterprise** is a business or a company. Enterprises can be small or big.

**Economic development** is a way to improve quality of life, the wellbeing of a community, through jobs, businesses, services and education.

Yanyuwa People are interested in being more involved in the **fisheries industries**. They want to make sure that water

quality baseline studies and testing continues to address health risks, and gives some investment certainty in fisheries and fisheries services industry.

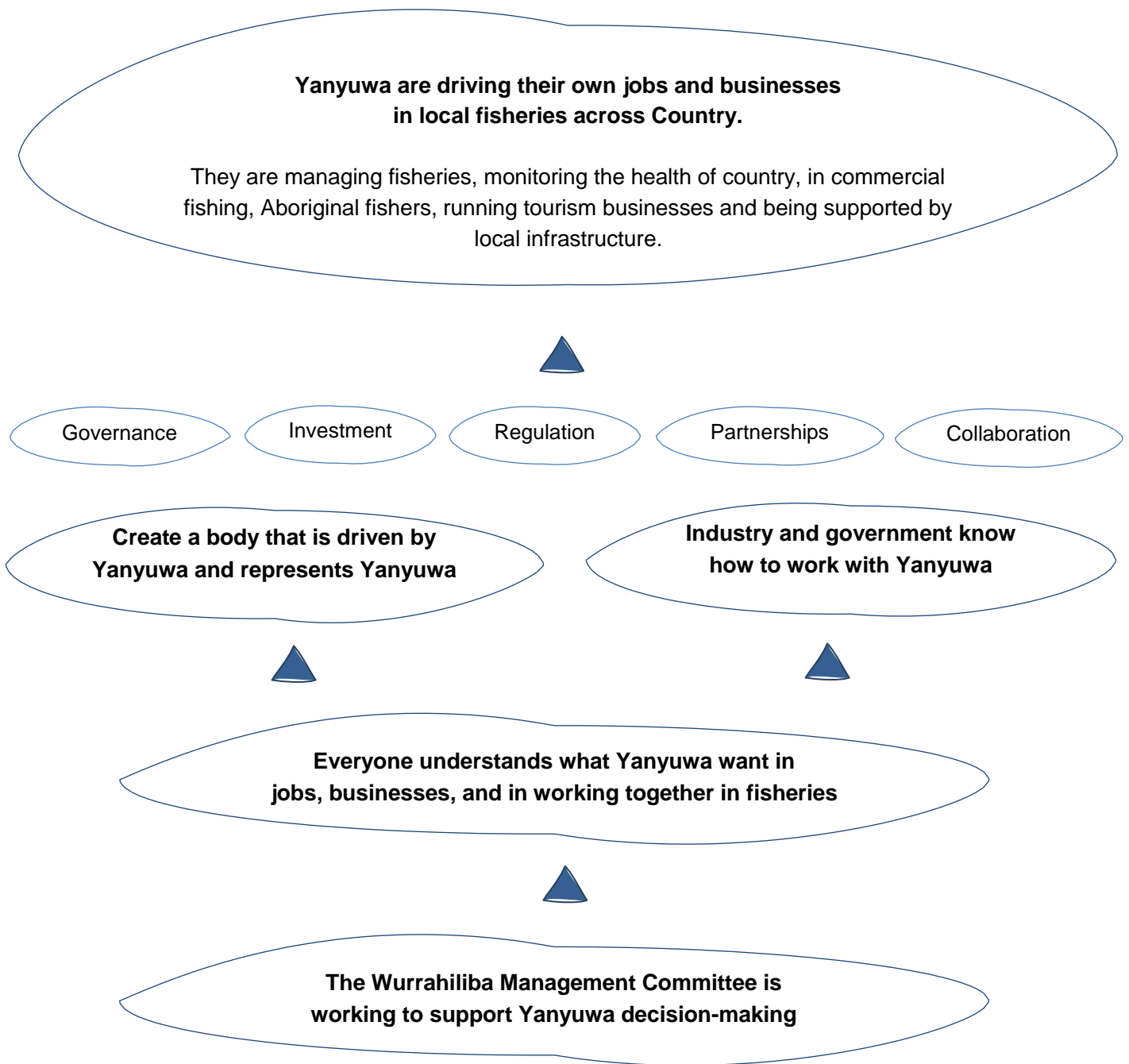
Yanyuwa want to work on cultural heritage management across the land and sea estate and establish tourism access and management systems, including managing recreational fishers activities through permit systems for the Yanyuwa land and sea estate.

Yanyuwa want jobs and businesses in fisheries industries. This includes opportunities for Aboriginal Coastal Licences; commercial fishing licences in barramundi fisheries, and coastal net and line fisheries; and jobs in fishing, aquaculture, ranching, fish trading and mud crabbing.

Capacity development for Aboriginal Coastal Licences and scoping the possibility of a fishing enterprise to work support ACL fishers and further development for fish traders and mud crabbing.

Yanyuwa want to plan for businesses that take all shapes and sizes, from being run by family to being run by Yanyuwa.

# PAT H WAY FO R YA N Y U WA DRIVEN ECONOMIC DEVELOPEMENT



The diagram above is a suggested pathway for Yanyuwa, the WMC and other stakeholders to consider when approaching working together for Aboriginal community development and economic development in supportive fishing industries that intersect the Yanyuwa land and sea estate.

It aims to show how Yanyuwa want to control their economic development aspirations, and what is needed to do this.

It also shows that the WMC can possibly go beyond its role a resource co-management committee and can work to establish and communicate principles and protocols that underpin appropriate approaches for collaboration between Yanyuwa and stakeholders in the fishing sector.

## RECOMMENDATIONS

This research presented a number of findings based on the views and interests of the research community participating in the research.

The research recommendations have been developed to align with the essential elements resulting from the project. That is, for Yanyuwa to drive what they want to do to, either through Yanyuwa bodies or partnerships that support Yanyuwa-led decision making.

To enable Yanyuwa led governance and decision making, Yanyuwa need an independent governance framework to work alongside industry, government and other stakeholder interests. This is the primary key element found missing through this research and the primary key element to enable any forward process toward economic development.

Specifically, key recommendations for Yanyuwa economic development are for:

**Enable Yanyuwa economic development in supportive fishing industries** – Make sure that Yanyuwa are in control of, and making decisions for, economic development across their traditional estate.

**Develop equitable and collaborative co-management body** – Ensure the WMC is clear and open with their purpose, principles and processes.

**Differentiate co-management from economic development collaboration and developing appropriate frameworks** – Upholding Yanyuwa's right to confidentiality of commercially sensitive aspirations, ideas and strategies.

**Build opportunities in supportive fishing industries for Yanyuwa economic development in the Roper River to Robinson River area** – Speaking to Yanyuwa about what they want.

**Form strategic actions to pursue economic development in supportive fishing industries and address impediments** – Setting up a Yanyuwa enterprise, greater enforcement powers for Yanyuwa Rangers, Yanyuwa tourism businesses, and Yanyuwa commercial fishing licences.



Photo: The McArthur River (Borroloola region, Northern Territory) has many uses for many people, including traditional, recreational and commercial fishing

## MOVING FORWARD

This report and its findings are the final reflective step in the research.

Yanyuwa People can use this report to tell others about what they need and want for their own business or jobs and other benefits of looking after Country.

There is also a video and a more detailed report about the research project.

Fundamental to *participatory action research* is the vesting of reflection and actions in the co-researchers themselves.

Therefore, this report and its findings must be provided to the research community to support their reflection of the actions taken so far and identify their recommendations for strategic actions that they will seek to implement.

Agreement regarding strategic next steps is a matter for the research community to confirm and communicate to the FRDC.

Further development requires commitment, resourcing and active planning toward building

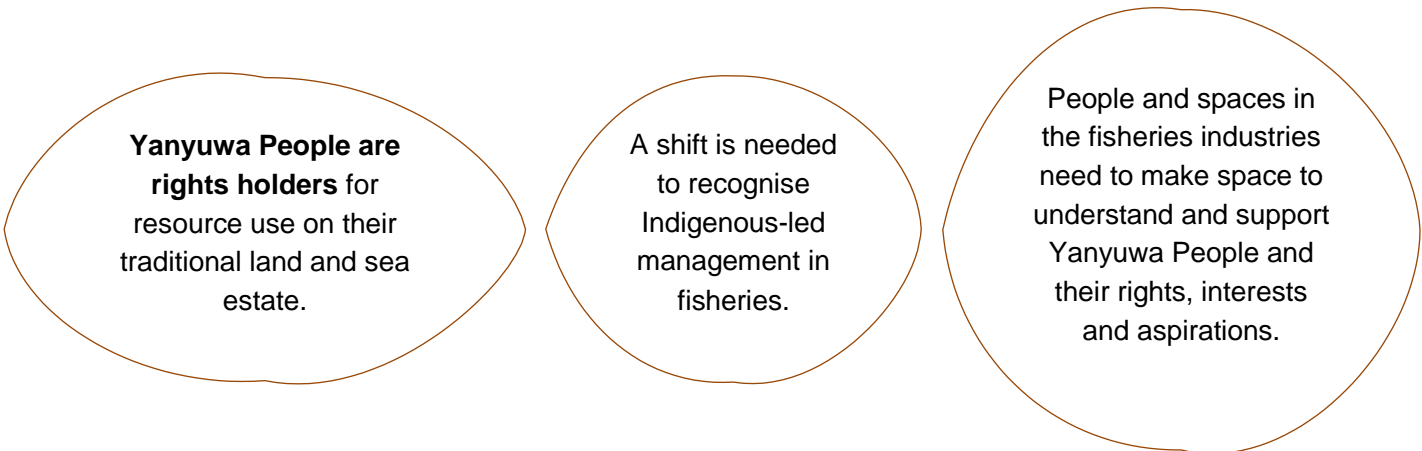
“You can’t build common strategies on uneven ground.”

- Research facilitator

capacity and economic development of Yanyuwa.

Given constraints and limitations within the community, it is proposed going forward that the WMC review the findings of this research. The WMC will be resourced to convene meetings over the term of the intertidal agreement and has capability to reflect on a process to enable the recommendations. This should include inclusive collaboration with Yanyuwa people more broadly that could be achieved opportunistically through relevant processes of the NLC in convening TOs meetings.

Through a facilitated process of the WMC, the various agencies can offer solutions to progressing development of potential business ideas through the establishment of partnerships with government agencies to support business governance and management.



**Yanyuwa People are rights holders** for resource use on their traditional land and sea estate.

A shift is needed to recognise Indigenous-led management in fisheries.

People and spaces in the fisheries industries need to make space to understand and support Yanyuwa People and their rights, interests and aspirations.

## USEFUL CONTACTS

Below are some useful contacts to continue discussions.

### GOVERNMENT

**Northern Territory Department of Fisheries** (Indigenous Policy, Fisheries Division)

P. 08 8999 2308

E. robert.dalton@nt.gov.au

**Commonwealth Department of Prime Minister and Cabinet** (Indigenous Affairs Group, Borroloola Office)

P. 08 8975 8392

E. kevin.liddy@network.pmc.gov.au ; roberta.kalinic@network.pmc.gov.au

### INDUSTRY

**Northern Territory Seafood Council**

P. 08 89815194

E. ntsc@ntsc.com.au

**Amateur Fishermen's Association of the Northern Territory**

P. 08 8945 6455

E. research@afant.com.au

### INDIGENOUS REPRESENTATIVE GROUPS

**Bawinanga Aboriginal Corporation**

P. 08 8979 6555

E. info@bawinanga.com

**Mabunji Aboriginal Resource Indigenous Corporation**

P. 08 897 58746

**Northern Land Council**

P. 08 8920 5100

E. reception@nlc.org.au



# Yanyuwa Sea Country Economic Development Summit

## A collaboration Space

### Summit report


The summit was a two-day community event in Borroloola hosted by Yanyuwa Traditional Owners to create a local space for relationship building between Yanyuwa People and fisheries stakeholders. The aim was to share information that could support local Yanyuwa decision-making on their economic futures and the management and use of their Sea Country estate and resources.

The theme of the summit was business and employment opportunities in fisheries industries across Yanyuwa Sea Country. This includes opportunities in tourism, fishing and fishing services, and the seafood industries across the Sir Edward Pellew Islands, McArthur River area and broader Yanyuwa Sea Country. There was a big focus on commercial fishing, reflecting Yanyuwa Peoples' current interests.

There were presentations and talks, and lots of time to give the Yanyuwa community and industry people the space to build conversations and relationships. It was an opportunity for Yanyuwa to build their network of contacts with fisheries stakeholders and share their current aspirations, capabilities, capacity development needs, and willingness and readiness for partnerships that allow Yanyuwa People to engage in economic development and benefit their Sea Country.

For fisheries industry stakeholders, the summit provided the opportunity to connect directly with Yanyuwa Traditional Owners in their local township and share their knowledge and experiences of working in fisheries. It was also an opportunity for them to better understand the challenges facing Yanyuwa People in establishing economically beneficial fisheries activities and projects within the Yanyuwa Sea Country estate.

This report gives a summary of what was talked about. It also gives Yanyuwa People some useful information on turning their aspirations into business and employment opportunities in the near future and also down the track.



We acknowledge and pay our respects to the Traditional Owners and Custodians of the land on which we gathered, their Elders past and present, and their relationship to Country. We also acknowledge and pay our respects to all Traditional Owners and Custodians who came together for the SUMMIT in representing their People and Country

# WHAT Yanyuwa people want

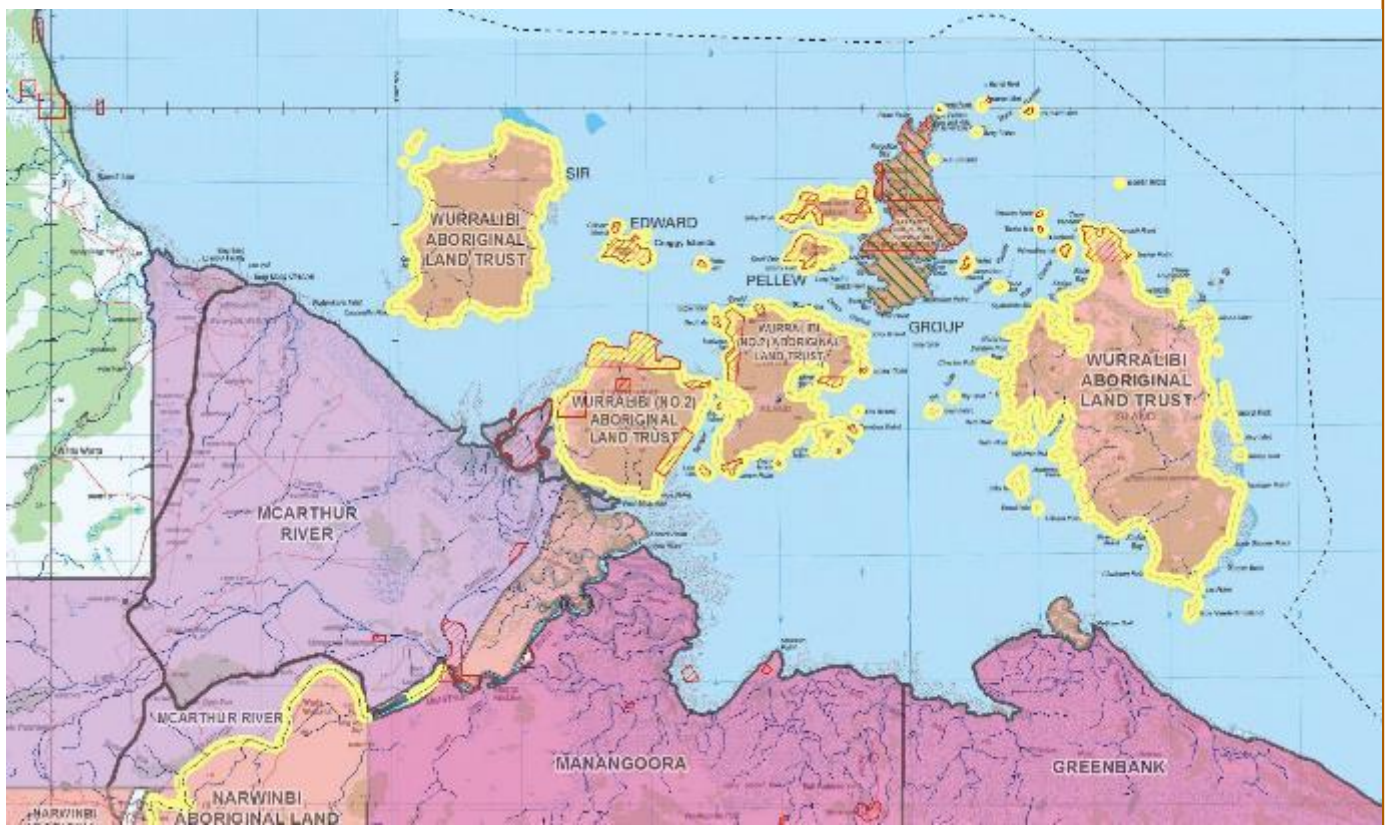
Yanyuwa Traditional Owners who have taken part in building the summit have identified a range of interests and directions to focus on what will support the wide range of Yanyuwa expertise, knowledge, skills and assets relating to industry participation. Fundamental to Yanyuwa interests is that,

- The governance (decision-making) framework supporting economic development needs to be driven by Yanyuwa People;
- Opportunities in businesses and employment must also support healthy Country and the sustainable management of marine resources; and
- Economic development needs to engage young Yanyuwa People and support them being on Country and bringing back pride for young people.

