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Implementing native title Indigenous leadership in land and water livelihoods

Report of a workshop at the 2015 National Native Title Conference,
Port Douglas, Queensland

Rod Kennett, Tran Tran, Leah Talbot, Timothy Heffernan and Matthew Barton





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Barton

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Cover photo: Participants at the workshop 'Implementing native title: Indigenous leadership in land and water livelihoods', 18 June 2015, Port Douglas, Queensland. Photo: Timothy Heffernan, AIATSIS

The workshop convenors and participants acknowledge and thank the Kuku Yalanji people on whose land the workshop took place.

Aboriginal and Torres Islander people are advised this document may contain images of and references to people who have passed away.

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Introduction

Through native title and other mechanisms, Aboriginal and Torres Strait Islander peoples are again becoming custodians of their traditional land and water estates. A common aspiration for Indigenous peoples in regaining rights, access and title to country is to create livelihoods and prosperous, resilient communities based on the use of their natural and cultural resources. However, much of the Indigenous estate is in regional and remote areas where conventional employment and economic opportunities are limited. Accordingly, developing successful livelihoods on Indigenous lands and seas requires innovative thinking that combines traditional and contemporary skills and knowledge.

At the 2015 National Native Title Conference, several Indigenous communities from around Australia were invited to talk about how they are implementing their rights and interests following the restitution of their land and sea territories via, for example, collaborative management, native title and other land rights legislation. The workshop used the 'world café' approach, with the various presenters distributed at 'speaker stations' around the room. While this approach allowed for small groups to interact with the speakers, who showcased practical examples of Indigenous leadership in the development of their traditional estates, recording each speaker proved to be difficult as presentations comprised of repeated speed talks. This report is therefore based on the concluding session of the workshop where participants were asked to reflect on four key questions:

- What were the opportunities that each initiative presented?
- What were the perceived challenges or complexities of each initiative?
- Why do you think the initiative was successful?
- How useful would each initiative be for other Indigenous communities?



Leah Talbot introduces the 'world café' discussions. Photo: Petina Pert.

A note on the participants and presenters

The workshop was convened by Dr Rod Kennett and Dr Tran Tran, from the AIATSIS Centre for Land and Water Research, and Leah Talbot, of the Commonwealth Scientific and Industrial Research Organisation (CSIRO). It was facilitated with the assistance of Kado Muir, Timothy Heffernan, Pauline McGuire, Dr Pethie Lyons and Dr Petina Pert. The presenters and topics were:

- Leonard Bowaynu and Warrick Angus from the Crocodile Islands Rangers program on community-based commercial fishing
- Rowan Foley from the Aboriginal Carbon Fund on Aboriginal carbon farming
- Maritza Roberts and Pollyanne Ponto, from the Yugul Mangi Rangers, and Emilie Ens, from Macquarie University, on mapping Ngukurr knowledge
- Dean Mathews, of the Nyamba Buru Yawuru, and Bruce Doran, from the Australian National University, on Indigenous protected areas (IPAs) and multi-tenure land management
- Gavin Singleton from the Dawul Wuru Aboriginal Corporation on Indigenous enterprise development
- Gail Reynolds-Adamson and Annie Dabb from the Esperance Tjaltjraak Native Title Aboriginal Corporation on Indigenous land use agreements (ILUAs) and land management
- Rachel Amini-Yanner, Murrandoo Yanner, Paul Richardson and Terrence Taylor from the Carpentaria Land Council on transitioning from rangers to country guides
- John Tregaea from AIATSIS on the use of apps to record and share knowledge.

The more than 50 workshop participants included members of native title representative bodies (NTRBs) and native title service providers (NTSPs), Indigenous land managers from around Australia, members of the academic community and industry representatives. Appendix 1 includes the workshop agenda and Appendix 2 has a complete list of workshop presenters, facilitators and participants.

Opening and welcome

Presented by Rod Kennett

Indigenous land and water livelihoods have been identified by AIATSIS as an important research area. Their diversity and dynamism are underpinned by growing ownership and contemporary management by Aboriginal and Torres Strait Islander peoples, and exemplified by major successes such as ranger programs, which seek to care for country and promote natural and cultural renewal. As a result, AIATSIS has sought to develop greater engagement with, and gain a deeper understanding of, Indigenous land and water livelihoods around Australia through research and other initiatives. To this end, AIATSIS aims to:

- increase the profile of land and water livelihoods at future National Native Title Conferences
- discuss and promote land and water management initiatives at future National Native Title Conferences as a major motivator for pursuing native title in order to own and manage country
- align future research outputs with the needs of Indigenous communities and their aspirations to support land and water livelihoods.