## FRDC RESEARCH PROJECT

The summit was organised by Yanyuwa Traditional Owners as part of a shared research project guided by the Wurrailiba Management Committee and funded by the Fisheries Research and Development Corporation (on behalf of the Australian Government). The research is shared among the Yanyuwa Traditional Owners, Northern Land Council, Northern Territory Department of Fisheries, NT Seafood Council, Amateur Fishing Association NT, and NT Guided Fishing Industry Association. The project is about Business Opportunities and Impediments for Aboriginal Community Development in Supporting Fishing Industries, from the Roper River to Robinson River in the Northern Territory.

Under the guidance of the Wurrailiba Management Committee, the project is working to build a research community between the research team, Yanyuwa Traditional Owners and industry stakeholders to research together the opportunities and challenges to Indigenous development in fisheries industries across Yanyuwa Country. This includes both Yanyuwa owned land and sea estate - Yanyuwa owned land and intertidal (yellow in map) areas - as well as broader Sea Country.





# NORTHERN TERRITORY FISHERIES

Representatives from the Northern Territory Department of Fisheries (NT Fisheries) came to talk about the different commercial and recreational fisheries across Yanyuwa Sea Country. They also talked about the NT Fisheries programs that support Indigenous People being part of these industries. This includes the management of Aboriginal Coastal Licences and Aboriginal Fishing Mentor Program (See page 4), the Aboriginal Marine Training Program, and Aquaculture Development Programs.



“NT Fisheries is really interested in making sure that industry, like the Seafood Council, and Aboriginal people have a way to communicate with each other because as we know fishing is a hard business. It is a path to economic development, but it takes a lot of hard work. Countrymen are not going to do it on their own, Fisheries is not going to do it on their own. We are going to have to work together with industry to make sure we can work together, and where people want to do this as a business, we are in a position where we can support them.”

- Robbie Dalton, NT Fisheries

Below are some of the main commercial and recreational fisheries being used across Yanyuwa Sea Country, and some information about how they are used.



## COMMERCIAL and recreational MUD CRAB FISHERY

The Mud Crab Fishery goes across the whole coastline of the NT and out to three nautical miles. It is divided into two stocks – the Arafura-West stock and Western Gulf of Carpentaria stock. There are 49 licences for the whole

fishery, with most licence holders operating from Blue Mud Bay to the Queensland border. Licences come with requirements on size limits, catch, gear restrictions and fishing methods, including requirements from 1 July 2019 that every commercial mud crab vessel needs a commercial vessel monitoring system. Commercial fishers take about 88% of the total harvest of mud crabs in the NT. From the Western Gulf of Carpentaria mud crab stock, commercial fishers have an average harvest of 215 tonnes. Most of recreational mud crab catch is from the Darwin region, with an estimated recreational harvest of 33 tonnes (2014) and tourism harvest (part of a tourism licence) of less than one tonne (2016). Recreational and tourism mud crab fishing is managed through personal possession, vessel and size limits.



The NT Barramundi Fishery covers the whole coastline of the NT out to three nautical miles, but licence holders are not allowed in most rivers. There are a maximum 13 commercial licences in

## COMMERCIAL and recreational Barramundi Fishery

the fishery. Total commercial harvest of barramundi in Northern Territory in 2016 was 305 tonnes. Commercial fishers can only fish between 1 February – 30 September every year, and can only use gill nets with specific restrictions (such as each vessel only using a maximum of 1000 meters of net). Every commercial vessel has a vessel monitoring system, so that NT Fisheries can monitor their compliance. This also allows the fishers to show the public that they are fishing responsibly. There is commercial fishing in Yanyuwa Country around the islands and up near the Roper River, but licence holders are not allowed to fish in the Dugong Protected Areas. Most people in the NT who do recreational fishing catch barramundi, but approximately 72% of barramundi caught are released back into the wild. Recreational catch in 2010 was 155 tonnes, and tour-based fishing catch in 2010 was 25 tonnes. There is a range of limits for recreational and tour-based fishers, including only using baited hooks and artificial lures to fish for barramundi, and each fisher can only catch five barramundi larger than 55cm.

## Coastal Line Fishery

The Coastal Line Fishery covers the whole NT coastline, from the High Water Mark to 15 nautical miles (from the Low Water Mark).

This fishery allows catch of different species but the main target species is black jewfish because of their high value. In 2016 the total commercial harvest was 156 tonnes, with 97% of the catch being black jewfish. There are 51 commercial licences (12 currently active) for this fishery, managed as the Western Zone (limited access) and Eastern Zone (where all licence holders can fish). Licence holders are allowed to fish using handlines, droplines, reels, rods and fish traps. They are not allowed to fish up creeks and rivers. Commercial catch is smaller than recreational catch, and most recreational activity occurs around Darwin with a recreational catch of about 350 tonnes of reef fish per year.

The Spanish Mackerel Fishery can operate in all waters outside of creeks and rivers and out to the Australian

## Spanish Mackerel Fishery

fishing border, 200 nautical miles out to sea. There are 15 commercial licences in the fishery. They mostly target Spanish mackerel but there are also other species like trevally or grey mackerel. They fish from one vessel by trolling, which can have two smaller vessels supporting it. Most people fish from just one big vessel. They can use troll lines, floating hand lines or rods to catch Spanish Mackerel. Each licence trolls four to eight baited or lured lines behind the vessel, and two lines if using a smaller vessel. This fishery is

controlled by the total catch each year. Most of the fishing happens around Darwin. There is fishing around Borroloola but there is an identified gap in how much catch is coming out of King Ash Bay. Commercial licences in 2016 caught 450 tonne of Spanish Mackerel. Recreational catch around Darwin only was about 30 tonnes.

**Buying a licence** A Coastal Line Licence will cost about \$30,000, while a Barramundi or Spanish Mackerel licence will cost a lot more than that. Along with a licence, fishers will need a ticket to drive the boat, which needs to be under survey in-lieu with AMSA regulations. There are also Fisher Trader Processing Licences. These cost about \$1,000 per year and allow you to buy fish from fishers and sell the fish or process it and sell it to a restaurant.

## Tourism Fishing

If you want to take people out fishing, you need a Fishing Tour Licence. As a fishing tour operator, tourists will pay you to take them on fishing charters and take them to the good spots. Most times you take about four to five people out fishing on the boat at one time, but the licence is owned by the person who takes them fishing on his boat. There are 150 Fishing Tour Licences in the Northern Territory, with a lot working out of Darwin and a couple working out of Borroloola.

# ABORIGINAL COASTAL FISHING LICENCES

Aboriginal Coastal Fishing Licences (ACLs) are fishing licences that allow Aboriginal people to participate in small-scale fishing enterprises. This helps to bring fresh fish into community as well as build local fishing businesses.



They have been around since the 1990's but there have been some recent changes to the regulations to make them more useable. Changes included removing the limit of one licence per community, allowing up to 100 meters of net to be used, allowing the use of a traditional fish trap, and allowing sales outside of their community.

## What's the point of an Aboriginal Coastal Fishing Licence?

ACLs are there to help people build their skills and experience as commercial fishers. ACLs support the local economy and build business and fishing capacity of local people, and also act as a 'stepping stone' to entry into larger scale commercial fishing operations.

The NT Government established ACLs with the idea to help mob understand how hard it is to be a fisher, because a lot of Aboriginal people had commercial licences but couldn't use them so they sold them. The NT Fisheries Aboriginal Fishing Mentor Program also supports ACL holders with training in the seafood industry.

## Who can apply for an Aboriginal Coastal Fishing Licence?

If you belong to an Aboriginal Traditional Owner family, and are living in your area, you are allowed to apply for an Aboriginal Coastal Fishing Licence for your traditional area. You need to be supported by your community, family or clan group to do the fishing in your areas, as Traditional Owners need to make sure people are fishing the right way in the right areas.

Aboriginal Coastal Fishing Licences are only granted to individuals for a 12 month period, after which it can then be renewed. The individual that holds the licence is responsible, so any wrong doing with fishing is the responsibility of the person.

## Aboriginal Coastal Fishing Licences allow you to use the following gear:

- A vertical line
- A net up to 100 metres long
- Scoop Net
- Hand Spear
- If your licence says so, a traditional fish trap, but you have to apply to use traditional net traps

NT Fisheries is the one that makes the decision on what gear you can use and what fish you can catch and sell. This is to make sure the different fish stocks are healthy and sustainable.

## Who can you sell to?

Aboriginal Coastal Fishing Licence holders can sell to fish traders, fish processors, fish licencees, fish shops, aquaculture farms (such as barramundi farms) and aquariums – basically, you can sell fish to anyone who is allowed to sell it on or direct to people.

**Aboriginal Coastal Licences DO NOT let you target the following marine species to sell on:**

- Barramundi
- King Threadfin
- Spanish Mackerel
- Trepanng
- Mud Crab

Aboriginal Coastal Fishing Licence holders can't target these species to sell, because they can make a lot of money, but Traditional Owners can still catch these species under their native title rights. If you want to target those species for commercial use, you have to buy a commercial licence to catch those species, just like anyone else.

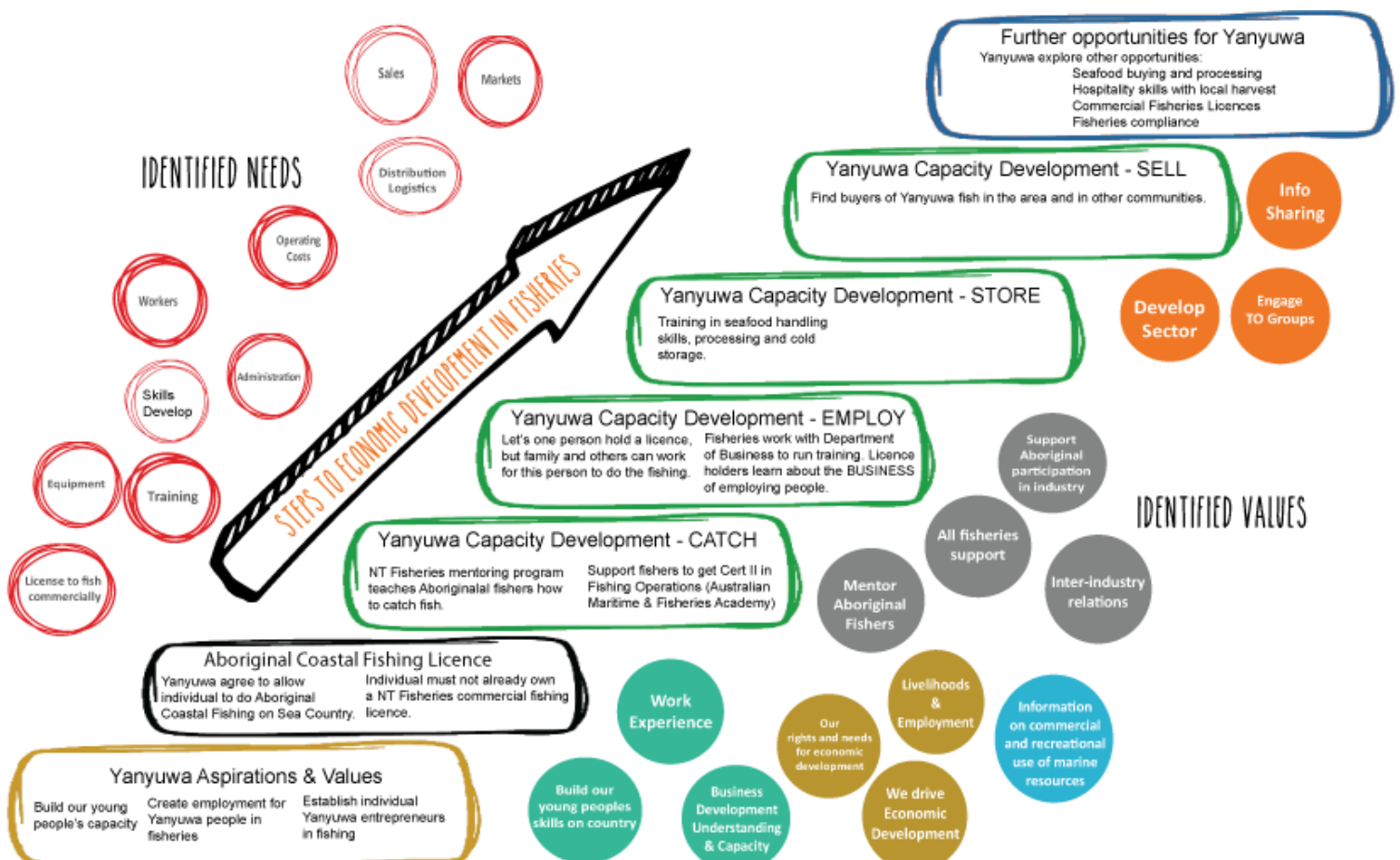
**How does an Aboriginal Coastal Fishers Licence help our families if it just belongs to one person?**

One person might hold the licence, but family members can come and work for the person who owns the Aboriginal Coastal Fishers Licence. The government Community Development Employment Projects (CDEP) program recognises fishing as an employment activity. This means that people in the CDEP program can get a top up while still on employment benefits.

**What type of support can we expect from NT Fisheries if we want to be commercial fishers?**

If Aboriginal people are not in a position to buy a commercial licence, NT Fisheries can provide support to become ACL Fishers and then grow from there, with support from the Aboriginal Fishing Mentor Program. NT Fisheries pays for this program and they work with Department of Business to run the training courses.

**Steps to building capacity and experience in fisheries and enterprise development with Aboriginal coastal fishing licences**



## A COMMERCIAL FISHERMANS own story

Norman Hedditch has been a commercial fisherman for 39 years. Today he also supports the commercial fishing industry as a board member for the NT Seafood Council, representing the Spanish Mackerel fishery, and through work with the Seafood & Maritime Industries Training Ltd., an industry based training provider.

He started in Groote Eylandt in 1979 on a trawler, working into the Bartalumba Bay where there was a factory, and then moved onto Karumba and Darwin. In 1987 he founded his family owned fishing business, Taroona, which is now one of the NT's largest Spanish Mackerel fishing businesses.



Here are some of Norm's thoughts on the things that make a fisher successful.

### Good Mentors and skills and QUALIFICATIONS THAT HELP YOU DO THINGS FOR YOURSELF

"In the very early days, I had some good mentors, and within two years of starting my fishing career I went and got my Masters ticket. That's a qualification I still hold today, that gives me the qualification to drive any vessel up to 24 metres in length. Also, I achieved a Marine Engine Drivers Grade 2, which means you can run an engine room in a boat; and I did a STCW95, which is all your safety instruction from learning how to climb into a life raft to set flares off and make mayday calls and all that.

You need qualifications when you get to the commercial fishery to operate a licence and drive a vessel. I really love fishing, I haven't been here for 39 years because I don't like it. I've made it my career, my life and I'm proud to be a Northern Territory fisherman. I enjoy supplying that fish to people who can't fish for it themselves."

### Making sure you are licenced and safe to go fishing is important

"Some things that aren't so rosey about the industry, these days, are the rules and regulations that you have to adhere to.

There's quite a lot to it, to get through the survey, it does cost you money to keep things up dated. You've got to have an EPIRB, life raft, medical kit. You have to do a shaft survey every four years, and you do an annual survey each year. You have to pay for a surveyor to come down and do the survey. You just go to do it, there's no way about it. You have to do it to be compliant to operate in the fishery. There's no short cut."

### Taking every opportunity to go fishing if you are not fishing you are not earning money

"In my operation, we work really hard. It's not an easy fishery, you do work very hard. You have to make the opportunity of every bit of fine weather. One of my mottos is, when it's calm go fishing, when it's rough stay home. Throughout the year, I average somewhere between 210 – 220 days fishing per annum. That's quite a bit. The rest of the time you're in town, you're unloading, re-fuelling, doing maintenance, getting ready for the next trip. There might be bad weather for a week, so you're sitting down preparing for the next trip."



## To become a fisher you will need to keep your costs down and your fishing up

“From my personal experience, I’ve been really lucky by buying vessels at the right price. I refit them myself to save costs from paying contractors to re-fit them. When you’re running a boat, you’ve got to be an engineer, you’ve got to be diesel mechanic, you’ve got to be fridge mechanic, you’ve got to be a hydraulic mechanic. You know there’s so much involved.”

When you find fish and not travelling, your profit goes up because you’re not burning fuel. Then, there’s other expenses. Insurance is probably the next biggest one. Not cheap these days... Then you’ve got things like general running costs like, oil, new knives, cleaning products. The list just goes on and on. Because I’m a commercial fisherman, those boats have to pay for everything. They have to pay for my phone, they have to pay for the rego on the ute. It pays for everything.”

## not everyone has the cash to go and buy a licence so there are other ways of starting such as leasing a licence

“There’s several ways of making money out of being a commercial fisherman. There’s quite a few of operators that maybe don’t have enough money to be able to go and buy a licence. We’re talking hundreds of thousands of dollars for certain types of licences. But there’s opportunity to lease a licence, so you just rent one. I have been renting one of the Mackerel licences... Against, probably purchasing a licence somewhere between 300,000 and 400,000 maybe 500,000. If you lease a licence you can operate it and you get your return out of selling fish.

If everything’s going well, you could probably lease a licence, you know that’s minimal cost to start with. Buy a boat, which could be anywhere between 100,000 – 300,000 and maybe look at aiming to own a 200,000 boat within three or four years.”

## If you do get the cash together and buy a licence you get to fish and you get the possibility of making a profit if you sell the licence later

“If you purchase a licence and operate it, well you get the same return, you don’t have to pay the lease, but there’s also a chance in years to come of making a capital gain. Leasing is probably a cheaper option, you can move straight in and lease one but you don’t have the advantage of re-selling the licence for a profit. The way that I’ve done it over the years is buy a licence, work the licence and maybe five or 10 years later if you want to get out of the fishery, sell the licence and make a good capital gain. So, there’s a couple of different ways of getting into the industry.”



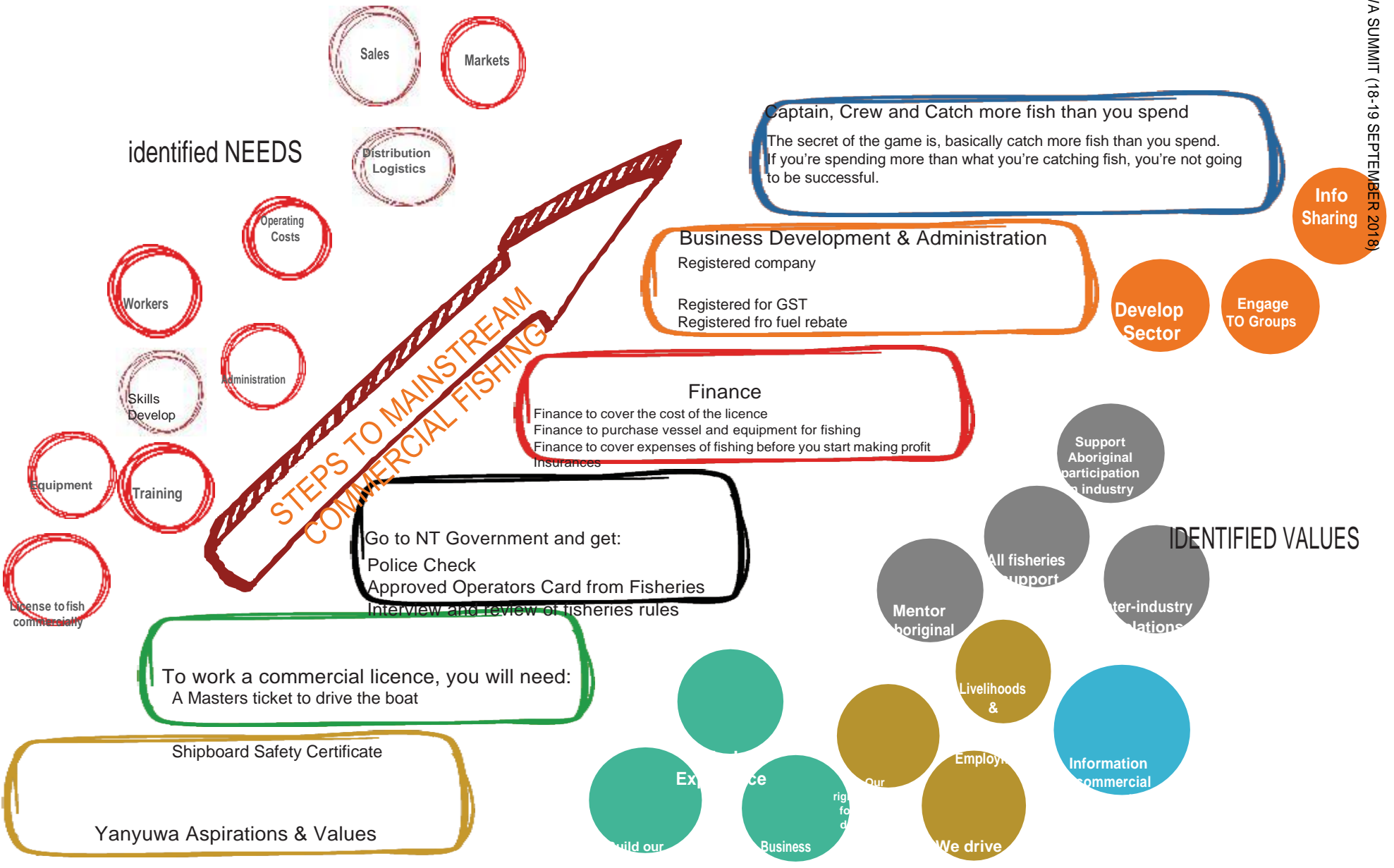
The other way of doing it, is maybe buy a licence, put it in your name, somebody comes along and wants to lease the licence, they pay you money each year to lease the licence and they operate it. But that doesn’t engage, it’s just one person owning a licence.”

“Best thing about fishing is leaving port and coming home. When you’re leaving you’re fuelled up, you’ve geared up, you’ve got the bait on board. You’re going to head out there and hopefully just kill it. Sometimes that doesn’t happen. But when you do, the feeling you get, the self-satisfaction from achieving that, putting it all together bringing home a load of fish and getting the dollars for it. That’s why I do it. That’s why I love it. The challenge of putting it all together to get out there and bring the fish home, is one of the best feelings that you can ever have. That’s why I’m still a fisherman. I don’t want to be anywhere else. I don’t want to do anything else.”

- Norman Hedditch, Commercial fisher (Taroona Pty Ltd)



Some of the steps to think about if you want to buy a licence and go fishing to sell fish



Go straight to commercial fishing like Barramundi.





## MANINGRIDA HOMELANDS ABORIGINAL COASTAL FISHING BUSINESS

The summit welcomed Don Wilton, a Yolngu Senior, and Ned Watt, from Bawinanga Aboriginal Corporation, to talk about how Aboriginal Coastal Licences are used by Traditional Owners across Maningrida homelands.

There are three senior custodians who hold ACLs across Maningrida homelands - Don Wilton operates from Nardilmuk outstation, Jimmy Olsen and Stuart Ankin both operate from Blyth River near Gupanga homeland. Andrew Duwadi plans to operate from Yilan outstation, but has not started working. They have teams of workers helping with the business supported by the government Community Development Employment Projects (CDEP) program.

Don Wilton was the first person to commercially fish using an ACL in 2016 on country, near Nardilmuk outstation, 25 kilometers from Maningrida. Don talked about the day-to-day running of the business. This includes what fishing equipment the team needs when they go out fishing, how they fish from the shore with their nets, looking out for crocs when pulling in the nets, clearing the nets of the day's catch, putting the fish on ice and then getting it to market to sell.



*“We set up our fishing business to provide jobs on country for our family and to provide healthy bush tucker for families and the community.”*

Don sells his fish every week at the local supermarket in Maningrida. Sometimes, the team will also drive around and sell directly to the households and sometimes barbeques the fish on Fridays and for special community events. Each Thursday night, the fish are sold outside the Maningrida super market. When the roads are open they also drive to nearby communities to sell fish. In June 2017, Don sold his first shipment of 300kg of mullet to Darwin Fish Markets. In the future, the team also wants to get a food van to sell cooked fish around community.

In May this year, Bawinanga installed a container in Maningrida where all the fish can be processed and packaged following Australian food standards. This means that fish can be filleted and packaged, and then sold at supermarkets in Maningrida and other nearby communities. They also hope to be able to sell the packaged fish to the local school and aged care facilities.

ACL holders receive support to run the business from NT Fisheries, Charles Darwin University and Bawinanga Aboriginal Corporation. The ACL holders also have a team of about 15 other Traditional Owners who work as part of the team through the government Community Development Employment Projects (CDEP) program.

### Maningrida ACL Story Book

ACL holders, Bawinanga Aboriginal Corporation and researchers from Charles Darwin University also created a Story Book to share the story about Aboriginal fishing business and using ACLs. In the Story Book, the ACL holders talk about the benefits and challenges -

What are the benefits?

- We have strong leadership from our elders to run this business.
- It is good to have this licence and be in charge of our business.
- Fishing provides healthy food for our families and community.
- We can earn income through selling our fish.
- We have learnt from our experiences that we can start small and build things up along way.

What are the challenges?

- Fishing is not the same every day, some days we catch more fish than others.
- The wet season weather makes the roads impassable and this makes it hard to get to our country to go fishing and travel to other communities to sell our fish
- Our customers like to have different species of fish to buy including barramundi.
- We have to keep good records of our catch and sales and make a good system for doing that.
- We rely on Community Development Employment Projects (CDEP) workers but we also need to work out how we can run a sustainable business model in the future.
- We also have to be careful not to flood the market with too much fish so this means working and talking together.

“We want to share our experience with other people who want to set up an  
Indigenous coastal fishing business.”

### Checklist for setting up a fishing business

The Story Book also has a checklist to talk about the steps to using ACLs

- Meet the NT Government ACL Licence requirements (e.g. have cultural permission)
- Have a support organisation for administration and book keeping
- Make a Business Plan and identify markets to sell fish
- Obtain Permits for fishing, food handling, handling, labelling and storing selling the fish
- Organise a team of workers to do the fishing
- Obtain mentoring support from NT Fisheries Indigenous Program
- Undertake Training in Certificate II in Fishing Operations
- The ACL holder will need access to the correct fishing equipment.
- Organise fishing infrastructure and logistics
- Have storage facilities and transport
- Obtain business planning, marketing, governance and financial management training and support.
- Learn about recording keeping about fish catch and sales and organise a system for doing this to submit logbooks to the NT Fisheries.
- The ACL holder will need access to additional funding and support, which exists within many agencies.

## MOVING FORWARD

There were lots of yarns during the summit – experiences, knowledge and ideas were shared between all. Importantly, Yanyuwa People were able to give government and industry people a better idea of how they look after Country, including balancing cultural practices and lore with western management of Country, and what information and relationships they are looking to build on in the near and distant future.

“Customary practice has [it’s] own sets of lores about sharing fish” – Yanyuwa Elder



In moving forward, there were three main areas that Yanyuwa People at the summit wanted to focus on –

### Healthy waters and healthy fish

Before any business is developed, Yanyuwa People want to make sure the resources these businesses rely on – the fish and water – are healthy. This includes having more Yanyuwa Rangers looking after Country and making sure those others using Country’s resources are also looking after Country. For remote parts across homelands, where rangers are not always present, it would also be useful for Yanyuwa People to have compliance training so that they can support sustainable fishing by commercial and recreational fishers.

There are also serious concerns for the impacts that the McArthur River Mine has on local ecosystems (including water quality and fish health). Are the fish healthy enough to sell to local communities and broader markets? Water quality and fish testing is carried out by the Li’Anthawirriyarra Sea Ranger Unit and McArthur River Mine, but Yanyuwa People have called for better reporting back to community to understand the impacts on their economic opportunities.

‘Stuck in the middle of mine and salt water country’ – Yanyuwa Traditional Owner

#### ACTION!

- Current water quality monitoring and fish testing by NT Department of Fisheries and the Li’Anthawirriyarra Sea Ranger Unit to be reported back to Yanyuwa People.

## Strong governance

At the moment the Wurrahiliba Management Committee is providing governance around Yanyuwa fishing industry interests and will continue to do so under their Agreement with the NT Government that allows permit free fishing access to their tidal waters until 2032.

Opportunities for Traditional Owners in the industries across Sea Country need to be driven by Traditional Owners themselves. This requires building strong Yanyuwa governance to support Traditional Owners driving their own businesses and employment. Yanyuwa People already have governance bodies in place to look after Country and People, and it's up to Yanyuwa People to decide which bodies will be used for business and employment opportunities.

Choosing the right governance support will depend on a variety of factors but needs to ensure that there is support for Traditional Owners to work as individuals, families, clans or however they choose. There also needs to be governance support for opportunities that can start now and opportunities that can be developed over the long term.

### ACTION!

- Rumburriya Malandari Council Aboriginal Corporation member drive and Annual General Meeting. (With support for catering from the NLC).
- Engage with ORIC to build training and capacity in strong governance.