Although native title is extremely important to Aboriginal and Torres Strait Islander groups' success in regaining ownership and control over land and sea territories, it is acknowledged that this avenue is not accessible for all groups and some groups have regained land and sea areas through other negotiated means. The point remains, however, that Indigenous communities' motivations for regaining their traditional land and water estates, and their aspirations to manage and renew these areas, are integral to future research and successful policy development in Australia.

Report from the 2014 National Native Title Conference

At the 2014 National Native Title Conference, co-hosted by NTSCorp and AIATSIS in Coffs Harbour, New South Wales, a workshop was held in response to the significant expansion of Indigenous land and sea management (ILSM) initiatives over the last decade and ongoing demands from Aboriginal and Torres Strait Islander peoples. The workshop, which complemented the conference theme 'Living with native title: from the bush to the sea', explored emerging issues in the practice and development of ILSM and identified research priorities to support ILSM.

A summary of the workshop proceedings was circulated to participants for input, followed by the production of a [final report](#).¹ The final report has been used to inform the development of AIATSIS' research priorities and has contributed to internal projects and external funding proposals. Two key areas identified in the 2014 workshop report are the basis for two new research projects on Indigenous fisheries and an ILSM 'annual report card' (see Appendices 3–6).

The way forward

AIATSIS will work on these research projects over the coming 12 months and report on their progress to traditional owners, academics and industry partners at the 2016 National Native Title Conference. This will enable further discussion of the opportunities, challenges and trends that are emerging from Aboriginal and Torres Strait Islander peoples' continuous connection to and management of their country. The broad approach undertaken by AIATSIS is to acknowledge the fundamental differences surrounding the management of land and water estates while gaining a better understanding of how traditional knowledge and industry innovation can be integrated to manage Australia's natural and cultural landscapes.

¹ D Smyth, R Kennett, T Tran, A Prince-Pike & M Dulfer-Hyams, *Emerging Issues in Land and Sea Management: a workshop to map current and future research and resource needs*, Australian Institute of Aboriginal and Torres Strait Islander Studies, Canberra, August 2014.

Speaker station 1: community-based commercial fishing

Leonard Bowaynu and Warrick Angus, [Crocodile Islands Rangers](#)



Warrick Angus and Leonard Bowaynu share their experiences with participants. Photo: Petina Pert.

The long and continued connection many Indigenous communities have with freshwater, saltwater and bitter-water areas around Australia mean they hold crucial customary knowledge of marine plants and animals and fishing practices, as well as possessing knowledge on how to benefit from and conserve maritime areas.² However, state and territory legislation and policy frameworks that recognise recreational and commercial fishing activity, but fail to acknowledge cultural fishing practices, limit Indigenous peoples' participation in fisheries and fisheries management. Leonard Bowaynu and Warrick Angus from the Crocodile Islands Rangers, located in north-east Arnhem Land, shared their experience of working alongside recreational and commercial fishers and combining traditional and contemporary management approaches to build robust fisheries in northern Australia.

Developing commercial fishing activities in Arnhem Land has provided the Crocodile Islands Rangers with certain opportunities, including paid employment,

² VA Marshall, 'A web of Aboriginal water rights: examining the competing Aboriginal claim for water property rights and interests in Australia', PhD thesis, Macquarie University, 2014.

contemporary knowledge on fisheries management, and the ability to provide government and other stakeholders with customary information on fish stocks.

The successes associated with commercial fishing ventures include:

- using Indigenous and non-Indigenous systems of knowledge to successfully manage terrestrial and marine areas, not to mention industry and research agendas
- establishing viable livelihoods on country, because the expertise of the Crocodile Islands Rangers enables them to engage with other stakeholder groups.

The challenges associated with commercial fishing ventures include:

- involving all members of the community in retaining knowledge, fostering ties with other stakeholder groups, and embarking on commercial ventures
- having to service and maintain equipment in an area where there are few qualified tradespeople to call on, which has the potential to impede the capacity for commercial fishing
- designing culturally appropriate and economically viable licensing schemes that enable community members to collect fish stocks sustainably and supply them to the marketplace for sale.

Participants found Warrick and Leonard's experience of working with recreational and commercial fishers informative and reflected that it provided them with insight into how best to forge relationships and working partnerships with government and other stakeholders.

Speaker station 2: Aboriginal carbon farming

Rowan Foley, [Aboriginal Carbon Fund](#)



Rowan Foley (seated centre left) discusses Indigenous leadership in carbon farming with participants. Photo: Petina Pert

Indigenous peoples' traditional use and knowledge of fire to maintain country and regenerate natural and cultural resources has been well documented, especially throughout Australia, where it is used to prevent large wildfires.³ The effect of such wildfires on the environment has also been investigated to understand how the increased release of carbon into the atmosphere significantly impacts Australia's climate and biosecurity.⁴

Rowan Foley from the Aboriginal Carbon Fund (ABF) in Alice Springs spoke at the workshop about Indigenous leadership in carbon farming and other agribusiness projects. Rowan demonstrated how Indigenous groups, through their traditional knowledge and desire to care for country, are using opportunities made available through federally funded [carbon abatement schemes](#) designed to mitigate the effects of wildfires on the environment and promote general awareness of their severity. For

³ See, for example, J Russell-Smith, PJ Whitehead & P Cooke (eds), *Culture, ecology, and fire management in north Australian savannas: Rekindling the Wurruk tradition*, CSIRO Publishing, Melbourne, 2009.