## Business knowledge

Many fishing business opportunities for Yanyuwa People were talked about but, before there is any commitment to establish a business, Yanyuwa People want to continue building business knowledge. This includes better understanding future business opportunities, such as catching and selling fish with Aboriginal Coastal Licences, through visits to places where they are already being used (such as Maningrida homelands). Yanyuwa People also wanted to find out more about opportunities for leasing commercial fishing licences, as well as engaging young people and women in opportunities.

### ACTION!

- Organise an exchange to Maningrida homelands to visit Don Wilton, and other ACL holders, to learn more about the fishing business.
- Seek advice from the NT Seafood Council to see if there is any interest from industry to lease commercial fishing licences.

## CONTACTS

Below are some useful contacts to follow on any discussions from the summit.

### GOVERNMENT

**Northern Territory Department of Fisheries** (Indigenous Policy, Fisheries Division)

P. 08 8999 2308

E. robert.dalton@nt.gov.au

**Commonwealth Department of Prime Minister and Cabinet** (Indigenous Affairs Group, Borroloola Office)

P. 08 8975 8392

E. kevin.liddy@network.pmc.gov.au ; roberta.kalinic@network.pmc.gov.au

### INDUSTRY

**Northern Territory Seafood Council**

P. 08 89815194

E. ntsc@ntsc.com.au

**Amateur Fishermen's Association of the Northern Territory**

P. 08 8945 6455

E. research@afant.com.au

### INDIGENOUS REPRESENTATIVE GROUPS

**Bawinanga Aboriginal Corporation**

P. 08 8979 6555

E. info@bawinanga.com

**Mabunji Aboriginal Resource Indigenous Corporation**

P. 08 897 58746

**Northern Land Council**

P. 08 8920 5100

E. reception@nlc.org.au

## ACKNOWLEDGMENTS

Sincere thanks the Wurrahiliba Management Committee and partners involved in supporting the summit, without whose backing and time the summit would not have been such a success.



**NORTHERN  
LAND COUNCIL**  
*Our Land, Our Sea, Our Life*



Disclaimer: Traditional Owners must be consulted prior to the use or reproduction of any intellectual property contained in this report.

Photos: Gus Burrows (Styledia)



## Appendix 11: Research Progress Report



# BUSINESS OPPORTUNITIES AND IMPEDIMENTS FOR ABORIGINAL COMMUNITY DEVELOPMENT IN SUPPORTIVE FISHING INDUSTRIES IN THE ROPER RIVER TO ROBINSON RIVER AREA OF THE NORTHERN TERRITORY

A Fisheries Research and Development Corporation  
research project (2016-201)

RESEARCH PROGRESS REPORT (July 2018)

**“Indigenous peoples have the right, without discrimination, to the improvement of their economic and social conditions, including, inter alia, in the areas of education, employment, vocational training and retraining, housing, sanitation, health and social security”**

Article 21, United Nations Declaration on the Rights of Indigenous Peoples

**“Indigenous peoples have the right to determine and develop priorities and strategies for exercising their right to development. In particular, indigenous peoples have the right to be actively involved in developing and determining health, housing and other economic and social programmes affecting them and, as far as possible, to administer such programmes through their own institutions.”**

Article 23, United Nations Declaration on the Rights of Indigenous Peoples

***Special thanks*** to all Yanyuwa Traditional Owners and stakeholders who have provided their time and effort in participating in the research; to the Wurrailiba Management Committee for their time and commitment to guiding the research; and to NLC and Mabunji staff members who have supported locally-based research.

***Disclaimer:*** This report has been prepared for the Wurrailiba Management Committee to inform members and Yanyuwa Traditional Owners of the research findings to date. This report is not for public dissemination. Circulation of any part or form of this report first requires the consent of the Wurrailiba Management Committee. The information and analysis contained in this report aims to uphold the known rights and interests of Traditional Owners, but it does not represent the views of all Traditional Owners nor does it negate consent processes required under the statutory responsibilities of the NLC.

## What is the research about?

This research project will work with Yanyuwa Traditional Owners to identify their rights, interests, and ideas around business and employment opportunities in sea Country-based industries such as marine-based tourism, fishing and fishing services, and the seafood industries across Sir Edward Pellew Islands and McArthur River area.

Under the guidance of the Wurrabiliba Management Committee (WMC), the research project aims to build a research community between the research team, Yanyuwa Traditional Owners and industry stakeholders to collaboratively research opportunities and impediments to Indigenous development in fisheries service industries on the Yanyuwa land and sea estate.

The aim of the research is learn about what Yanyuwa People want and need to build the partnerships they want to move forward with, engage and benefit from industry.

## What has happened so far?

The research project was first introduced to Yanyuwa Traditional Owners in August 2017, after which a Discussion Paper was presented to the WMC to better understand and endorse the way the research would be completed.

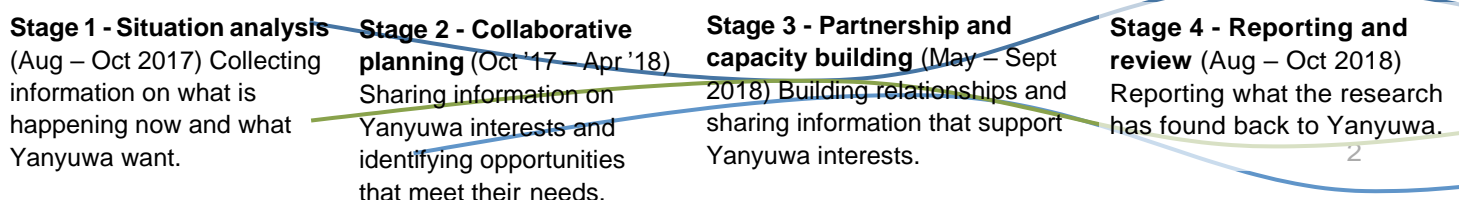
In March, a member of the research team returned to Borrooloola to work with Yanyuwa People to look at what exists, what is wanted and what is possible for businesses and employment across sea country. With support from *ngimarringki* (owners) and *jungkayi* (managers), the researcher worked together with individuals and families to assess historical and current contexts (what has happened in the past and what is happening now?); complete a skills, asset and capacity audit (look at what Yanyuwa People are equipped with?); and share information on Yanyuwa rights and interests (look at what Yanyuwa People want for the future?)

This progress report will deliver the findings collected so far to the WMC so that they can approve the use of information, provide guidance on how to communicate this information to the broader Yanyuwa community and other interested groups, and map out the next steps for the research.

From here, the research will continue to look into:

- What are the existing and alternative governance models to potential Yanyuwa development projects or enterprises?
- Who are the stakeholders that can support Yanyuwa interests and develop partnerships?
- How to develop relationships that respond to Yanyuwa interests?
- Where further information can be collected to build knowledge about business and employment opportunities?
- What are the slow moving and fast moving opportunities?

## Research project timeline





## Context

The local and regional contexts of Yanyuwa People provides the research with valuable insight to how natural resources have been used in the past and present to build economies and support livelihoods. For Yanyuwa, this includes -

- Continued cultural connections and use of Sea Country by Yanyuwa People for their livelihoods.
- Historical trade with Macassans from Indonesia (trepanng fishers trading goods in return for access to land/sea and resources).
- Past involvement in commercial fishing industries, oyster trials and turtle tourism.
- Li'Anthawirriyarra Sea Rangers looking after Sea Country.
- Youth engagement, connecting to culture and Country, through the Junior Ranger Program.
- Existing Yanyuwa management and business plans for economic development.
- Local Aboriginal Coastal Licence holders.
- Past small-scale, family run tourism businesses based around the islands.
- Local assets supporting local fisheries industries such as a barge, cold storage transport access Darwin markets, tourism services, and boat ramps.
- Aboriginal-owned land in close proximity to resources, including Jawuma (Black Rock) and (Batten Point) Lhuka.
- Established tourist service hubs, including King Ash Bay used by recreational fishers.
- Local Indigenous employment in most sectors of McArthur River Mine operations.

After the Blue Mud Bay decision, recognising Traditional Owners' exclusive ownership of Aboriginal land extending to the low water mark under the *Aboriginal Lands Right (Northern Territory) Act 1976*, many Traditional Owner groups began to explore different ways to benefit economically from the resources that existed on Aboriginal-owned land. Research has shown that there is clear interest, especially for coastal Indigenous people, to see increased economic opportunities in the fishing and seafood industry (such as wild harvest fishing enterprises, opportunities in the seafood supply chain in aquaculture, recreational fishing access, fishing tour operations, fisheries management, compliance, and research, development and extension services). Research over the years has also shown that some key themes for economic development opportunities for Traditional Owners include the sustainable management of fisheries; Traditional Owners involved in fisheries being supported through long-term training and mentoring by families and communities, and long-term engagement supported through larger, more financially secure organisations; building capacity in economic development through business models for fisheries assets, identifying commercial opportunities for Traditional Owners, supporting Traditional Owners involvement in resource management, training and mentoring, and developing Indigenous strategic business plans.

Fisheries across the Northern Territory have a total value (2015-2016) of \$59.4 million, including \$31.6 million for the finfish fishery and \$24.5 million for aquaculture. Indigenous people in the commercial fishing and seafood industry own less than 2% of licences and make up less than 3% of the industry. The common barriers to higher Indigenous participation in the fishing and seafood industry include restrictive licensing, the high costs of licences in closed fisheries and the need to use technologies and intensive fishing methods to generate sustainable returns. The opportunities for Yanyuwa People to benefit from the wild catch fisheries, aquaculture and fishing services industries will continue to be explored as part of this research project.

## Yanyuwa research

The Yanyuwa research community, Yanyuwa Traditional Owners participating in the research, have identified a range of interests for engaging and benefitting from sea Country-based industries. These interests are based on different levels of expertise, knowledge, skills and assets relating to industry participation. Fundamental to Yanyuwa interests is that,

- The governance (decision-making) framework supporting economic development needs to be Traditional Owner-driven;
- Opportunities in businesses and employment must also support the sustainable management of marine resources; and
- Economic development needs to engage young Yanyuwa People and support them being on Country and bringing back pride for young people.

**Yanyuwa aspirations** for businesses and employment across sea Country, as identified by the Yanyuwa research community, includes -

- Developing existing or new governance bodies to support Yanyuwa interests.
- Engagement in the local tourism industry, including small-scale tourism, developing Jawuma and Lhuka, and reinvigorating Maabayj Turtle Camp for tourism and families.
- Purchasing and exploring the use of Aboriginal Coastal Licences and commercial licences (such as for barramundi and mud crab).
- Accruing and building assets to support fishing industry engagement (such as boats, jetties, outstation infrastructure and other support for travel to the islands and access to markets).
- Training for all Yanyuwa People, especially for young people.
- Boundaries around islands to manage access by visitors.
- Programs to getting young people out to the islands.
- Investigation options and feasibility for aquaculture on Country (oyster, prawn, mud crab).
- Managing commercial and recreational fishing activities (monitoring to better control impacts).
- Employment through looking after Country (such as the ranger programs).
- Opportunities for crocodile farming.

**Challenges** to achieving Yanyuwa interests include -

- Section 19 (*ALRA 1976*) land use agreement process for commercial activities on Aboriginal-owned land and waters.
- Illegal activity by recreational and commercial fishing and tourism.
- Insufficient monitoring of mine impacts on cultural and natural resources.
- Information on the impacts of commercial crab fishers.
- A lack of awareness of cultural protocols.
- Visitors (such as commercial/recreational fishers) not communicating and notifying Yanyuwa People about activities on Country.
- Existing business plans need to be identified in the research.
- Effective decision-making through the WMC that supports cultural governance frameworks.
- Governance is a critical risk for any opportunity and needs to be developed in parallel with partnerships.
- Seasonal tourism limits work during the wet season.

- Li'Anthawirriyarra ranger work is limited to their capacities under existing contracts.
- Insufficient communications to Yanyuwa families.
- Understanding, planning and using Aboriginal Coastal Licences (ACLs) including having access to market, resources, information and business planning support.
- Outstations require further maintenance to be used for businesses.
- Accessing the right information about business planning, funding opportunities, business support etc.
- A lack of pathways programs for young people to support futures in sea country-based livelihoods.
- Support services (childcare, social issues etc.)
- Lack of assets to support small-scale tourism (such as boats).
- Unclear picture of commercial fishing licences being used across Sea Country
- Basic skills and training needed for employment.

**Opportunities** that respond to Yanyuwa interests include -

- Research to support existing business development plans.
- Governance support through Mabunji, Mawa and Rrumburriya Aboriginal Corporations.
- Research to identify funding opportunities for identified interests and projects.
- Build on the Yanyuwa IPA as an opportunity to identify and progress partnerships and rangers.
- Engagement in the management of Barranyi (North Island) National Park.
- Look-and-learn trips (Maningrida, ACLs; Warruwi, trepang ranching; prawn aquaculture and turtle camps).
- Support for business development and other programs (training, business planning etc.) from agencies such as PMC, Many Rivers and McArthur River Mine (Community Benefits Trust).
- Resource and service support from Mabunji.
- Purchase and use of commercial licences (such as barramundi and crab).
- Continued research into opportunities for aquaculture (prawns, crabs, oysters) and trepang ranching.
- Education and awareness on cultural protocols with visitors.
- Further training in compliance for monitoring and management of visitation and use of Sea Country.
- Programs on Country for young people.
- Ranger training and mentor programs.
- Improved communications between Yanyuwa and commercial and recreational fishers.
- Better understand of fishing and aquaculture opportunities.
- Governance support, training, capacity building through ORIC.

## Industry research

The Yanyuwa research community would now like to establish collaborative conversations with industry stakeholders in the fisheries services sector to consider their interests and capacity for collaborative projects as appropriate to their aspirations, current capacity and land and sea estate. It is expected that these conversations will provide the research project with the necessary information and momentum to move forward with appropriate organisations into brokering partnerships and scoping future projects in the area.

To support this, the research team has been conducting phone discussions with all identified stakeholders to support the engagement of industry in the collaborative investigation as co-researchers themselves to explore interests and capacities in establishing partnerships with Yanyuwa Traditional Owners. Discussions have explored, and will continue to explore, industry stakeholder current state of readiness as potential partners that seek to support, manage or develop commercial activities on Yanyuwa sea Country estate.

Identified stakeholders include local, regional and national Aboriginal representative organisations, industry representative organisations, government agencies and research institutions that have responsibilities, access and interests in marine resources existing on Aboriginal-owned land. These include -

**Yanyuwa Representative Organisations:** Mabunji Aboriginal Resource Indigenous Corporation and Li'Anthawirriyarra Sea Ranger Group; Northern Land Council

**Commonwealth Government:** Australian Fisheries Management Authority; Commonwealth Scientific and Industrial Research Organisation; Department of Agriculture and Water Resources; Fisheries Research and Development Corporation – Indigenous Reference Group

**Northern Territory Government:** Australian Maritime Safety Authority; NT Fisheries; Dept. of Primary Industry and Resources; Darwin Aquaculture Centre (DPIR); Dept. of Education (Vocational Education Training); NT Water Police; Dept. of Tourism and Culture; Primary Industries Training Advisory Council

**Industry Groups:** Amateur Fishermen's Assoc. of the Northern Territory; Northern Territory Seafood Council; Northern Territory Guided Fishing Industry Association; McArthur River Mine (Glencore).

**Research Institutes:** Charles Darwin University (various research institutes of CDU); Australian Institute of Marine Science

**Key findings** emerging from industry discussions include -

- There is interest from many stakeholders in collaborative work for mutually beneficial outcomes.
- Experience through research and other partnerships has shown that cultural frameworks need to be recognised as part of any collaborative work.
- Most industry engagement with Yanyuwa People occurs through formal meetings with the WMC, which has been beneficial in providing face-to-face meetings, updates and information sharing, and also some engagement with the Li'Anthawirriyarra Sea Rangers.
- Some stakeholders have experience working with other Traditional Owner groups, often through collaborative research work or membership on IPA committees.

- Stakeholder experience in good partnerships are based on transparency and all partners being up front about what they can support, deliver and commit to.
- Ongoing industry engagement in the local community will require strong support and stronger community relationships.
- Many stakeholders have limited resources for effective Traditional Owner engagement and relationship building.
- Individual commercial and recreational fishers will often use the resources and relationships built by their industry associations to support their own community engagement.
- The platform for continuing conversations on as part of the research need to take into account the needs and availability of stakeholders.
- There is a need for stronger local relationships with the Yanyuwa community, which will help stakeholders understand what Yanyuwa want and how to support this. Stakeholders find it challenging to know how to start and build these local relationships. A first point of contact in the local community would make sure that stakeholders are engaging with the right community members.

**Challenges** identified through stakeholder discussions include -

- Relationships are impeded by lack of knowing who to talk to and how Yanyuwa community wants industry to engage. There is currently little community level engagement by industry stakeholders, which has resulted in a lack of relationships and hesitancy to take initiatives to start conversations and seek information.
- In the Borroloola region, there is now a mud crab bait net closure area as a result of previous unsustainable bait net use. The current bait net closure area would also prohibit potential bait net use under ACLs, but there are other methods that can be used under the ACL.
- One of the biggest challenges, as observed by Yanyuwa support services, is the land use agreement process (S19 ILUAs) preventing Traditional Owners from having access and running businesses on Aboriginal land.
- There is a clear need for ongoing engagement and communications with industry to ensure people continue to be informed.
- Negative perceptions on recreational fishing in the area are seen as a barrier to building opportunities and relationships for economic development. There is also a lack of engagement between King Ash Bay users and Yanyuwa Traditional Owners, which is prohibiting opportunities in recreational fishing and fishing services sector.

Industry identified **opportunities** that can meet Yanyuwa interests include -

- Many communications products and information provided through projects/programs with Traditional Owner groups across the NT can be made available to any interested community, with possible opportunities to be engaged in such projects in the future. (This includes the NT Fisheries ACL mentor program.)
- NT Fisheries' mentor program could identify the Borroloola region as a future area for the program, with potential visits in the next six to 12 months, but this would depend on how the use of ACLs in the area progresses.

- AFANT has an annual grants program that supports infrastructure for recreational fishing services, and has recently supported for Traditional Owner groups along the Roper River to build infrastructure that supports their business services for recreational fishers.
- The WMC is currently the most used platform for engagement between Yanyuwa People and industry stakeholders, and has the potential to be used to strengthen discussions and information sharing on better understanding fishing industries and business opportunities.
- Monitoring recreational fishing effort has the potential to give people peace of mind on what is essentially a limited resource, and collaborations between fishers and rangers could provide a common ground. AFANT runs a fish-tagging program that could be integrated into local fishing competitions to begin to collect data on fishing impacts. This could be a relatively low cost program to begin monitoring local recreational fishing, but is also dependent on funding availability and whether it is a priority for both Yanyuwa and the recreational fishing industry.
- Indigenous Business Australia run workshops in Katherine and Darwin that provide training for all levels of business planning and management.
- Some industry stakeholders have identified interests in cultural training and awareness programs, or developing communications tools for industry (such as a code of conduct for commercial fishers).
- Borroloola has local representatives from government agencies and Aboriginal representative organisations that can serve as a conduit between Yanyuwa People, their needs and interests, and industry representatives. These people have build strong relationships with the Yanyuwa community and can provide industry stakeholders with culturally appropriate introductions.
- Research institutions have experience across the region working collaboratively with Traditional Owners to support their needs and interests, including CSIRO who is now developing an Indigenous Futures program that is looking at Indigenous-led research to meet national challenges.

## What happens next?

This research project is now at a stage where Yanyuwa People and industry stakeholders are starting conversations about what Yanyuwa People want and need to build the partnerships they want to move forward with, engage and benefit from industry.

Moving forward in the research, creating a local space for information sharing, discussions, and partnership scoping will support Yanyuwa People to address their rights and interest in economic development opportunities for Aboriginal-owned sea estate.

To achieve this the platform of a summit has been proposed, which will be a Yanyuwa-hosted series of presentations, talks and peer-to-peer meetings to support Yanyuwa seeking out the partnerships they identify to move forward with potential business and employment opportunities.

The summit is only one approach, with other options including look-and-learn trips for Yanyuwa to share and exchange information and experiences with other Traditional Owner groups in the region who have similar interests.

Following this, the research project will be evaluated by Yanyuwa Traditional Owners and findings will be communicated to identified audiences. How the research is reported and who it is reported to are considerations that the Yanyuwa research community need to make. Importantly, the Yanyuwa research community also need to consider how the research work can continue to benefit Yanyuwa People once the project is completed.

## Contacts

### Melanie Dulfer-Hyams

Research team coordinator  
0404 205 303 / m.dulferhyams@gmail.com

### Melissa Sinclair

Research team co-lead, Place-based  
Business Opportunities Researcher  
0457 000 727 / msinclair@georgo.com.au

### Horace Nona

Research team advisor, Indigenous  
Development & Fisheries Business

### NLC Sea Country Team

Research project governance  
08 8920 5100



## Appendix 1: About the research

In consultation with the Wurrailiba Management Committee (WMC), the NLC has received funding from the Fisheries Research and Development Corporation to support a research project that will look at *local community enterprise development in the fishing and seafood sectors*.

This research project will *work with Yanyuwa Traditional Owners* to identify their rights, interests, and ideas around local enterprise development and jobs in the marine-based tourism, fishing and fishing services, and the seafood industries. It will also identify for Traditional Owners consideration, *local economic opportunities in the area, local capability and future capacity development*, and the potential partners that may work with Indigenous groups to develop local business enterprises.

The research project will support Traditional Owners consider information around economic development opportunities and identify Traditional Owners priorities for local business enterprise development. It will also *support the WMC to build their capacity* to ensure community based planning approaches.

The research work will be *participatory*, meaning that Traditional Owners will be working alongside researchers and other stakeholders in looking at information gathered and identifying the priorities for local enterprise development.

### Project Objectives

1. Build the capacity of the Wurrailiba Management Committee to ensure community based planning approaches.
2. Network fishing industries, local Aboriginal Ranger programs, relevant agencies and other stakeholder interests to facilitate mapping of existing fishing activities and identify needs for services to those activities and any new opportunities.
3. Identify emerging areas – for examples, broadening environmental management to include economic development as provided through Rangers; tourism; and Aboriginal Coastal Licences.
4. Facilitate robust communication and relationship building among stakeholders.
5. Broker business partnerships, sharing of resources and funding opportunities.
6. Develop planning models that can be used in other regions.
7. Create a legacy product, in the form of a planning framework that the WMC can use as a guide or foundation toward progressing commercial ideas over the next 5-10 years.
8. Have one or two key business ideas project-ready, i.e. to source funding.
9. Establish measures and monitor success and needs in delivering a planning strategy.

### Project Outcomes

1. Informed understanding of the capacity of the region through action-based community participation in mapping ideas and potential interests, including skills and existing resources and local interests willing to participate.
2. Identification of sites/aspirations or priorities with potential to build around existing markets and draw on established capabilities (i.e. Rangers, cultural expertise and traditional knowledge, skilled labour, infrastructure) and strong biophysical attributes.
3. Brokered partnerships and investment opportunities for Aboriginal Land Owners with fishing sector interests, government and associated entities.
4. Reduced barriers and improved relationships, communication and networking among Aboriginal Land Owners, fishing and seafood sectors, governments and agencies.
5. Raised awareness of all participants.
6. Built capacity of Wurrailiba Management Committee in determining key areas to develop potential interest into a strategic plan for the next 10-15 years.



**Business opportunities and impediments for Aboriginal  
community development in supportive fishing industries  
in the Roper River to Robinson River**

**Discussion Paper  
for the  
Wurrahiliba Management Committee  
(October 2017)**

Prepared by Melanie Dulfer-Hyams, Melissa Sinclair and Horace Nona.

# Contents

Section 1 ) Background and introduction to the research

Section 2 ) Traditional Owner rights, interests and aspirations for economic development in the region.

Section 3 ) Research on economic opportunities in the Northern Territory's fisheries and seafood industry

Section 4 – What do you want from economic development in fisheries and seafood industry on Yanyuwa country and sea country?

Section 5 – Moving forward in the research

## References and resources

*This Discussion Paper has been developed as tool to introduce the research project, talk about background information, and show the research priorities that have already been identified by Yanyuwa Traditional Owners. It is a working document that will continue to be built on as research with Yanyuwa People develops.*

# SECTION 1 | BACKGROUND AND INTRODUCTION TO THE RESEARCH

This research project will work with Yanyuwa Traditional Owners to identify their rights, interests, and ideas around local enterprise development and jobs in the marine-based tourism, fishing and fishing services, and the seafood industries across Sir Edward Pellew Islands and McArthur River area .

It will also identify for Traditional Owners' consideration, local economic opportunities in the area, local capability and future capacity development, and the potential partners that may work with Indigenous groups to develop local business enterprises.



# McArthur River and Sir Edward Pellew Islands Area Fishing Access Agreement & the Wurrahaliba Management Committee (WMC)

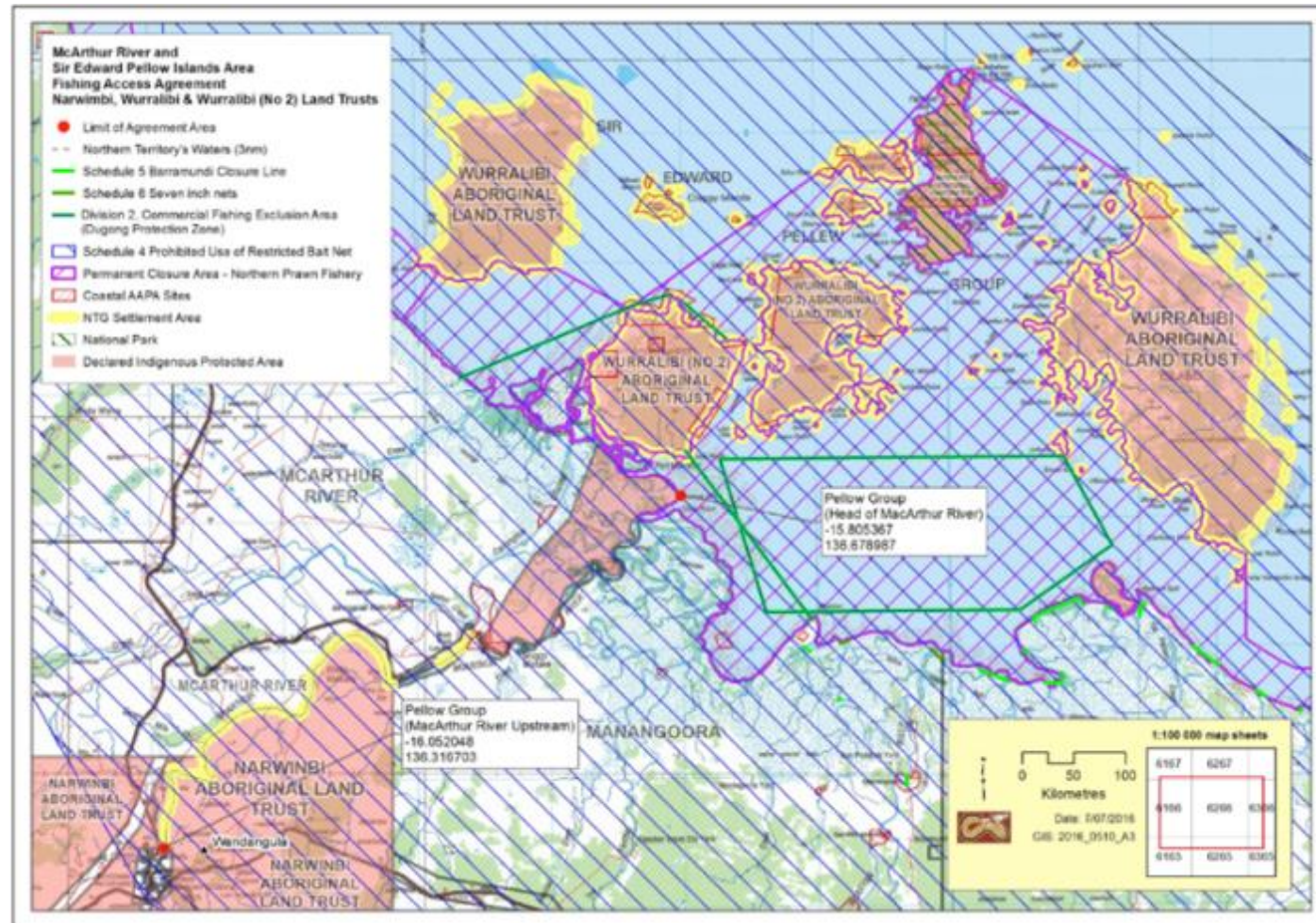
Narwinbi, Wurralibi and Wurralibi (no. 2) Aboriginal Land Trusts (ALT) entered a 20 year Agreement with the Northern Territory Government.

The Wurrahaliba Management Committee (WMC) is made up of Yanyuwa Traditional Owner clan groups, government, industry and other user groups.

The Fishing Access Agreement Area includes the Sir Edward Pellew Islands and McArthur River area in the Gulf of Carpentaria

The Fishing Access Agreement allows permit free fishing access to the intertidal areas of the Sir Edward Pellew Islands and McArthur River until 2032.

The WMC agreed to work on supporting Traditional Owner engagement and participation in regional economic development in commercial, recreation and tourism fishing sectors through jobs and enterprises.



# Native Title

Native Title also exists across Yanyuwa country, including the coastal areas of MacArthur River Pastoral Lease (DCD2015/008) and Manangoora Pastoral Lease (DCD2015/006)



***What is  
the research  
about?***

In consultation with the WMC, the NLC has received funding to support a research project that will look at ***local community enterprise development in the fishing and seafood sectors.***

This research project will ***work with Yanyuwa Traditional Owners*** to identify their rights, interests, and ideas around local enterprise development and jobs in the marine-based tourism, fishing and fishing services, and the seafood industries.

***Who is  
the research  
for?***

It will also identify for Traditional Owners consideration, ***local economic opportunities in the area, local capability and future capacity development,*** and the potential partners that may work with Indigenous groups to develop local business enterprises.

The research project will support Traditional Owners consider information around economic development opportunities and identify Traditional Owners priorities for local business enterprise development. It will also ***support the WMC to build their capacity*** to ensure community based planning approaches.

***How will it  
be done?***

The research work will be ***participatory***, meaning that Traditional Owners will be working alongside researchers and other stakeholders in looking at information gathered and identifying the priorities for local enterprise development.

# Project Stages

## 1. Situation analysis (August-October 2017)

- Information gathering and Communications Plan
- Current state of local economy and fisheries
- Key interests for landowners and user groups
- Local governance and management

## 2. Collaborative planning (October 2017-April 2018)

- Traditional Owner rights, interests, aspirations and capacity
- Local project champions to support research and build local knowledge
- Knowledge sharing and collaborative planning
- Local Indigenous Knowledge alongside industry knowledge

## 3. Partnership and capacity building (May-September 2018)

- Communications and building relationships with stakeholders

## 4. Reporting and review (August-October 2018)

- Project evaluation
- Final Report to Traditional Owners
- WMC Local Development Agenda
- WMC Collaborative Development Decision Making Framework

# Communications Plan

The communications plan outlines what is needed for the collaborative research approach to facilitate communications *within* the Yanyuwa research community, and inter) group communications *between* the Yanyuwa research community and industry and government actors and stakeholders, as appropriate to Yanyuwa determined research dialogue focus.

## **Primary research community:**

- As collaborative research, the communications plan will be managed by the research leaders, Yanyuwa Traditional Owners and the Wurrahiliba Management Committee.

## **Identified target audiences:**

- Yanyuwa Traditional Owners (Yanyuwa research community)
- Industry actors and stakeholders relevant to the research scope
- Indigenous people and organisations currently engaged in economic development programs in fisheries services

## **Key messages for the target audiences will address:**

- What is it you want to change?
- What do you want the target audience to know?
- What mechanisms exist for research team leaders and other research stakeholders to respond to the needs and challenges posed by Yanyuwa?
- What do you want them to feel – what perception do you want to create?
- What do you want them to do – what action do you want as a result? Do you want to change their attitude towards your area of research? Do you want to change the awareness of environmental hazards in the particular region? Do you want them to be motivated to take action or make a decision?



# Communication objectives

Communications Objective:

To establish clear communications throughout the research project between different members of the research community.

Communications objectives for identified target audiences include increasing awareness and dialogue in the following areas:

**Yanyuwa Traditional Owners**– Opportunities for economic development; dialogue with Yanyuwa identified industry and government actors appropriate to their aspirations; and dialogue between Yanyuwa and Indigenous organisations currently pursuing economic development opportunities to increase experiential knowledge sharing.

**Wurrahiliba Management Committee** Clan groups' identified aspirations, capacities and needs for economic development opportunities in the fisheries services sector; Yanyuwa governance and institutional arrangements needed to ensure that Yanyuwa are empowered to manage equitable agreements; communications between the primary research community that confirms appropriateness and provides guidance to the implementation of research methods and logistics requirements with Yanyuwa; and communications of meeting minutes and implementation of WMC resolutions to Committee members.

**Project Steering Committee**– Industry and government actors and stakeholders, policies and programs that are relevant to the research area; industry partnerships with Indigenous people progressing economic development and associated research that may be communicated with the research community; development and research funding opportunities relevant to opportunities for Yanyuwa capacity development and industry development; and industry networks relevant to Yanyuwa that may provide Yanyuwa with increased awareness of industry innovation and market trends.

**Industry and Government actors and stakeholders** – Knowledge sharing around capacity development and economic development opportunities and requirements for Yanyuwa and their land and sea estate; potential collaborators and partners in fisheries services economic development projects with Yanyuwa for projects on their land and sea estate; collaborative project scoping and partnership formation where identified as appropriate for Yanyuwa; and communications for governance and institutional arrangements and risk management awareness and advice to Yanyuwa Traditional Owners regarding land and sea estate management and economic development opportunities.

# Communications Timeline

Research will be delivered alongside a communications plan to make sure information is conveyed effectively to all Yanyuwa Traditional Owners and other actors, partners and stakeholders involved in the research.

By **May 2018**, through collaborative inquiry methodologies the Yanyuwa research community will have an increased awareness of fisheries services sector and economic development opportunities appropriate to Yanyuwa aspirations, current capacity and land and sea estate.

By **August 2018**, through collaborative inquiry methodologies Yanyuwa research community members will have reported back to the group(s) experiential learning activities that will be facilitated by the research leaders.

By **August 2018**, the Yanyuwa group(s) representatives will have identified potential fisheries services sector and associated sectors actors and stakeholders to commence consideration of potential for collaboration in developing fisheries services economic development in Yanyuwa land and sea estate.

By **early September 2018**, Yanyuwa group representatives will communicate their current position regarding future fisheries services collaborative programs and confirm whether there is a willingness to partner with identified sector actors and stakeholders on any specific future projects.

By **early October 2018**, Yanyuwa research community members will have established collaborative project scoping and partnership dialogue with relevant government and industry actors and stakeholders regarding opportunities and challenges to economic development in fisheries services on the Yanyuwa land and sea estate.

# Communications mix

Communications includes a mix of tools and spaces that will support identified objectives for all target audiences. They will be subject to agreements by participants, timing and funding constraints.

## **Yanyuwa Research Community:**

- Targeted workshops and events (including training and occasional lectures where possible)
- Clan)group collective inquiry meetings
- Print)based reporting documents from meetings, workshops and events
- Text alerts to mobile phones
- Facilitate Yanyuwa research reporting and knowledge sharing to online social media group
- Reformat social media content into research newsletter for distribution research community and research stakeholders
- Industry conferences
- Facilitate Indigenous peer-to-peer communications with other groups currently active in the sector
- Conference calls, telephone calls, emails etc
- Face-to-face meetings
- Yanyuwa youth targeted poster series for display at local school around fisheries futures and pathways to jobs (subject to school agreement and funding constraints)
- Yanyuwa Research Community Synthesis Report
- Journal articles
- Yanyuwa Research Community email newsletter

## **Industry and Government Actors and Stakeholders:**

- Meet and greet meetings between Yanyuwa research community representatives and industry and government actors and stakeholders (subject to Yanyuwa willingness)
- Research leader briefings to industry and government actors and stakeholders regarding:
- Current research project
- Opportunities for Indigenous capacity development and economic development in the sector
- Yanyuwa aspirations and challenges they face in developing capacity and sustainable livelihoods
- Yanyuwa research reporting newsletter
- Meeting notes
- Conference calls, telephone calls, emails etc

# SECTION 2 | TRADITIONAL OWNER RIGHTS, INTERESTS AND ASPIRATIONS FOR ECONOMIC DEVELOPMENT IN THE REGION

Traditional Owners have already identified a vision for the research to

*Build Traditional Owners to get walking and taking control – support young people and build one another.*

# Traditional Owner interests and aspirations

## **Traditional Owner driven organisation to support economic development**

- Strong governance framework that supports intergenerational planning and management
- Representation from all islands and families
- Jobs on islands and outstations
- TOs managing tourism enterprises, eg. turtle tourism and camping
- Develop investment and funding opportunities to start businesses
- Develop strategic planning for sustainable turtle tourism, develop infrastructure to support turtle tourism

## **Management of marine resources**

- Locally managed permit system
- Manage fishing activity (including Blackrock)
- Ranger roles in compliance/enforcement and fisheries inspector roles
- Marine monitoring
- Develop land ranger group
- Management of tourists to protect culturally important areas
- Mapping of sacred sites to reduce impacts from tourism est.
- Rangers need to be on islands to monitor and maintain sacred sites

## **Engage young people in country-based projects**



# Engaging Young People

Engaging Young People is a key aspiration identified by Traditional Owners for the research project.

- Community support for young people transitioning from school to jobs, training and careers for sea country.
- Document young peoples' ideas about their islands and strategies about pathways back to sea country.
- Aspirations for training, work experience and experiential learning for young people.
- Engage young people with Yanyuwa sea country through work experience or volunteer programs with the rangers.

# SECTION 3 | RESEARCH ON ECONOMIC OPPORTUNITIES IN THE NORTHERN TERRITORY'S FISHERIES AND SEAFOOD INDUSTRY

Background research and information to support Yanyuwa consideration of seafood and fisheries services and economic opportunities, including:

- Stakeholder rights and interests, fishing activity, fisheries sector needs and emerging opportunities;
- Statutory frameworks and institutions currently active in the associated fisheries and its management;
- Fisheries and other legislation intersecting with the research area; and
- Outline existing fisheries market and other relevant markets intersecting with the research area.

## Coming out of the Blue Mud Bay decision, key themes from research in economic opportunities in the NT fishing and seafood industry –

- Sustainable management of fisheries.
- Traditional Owners already involved in fisheries are supported through long term training and mentoring by families and communities, and engagement continues to be well supported through larger, more financially secure organisations.
- Building capacity in economic development through business models for fisheries assets, identifying commercial opportunities for TOs, supporting TO involvement in resource management, training and mentoring, and developing Indigenous strategic business plans.

### **11 Key Research, Development and Extension Principles (Shaping Indigenous Fishing and Aquaculture RD&E Forum, May 2011, Cairns)**

1. Seeks to enhance Aboriginal and Torres Strait Islander recognition
2. Resolves issues around access
3. Improves governance and provide pathways to better representation and management models
4. Provides resourcing options in a user friendly and culturally appropriate manner
5. Leads to improved capacity that empowers Aboriginal and Torres Strait Islanders
6. Leads to Agencies developing capacity to recognise and utilise Aboriginal and Torres Strait Islander expertise, processes and knowledge
7. Leads to recognition of customary rights and knowledge, including processes to incorporate Traditional Fishing Knowledge and Traditional Fisheries Management
8. Improves knowledge and awareness of impacts on the environment and traditional harvest
9. Provides management arrangements that lead to improved access, protection and incorporation of Traditional Fishing Knowledge and Traditional Fisheries Management input to processes
10. Leads to an increased value for Aboriginal and Torres Strait Islander (economic, social, cultural, trade, health, environmental)
11. Leads to benefit sharing



# NORTHERN TERRITORY: Fishing & Seafood Industry

NT Wild Catch Fisheries include the Aquarium, Barramundi, Coastal Line, Demersal, Finfish Trawl, Mud Crab, Offshore Net and Line, Spanish Mackerel, Timor Reef, and Trepang fisheries.

NT Aquaculture include Barramundi, Mud Crabs, Pearl Oysters and Prawns.

- **NT Fisheries Value:** \$54 million (\$33 million wild harvest; \$21 million aquaculture) in 2008
- **Cth Northern Prawn Fishery (NPF) Value:** \$70 million (significant volume come from waters adjacent to NT) in 2008
- **Indigenous people in the commercial fishing and seafood industry:**
  - Own less than 2% of the licenses
  - Make up less than 3% of the industry workforce
- **Barriers to Indigenous participation in fishing and seafood industry:**
  - More restrictive licensing
  - High license values in closed fisheries
  - Need to use high tech and intensive fishing methods to generate enough of a return to be able to pay of the commercial fishing license

## NORTHERN TERRITORY: Sector Development

At 2009, the following development licenses were provided to allow:

- Use of crab pots to harvest blue swimmer crabs
- Harvest of tropical rock lobster using scuba or hookah gear
- Harvest of jellyfish using scoop nets
- Harvest of squid and baioish using purse seine nets
- Use of longline and trotline fishing gear in the Dermersal Fishery

# NORTHERN TERRITORY: Customary Sector

**Customary Economy:** 30% of economic activity

**Market Sector:** 10% of economic activity

Customary sector works with market sector well in:

- Art and craft production
- Land and Sea Management Activities
- Carbon Credit Fire Abatement

## **Customary or Commercial Fishing?**

In NT the law defines customary fishing as being for subsistence or traditional purposes.

Commercial fishing is for economic gain.

Indigenous people have asserted their traditional commercial rights not just customary rights. Pathways for remote community groups need to be identified and may require changes to fisheries management.



# Indigenous Fishing & Seafood Economic Development

2010 C-AID clearly identified Indigenous desire to see increased economic opportunities in the fishing and seafood industry, especially for coastal Indigenous people.

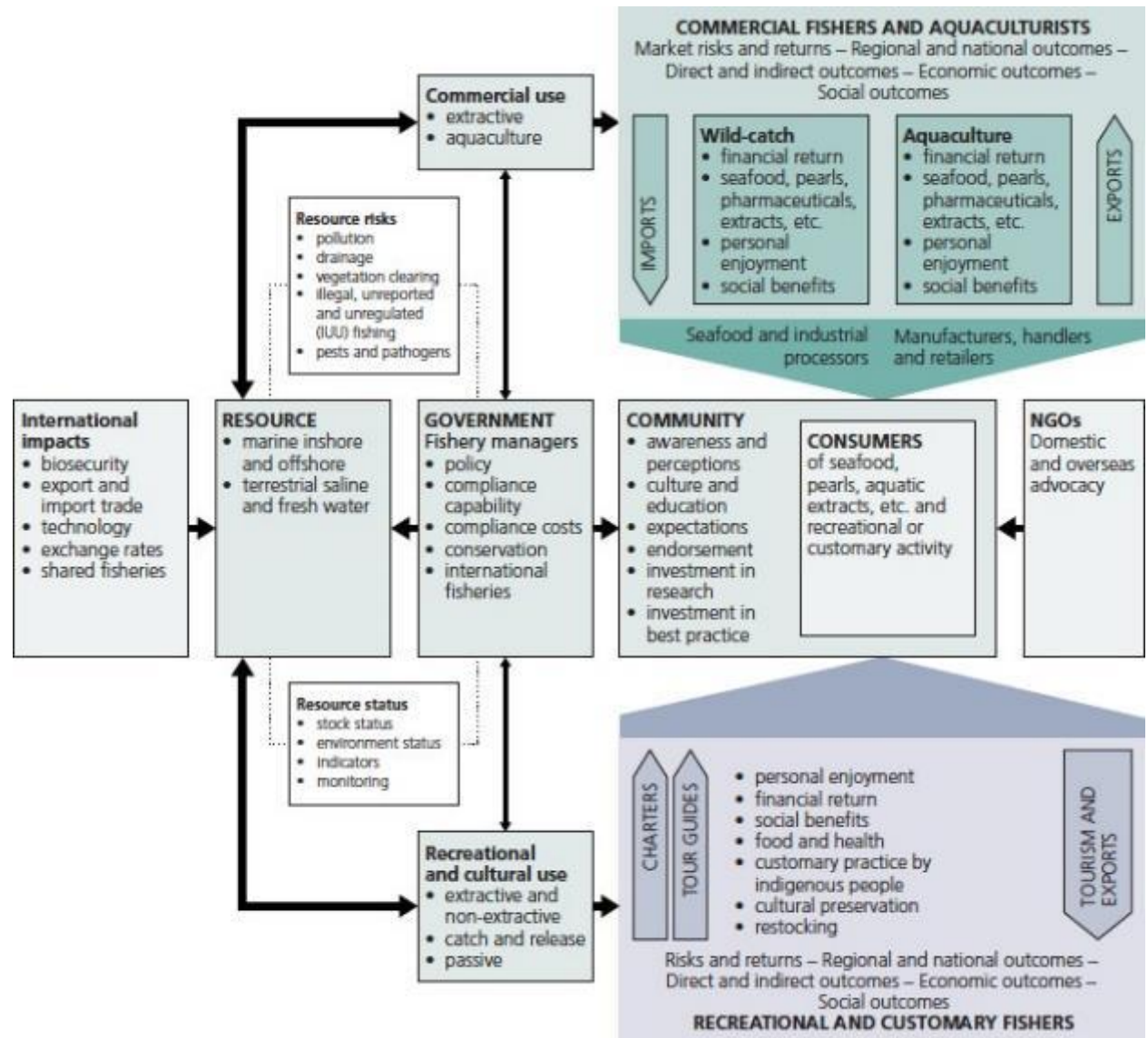
- Economic opportunities exist around establishing;
- Wild harvest fishing enterprises
- Opportunities in the seafood supply chain in aquaculture
- Recreational fishing access
- Fishing tour operations
- Fisheries management, compliance
- Research, development and extension services

*“Investment growth in aquaculture has been restrained recently after rapid growth in the late 1980s and the 1990s. Dominated by prawn and barramundi farming, aquaculture is the only industry sector with the capacity to significantly increase the state’s seafood production. Experience elsewhere indicates that aquaculture is an important opportunity for many regional centres.”*

Source: (Clark et al. 2009)

# Major components and relationships within Australia's fishing and aquaculture industry

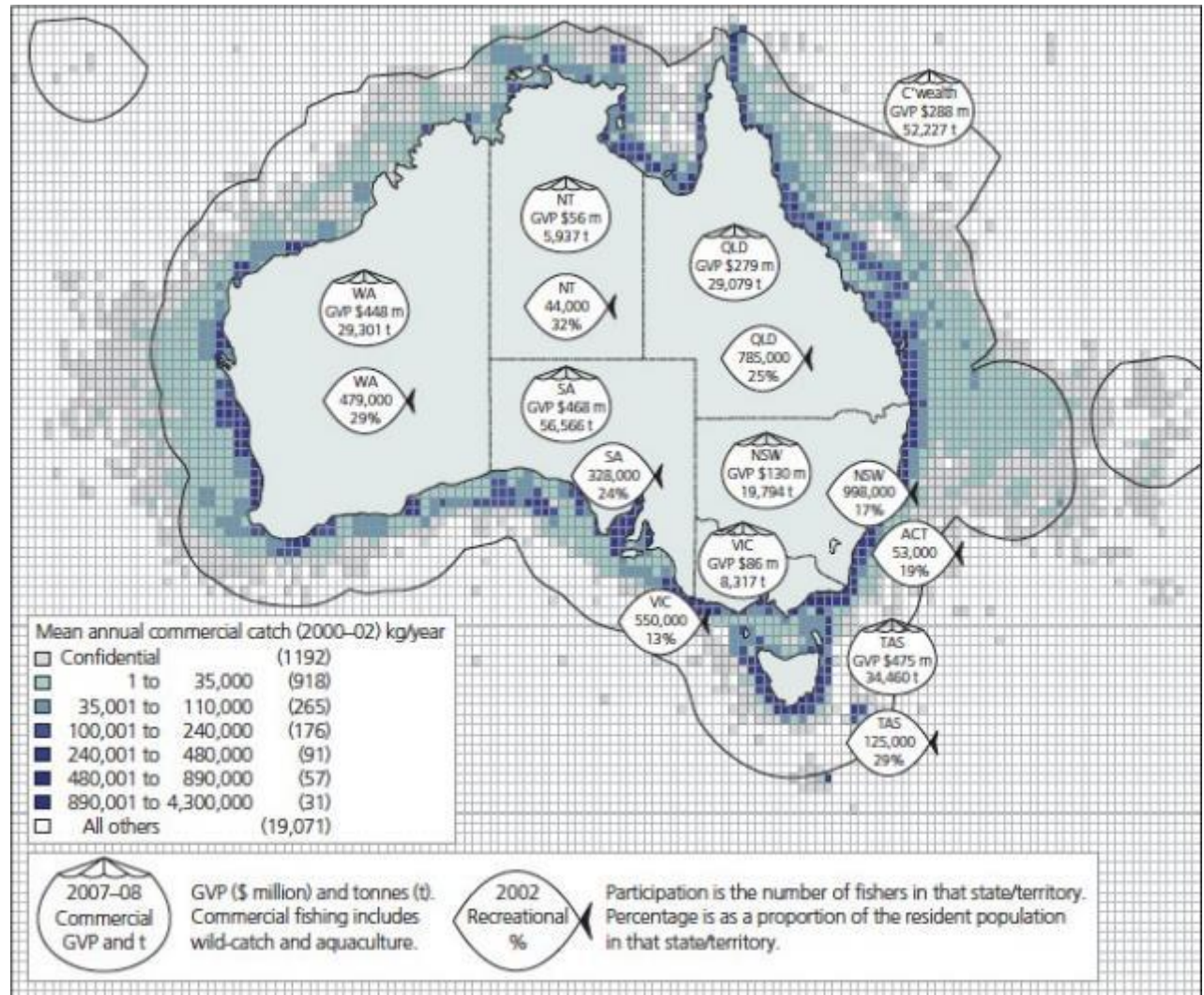
FRDC released the report, *Working Together: The National Fishing and Aquaculture RD&E Strategy 2010*, which provides oversight of the aquaculture and fisheries industry.





# Tonnage and value of commercial fishing and aquaculture: number of recreational fishers

As per FRDC Working Together Strategy 2010



# SECTION 4 | WHAT DO YOU WANT FROM ECONOMIC DEVELOPMENT IN FISHERIES AND SEAFOOD INDUSTRY ON YANYUWA COUNTRY AND SEA COUNTRY?

Exploring how Yanyuwa define successful economic development; outcomes from commercial activities; profit; creating place-based employment; place-based Indigenous enterprise establishment; reduce dependence on Government; build independence etc



# NORTHERN TERRITORY TREPANG RANCHING

Yagbani Aboriginal Corporation





YAGBANI ABORIGINAL  
CORPORATION  
SECOND HARVEST  
2017 Commercial harvest  
from 40ha ranch area

---

---

YAGBANI ABORIGINAL  
CORPORATION  
2016: 8000 juvenile trepang  
released in open sea next to  
ranch







Salil Ngawungirr harvesting trepang on South Goulburn Island (NT Department of Fisheries)

YAGBANI ABORIGINAL  
CORPORATION  
FIRST HARVEST  
2015 550kg of trepang  
commercially harvested  
from ranch area



YAGBANI ABORIGINAL  
CORPORATION  
2016 Baby Rock Oyster  
Commercial Trials

---

# Indigenous leaders wanted to establish economic opportunities

Indigenous leaders wanted to establish economic development for their people.

95% of Warruwi are Indigenous

In 2011, just less than half of the Warruwi Indigenous people were working in employed positions, and held the following non-school qualifications.

- Bachelor Level Degree
- Diploma
- Certificate II
- 27 Certificate III or above

(ABS, 2011 Census of Population and Housing)

Warruwi Indigenous people travel a lot to visit other family in the dry season and stay on country.



# Developing economic opportunities from small-scale aquaculture-based enterprise

YAGBANI ABORIGINAL CORPORATION  
Incorporated in 2011

Warruwi Indigenous people needed to be able to work with other organisations to develop economic opportunities in small-scale aquaculture based enterprise.

To do this, they established Yagbani Aboriginal Corporation in 2011 with members from the Warruwi Indigenous people. Yagbani provides the community with an umbrella organisation that they use to pursue a range of commercial ventures (not just the aquaculture).

Prior to the incorporation of Yagbani Aboriginal Corporation, the only incorporated organisation within the community able to receive and administer grants was the local Council.

## Partnership for Warruwi aquaculture enterprise development

AQUACULTURE SCIENCE RESEARCH PARTNER 1	AQUACULTURE LIVELIHOODS RESEARCH PARTNER	GOVERNMENT PARTNER
AQUACULTURE FACILITIES PARTNER	ABORIGINAL CORPORATION	AQUACULTURE INTERNATIONAL NGO PARTNER
AQUACULTURE SCIENCE RESEARCH PARTNER 2	LIVELIHOODS & DEVELOPMENT RESEARCH PARTNER	COMMERCIAL WILD HARVEST LICENCE HOLDER

Yagbani Aboriginal Corporation acted as the liaison point between Darwin-based researchers and individual community members. It also coordinates employment offered through the research and development programs and integrates these with government funded training and employment support program.

- Government Partner: Northern Territory Fisheries
- Aquaculture Science Research Partner 1: Northern Institute Charles Darwin University
- Aquaculture Science Research Partner 2: Australian Centre for International Agricultural Research
- Aquaculture Facilities Partner: Darwin Aquaculture Centre
- Aquaculture Livelihoods Research Partner: Research Institute for Environment and Livelihoods Charles Darwin University
- Aquaculture International NGO Partner: WorldFish Foundation
- Commercial Wild Harvest Licence Holder: Tasmanian Seafoods

# Sea ranching in other fisheries

*Sea ranching* is a culture-based fishery that focuses on increasing production in natural environment by controlling a part of the life history of certain species and transplanting or releasing their seed or fry to the open waters.

Culture-based fisheries use the natural environment and following by wild harvest.

Sea ranching has increasingly been used to enhance the fishery resources, replenishing natural stocks whose populations have declined through over)exploitation or environmental degradation or simply maximizing the productivity of a water body.

Types of culture-based fisheries include:

- Sea/ocean Ranching
- Coastal Lagoon Farming
- Stocking of inland waters
- Floodplain fisheries management

Northern Australia aquaculture species include:

- Barramundi
- Giant clams
- Ornamental plants and fish
- Pearly oysters
- Trepang (sea cucumbers)
- Black)lipped oysters
- Prawns
- Red claw
- Mud crab
- Cherabin
- Microalgal - spirulina



TORRES STRAIT ISLANDS  
Indigenous Fisheries





# TORRES STRAIT INDIGENOUS FISHERIES MANAGEMENT & COMMERCIAL FISHERS

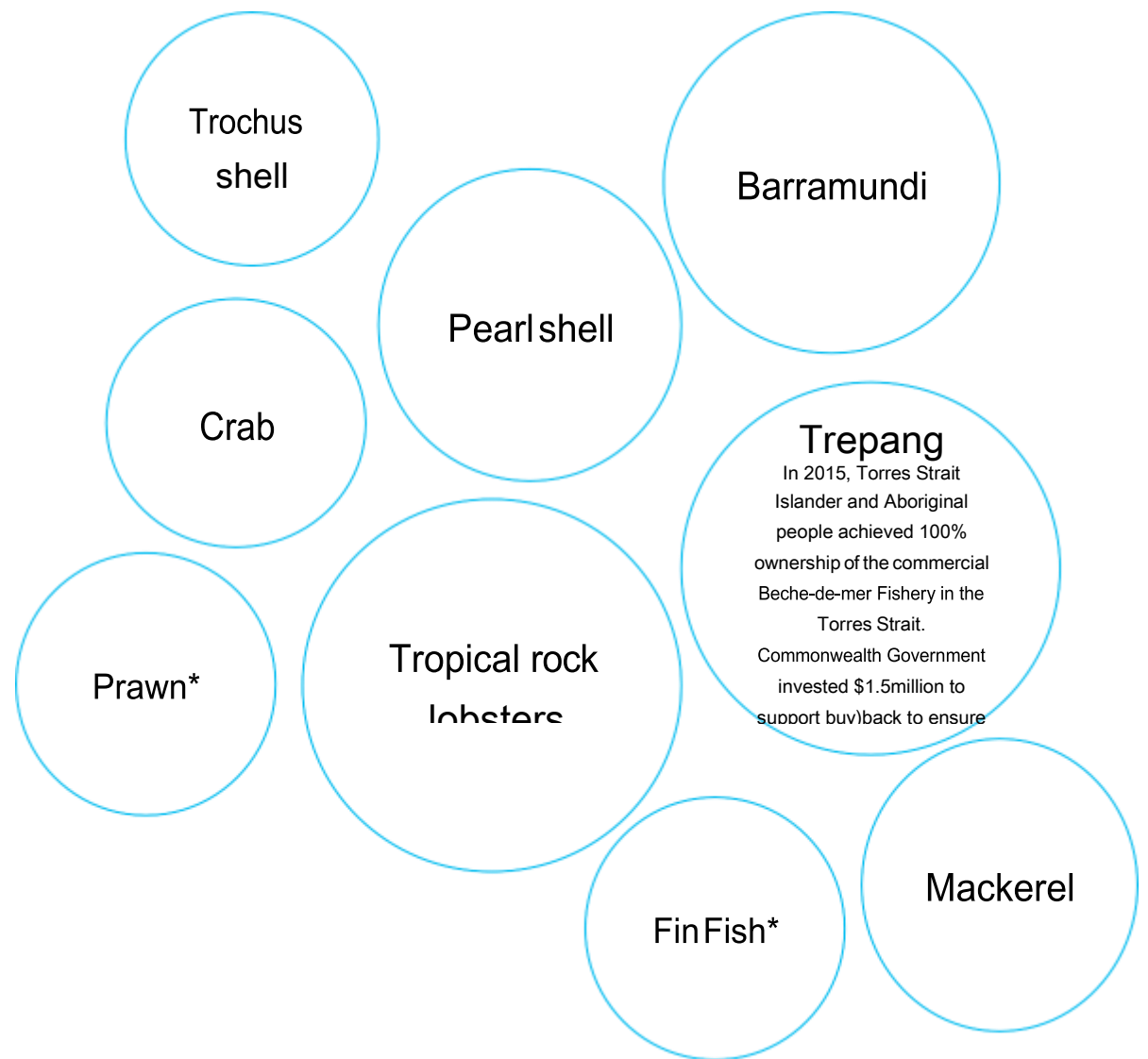
**1980s:** Commonwealth & Queensland Government recognised that Torres Strait Islanders have the rights to both participate in the management of fisheries, and to share in the economic benefits of commercial fishing in their region.

Now:

Commercial and traditional fisheries in the region are managed by the Protected Zone Joint Authority.

Management arrangements have led to improved health of fish stocks and many Torres Strait Islanders are participating in commercial fishing.

Most Torres Strait Island fishing enterprises are small scale and the majority of commercial fishers work part-time only.





## TROPICAL ROCK LOBSTERS

Combined with prawn and fin fisheries, valued at about \$35million per year. In 2010, 289 Traditional Inhabitants boat licenses with TRL entries were active and 13 non-Traditional Inhabitants were

licensed to fish in the fishery.

Kailis Seafood processing is the major buyer of Torres Strait Tropical Rock Lobsters

---

# CRAB FISHERY

Participation limited to Traditional Inhabitants so as to maximise their economic opportunities.

78 Traditional Inhabitant vessels are presently authorised to operate in the Crab Fishery as at 2010.



# Barriers and incentives to Indigenous Participation in Torres Strait Fisheries

It has been suggested that issues of Indigenous access to, and development of, commercial fisheries could be addressed by a development agency.

## **Licensing arrangements**

- Licensing arrangement such as *community fishing* where normal license requirements are waived
- Government support to buy out commercial licenses
- Commercial license reservations for Indigenous people
- Distribution of population and fisheries resources
- Indigenous population distribution through the area restrains fisheries access due to range of fisheries from population

## **Infrastructure requirements**

- Lack of distribution of infrastructure, particularly freezer units
- Skills requirements
- Infrastructure services such as freezer maintenance
- Seafood handling for market
- Processing seafood (eg. trepang)

## **Collateral and capital needs**

- Major financial commitment required to operate fisheries enterprise
- Most Indigenous entrepreneurs would not have adequate deposit to raise a loan



# Building capacity

- There has been investment in the Torres Strait to build marine safety and commercial qualifications for local Indigenous people.
- Marine Safety Education with Australian Maritime Safety Authority (AMSA)
- Certificates in Fishing Operations
- Traditional Fisheries licenses require Master Skippers license.



MAAYBAYJ  
TURTLE CAMP



# Li'Anthawirriyarra Sea Rangers

- Currently implement turtle camp with Traditional Owner families and visitors.
- Accommodation provided in luxury eco) tents.
- Cultural activities and Traditional Knowledge interdependence with science presentations.
- Opportunities for expansion, turtle camp grounds operated as tourism site, scientific base station.



# Fee for Service Marine Ranger Groups





# Expanding Fee for Service Opportunities

Currently Indigenous Rangers implement land and sea management activities including:

- Feral animal and weed control
- Biodiversity monitoring
- Threatened species protection
- Fire management (for carbon abatement)
- Coastal Rehabilitation
- Surveillance and biosecurity services
- Fisheries monitoring and management (compliance)



If Australia's Gulf region have experienced relatively little anthropogenic impact, they are considered the least impacted ecosystems in the world. Image: Norman Duke

# Locally Managed Permits and Compliance

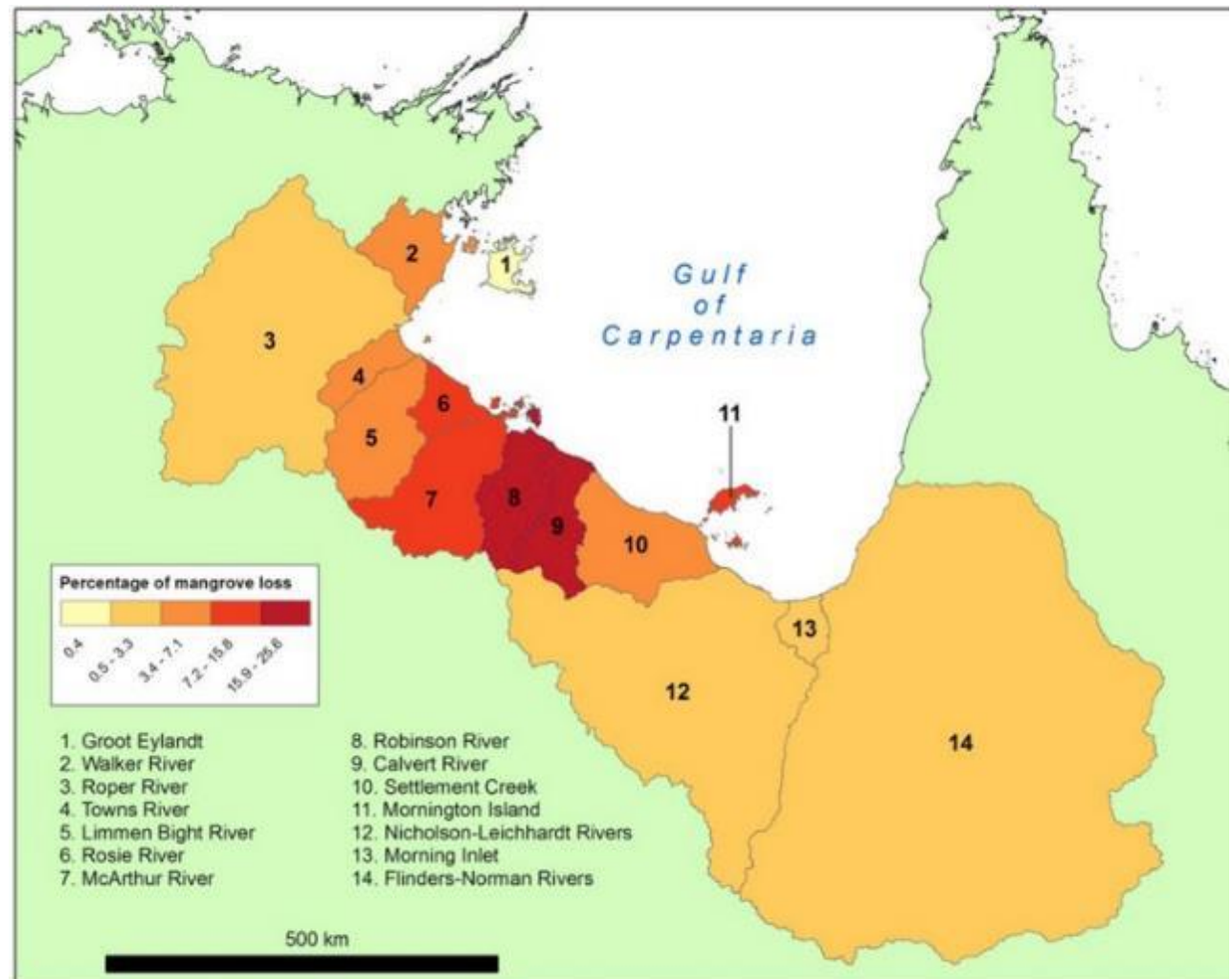
---

- Fisheries: Indigenous Sea Rangers have been training in Certificate II Fisheries Compliance (Seafood Industry) delivered by NT Fisheries, NT Water Police and Charles Darwin University. NTG legislation allows for Indigenous rangers as fisheries inspectors.
- Permit System for recreational fishers and tourism management: Indigenous Sea Rangers would require capacity development and recognised jurisdiction to implement tourist permit system and manage compliance. This is a stated aspiration of Yanyuwa. Other groups, such as Dhimurru, have built their Sea Ranger capacity. This is also reflected in Indigenous ranger groups monitoring and managing compliance within the Great Barrier Reef Marine Park.



# Mangrove Rehabilitation

The world's most crucial (climate)combating wetland ecosystems including mangroves, are known collectively as Blue Carbon sinks. Mangroves capture 1.39 tonnes of carbon dioxide per hectare per year. The UN is calling for targeted investments in sustainable management of coastal and marine ecosystems alongside rehabilitation and restoration of damaged and degraded ones. As the Gulf of Carpentaria suffered extensive mangrove die-back in 2015-16, rehabilitation opportunities for Indigenous rangers allows rangers to contribute to stewarding ecosystem services through activities that rehabilitate mangroves and may provide opportunities to expand Ranger activities to fee for service activities and payment for ecosystem services.





# Tourism Management Camp Grounds

Recreational fishermen are currently visiting and using key camp sites on Yanyuwa country. The management of tourism and campgrounds provide an opportunity for people to provide better management and services to tourism already in the area.

Straddie Camping is a joint venture between Indigenous Business Australia (IBA) and Quandamooka People of North Stradbroke.





## Tourism Management Remote Wilderness Camps

Other opportunities in tourism management for Yanyuwa is the higher value remote wilderness camping experience. This gives adventurous tourists with more money to spend exclusive experiences on Indigenous native title lands.

Bardi Jawi people own and run Kooljaman at Cape Leveque. They provide tourists with camping facilities, a variety of tours and restaurants and marine wildlife experiences.

Kooljaman offers a diverse range of nature based activities.

Kooljaman at Cape Leveque is a unique wilderness camp which is surrounded by a range of natural wonders. The amazing wildlife, the vast array of marine life and the stunning coastline, is a truly unique experience.

# Services that support sustainable benefits from fisheries development

Monitoring freshwater, estuarine and marine fish habitat quality.

Monitoring the effectiveness of commercial and recreational fishing gear, as well as catch and effort.

Ecological and social policy-related research into the cultural and economic values of Indigenous participation in fisheries.

Enterprise profitability are determined by:

- Water quality
- Volume and reliability
- Remoteness (transport costs, costs of attractive skilled labour)
- Laws and regulations
- Capital and operating costs
- Market
- Development costs of unproven production systems

Key economic development requirements:

- Access and exposure to markets, trends and risks
- Energy supply
- Skills and labour
- Capital needs and infrastructure

# SECTION 5 – MOVING FORWARD IN THE RESEARCH

Traditional Owners have directed that the research needs to talk with Elders for clan-based planning.

# Moving forward in the research

Traditional Owners have directed that the research needs to talk with Elders for clan) based planning.

## ***Participatory research with families (March 2018)***

- With support from *ngimarringki* and *jungkayi*, and local young champions, identify TO aspirations for economic development with Yanyuwa families.
- Skills and capacity audit
- Communications Plan (Discussion Paper, video, local champions)
- Talking with families
- Tech support and drone training?

## ***Partnership brokering and capacity building (May – Sept. 2018)***

- Identify opportunities, experiential learning, filming directions and responses to research, fact finding trip, summit
- Look and learn trip for young people
- Building capacity

## ***Synthesis***

- Synthesis of research
- Collaborative communication of research
- Potential Yanyuwa and industry summit
- Identified project ready opportunities
- Support for capacities in governance structure



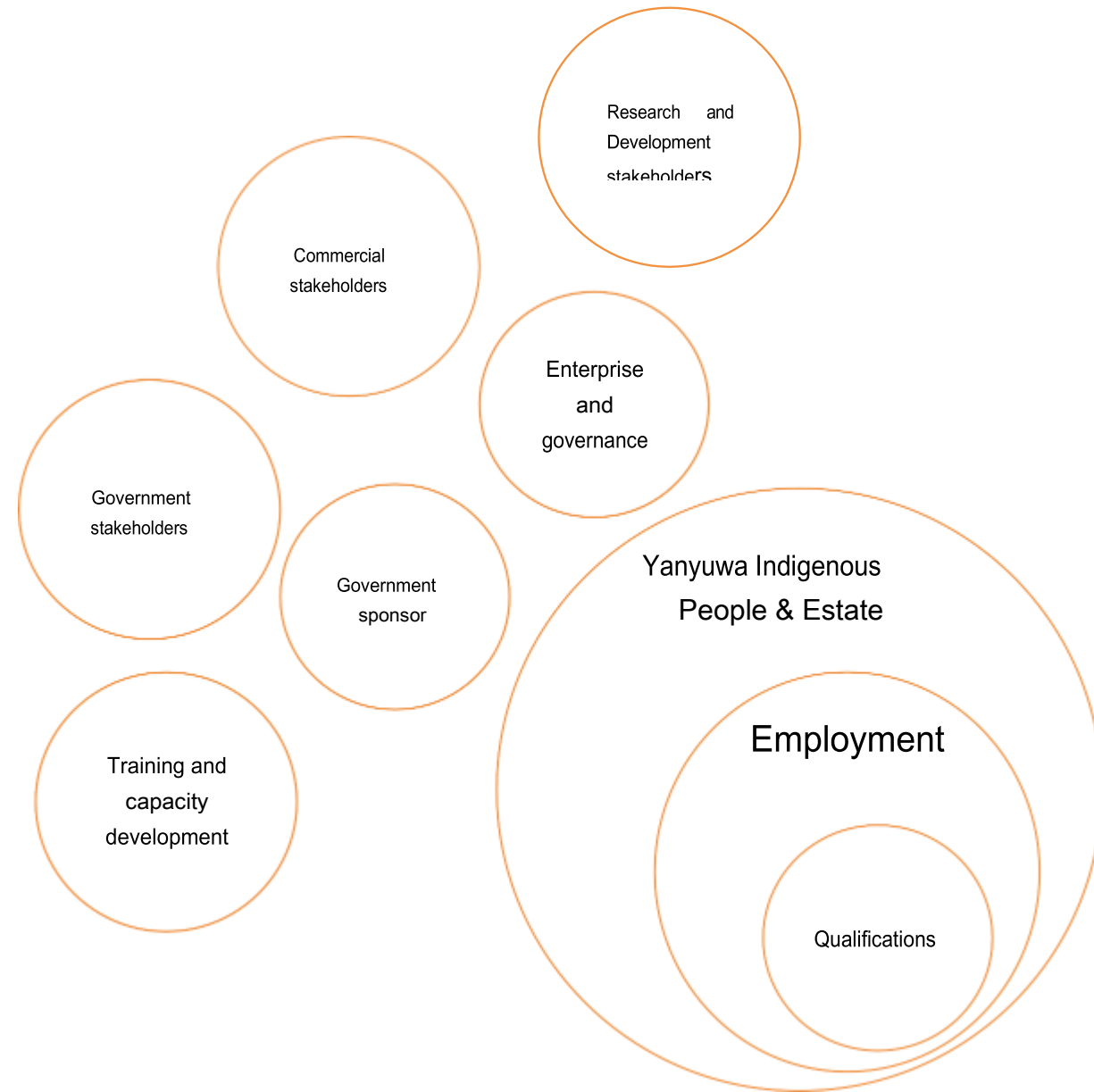
# Participatory Action Research with Yanyuwa into fisheries services economic development

Participatory action research by FRDC research team and Yanyuwa people will establish collective inquiry and understanding of:

Yanyuwa peoples current capacity and aspirations for economic development, appropriate governance and scalable goals relating to economic development.

Yanyuwa peoples understanding of the current state of fisheries and seafood industry and developing opportunities in this sector that intersect with Yanyuwa rights, interests and aspirations.

Yanyuwa peoples understanding of stakeholders in key areas of the sector and potential for collaborative partnerships into the future.



# Identified actors and stakeholders other than Yanyuwa Traditional Owners

The research project aims to establish clear communications throughout the research project between different members of the research community.

The research project, “Business opportunities and impediments for Aboriginal community development in supportive fishing industries in the Roper River to Robinson River” aims to establish a research community between research leaders, Yanyuwa Traditional Owners (TOs) and industry actors and stakeholders to collaboratively research opportunities and impediments to Indigenous development in fisheries service industries on the Yanyuwa land and sea estate.

necessary for the collaborative research approach to facilitate communications within the Yanyuwa research community and inter)group communications between the Yanyuwa research community and industry and government actors and stakeholders as appropriate to Yanyuwa determined research dialogue focus

Yanyuwa have amicable relationships with Northern Territory Government Fisheries Officers that have a long working relationship with Yanyuwa Li-Anthawirriyarra Rangers through Caring for Country programs.

## **Yanyuwa Representative Organisations:**

- Mabunji
- Li’Anthawirriyarra Sea Ranger Group
- Northern Land Council

## **Commonwealth Government:**

- Australian Bureau of Agriculture and Resource Economics (ABARES, Division of the Dept. of Agriculture and Water Resources)
- Australian Fisheries Management Authority (AFMA)
- Commonwealth Scientific and Industrial Research Organisation (CSIRO)
- Department of Agriculture, Fisheries and Forestry

## **Northern Territory Government:**

- Seafood Services Australia
- Australian Centre for International Agricultural Research
- Australian Maritime Safety Authority (AMSA)
- NT Fisheries
- Dept. of Primary Industry and Resources (DPIR)
- Darwin Aquaculture Centre (DPIR)
- Dept. of Education (Vocational Education Training)
- NT Water Police
- Dept. of Tourism and Culture

## **Industry Groups and Research Institutes:**

- Fisheries Research and Development Corporation
- Australian Institute of Marine Science (AIMS)
- Charles Darwin University
- Recfish Australia
- Amateur Fishermen’s Assoc. of the Northern Territory (AFANT)
- Northern Territory Seafood Council (NTSC)

# REFERENCES & RESOURCES

Yanyuwa Sea Country resources:

- Bradley, J. and Yanyuwa Families 2007. *Barni-Wardimantha Awara Yanuwa* Sea Country Plan. Mabunji Aboriginal Resource Association.
- Northern Territory Government. 2014. *Fishing the McArthur River and Sir Edward Pellew Islands*, NT Fisheries, July.

References:

Fisheries Research and Development Corporation and C)AID Consultants. 2011. *Shaping advice for Indigenous fishing and aquaculture RD&E within the National Strategy*, FRDC Project 2010/401.

Clark, E., Abel, N., Measham, T., Morison, J. and Rippin, L. 2009. Commercial fishing and aquaculture in Northern Australia, Chapter 9, *Northern Australia Land and Water Science Review 2009*, Commonwealth Department of Industry, Innovation and Science.

Fisheries Research and Development Corporation. 2010. *Working Together: the National Fishing and Aquaculture RD&E Strategy 2010*, April, ACT.

Gould, J. 2016. 'Caught in the \$des: The (re)development of a trepang (sea cucumber, *Holothuria scabra*) industry at Warruwi', *Northern Territory Review of Fish Biology and Fisheries*, 26:617)628.

For further information contact the research team:

Melanie Dulfer-Hyams Research Project Coordinator  
P. 0404 205 303  
E. m.dulferhyams@gmail.com

Melissa Sinclair  
Place-based Business Opportunities Researcher  
P. 0457 000 727  
E. melissa.sinclair@thegeorggroup.com.au