⁴ See, for example, J Russell-Smith, CP Yates, PJ Whitehead, R Smith, R Craig, GE Allan, R Thackway, I Frakes, S Cridland, MCP Meyer & AM Gill, 'Bushfires "down under": patterns and implications of contemporary Australian landscape burning', *International Journal of Wildland Fire*, vol. 16, no. 4, 2007, pp. 361-377.

instance, by encouraging communities to conduct burning-off earlier in the dry season, the ACF aims to reduce the amount of emissions released through larger wildfires that are typical later in the dry season.⁵ In turn, Australian businesses are able to trade or purchase carbon credits generated through such initiatives to lessen their impact on environmental change and gain carbon neutral status.

The involvement of Indigenous communities in carbon farming has provided economic and conservation opportunities that include:

- increasing public awareness that Indigenous peoples are leaders in land management
- promoting sustainable environmental practices around Australia
- establishing partnership with companies and corporate bodies to achieve carbon neutral status.

The challenges associated with carbon farming include:

- maintaining significant ongoing commitments to carbon farming initiatives and sustaining long-term relationships with companies
- effective networking between traditional owners, companies and corporate bodies to discuss the mutual benefits of partnerships and to foster and develop connections in the pursuit of carbon neutrality.

The successes associated with carbon farming include:

- building sustainable, carbon neutral areas around Australia that allow for flexibility regarding ongoing and future emissions
- engaging companies on a voluntary basis to pursue carbon neutral status despite recent shifts in policy on climate change and renewable energies.⁶

Participants reflected that the initiatives being undertaken by the Aboriginal Carbon Fund could provide to other Indigenous communities:

- best practice examples of how to promote sustainable land management while simultaneously engaging the corporate sector
- possible partnerships to guide Indigenous communities on initiatives designed to promote viable economic processes to manage land sustainably.

⁵ Aboriginal Carbon Fund, Aboriginal Carbon Fund projects, 'Savannah burning', website, accessed 1 July 2015, available from <http://aboriginalcarbonfund.com.au/savanna-burning/>.

⁶ The Carbon Farming Initiative, geared towards assisting farmers and land managers to generate carbon credits, was replaced in 2014 by the Emissions Reduction Fund, which has sought to engage the wider-Australian economy to reduce greenhouse emissions more broadly.

Speaker Station 3: mapping Ngukurr knowledge

Maritza Roberts and Pollyanne Ponto from the [Yugul Mangi](#) rangers and Emilie Ens from Macquarie University, Sydney



Pollyanne Ponto, Maritza Roberts and Emilie Ens discuss the use of 'two-way learning'. Photo: Petina Pert.

The Yugul Mangi ranger program, established in the early 2000s, comprises men and women from different clan groups based in Ngukurr in southern Arnhem Land. These men and women engage in feral animal, weed and fire management practices across their traditional land and sea territories, as well as fee-for-service work with other local stakeholder groups who have vested interests in the lands and waters of southern Arnhem Land.⁷ As emerging cultural leaders in their communities, Indigenous rangers around Australia are establishing themselves as land and sea managers and working to defend their native title rights, title and interests by undertaking practices of natural and cultural renewal.

The [Atlas of Living Australia](#) (ALA) has begun working with the Yugul Mangi rangers to compile information on their efforts to care for country and to map seldom recorded plant and animal species. To do this, ALA is promoting the use of traditional and contemporary Indigenous and non-Indigenous management practices, tools and frameworks to provide a comprehensive account of natural and cultural resources found locally in the area. The use of such 'two-way' knowledge

⁷ CAEPR, *Yugul Mangi land and sea management corporation*, Centre for Aboriginal Economic Policy Research, Australian National University, 2011.

has been identified in the last decade as a best practice approach to exploring and recording the natural and cultural diversity of Australia.⁸

ALA is using the data gathered to identify endemic and non-endemic flora and fauna, some of which has never been encountered by western scientists, and to produce maps and publish community books and guides that detail the natural and cultural character of the area. It is hoped these resources will assist the Yugul Mangi rangers to safeguard their native title rights, title and interest and support future pursuits to care for country.⁹ Compilations of local plant and animal species, for example, are invaluable when highlighting the natural and cultural significance of an area prior to its designation as an IPA, or when negotiating ILUAs with external stakeholder groups.

Engagement with ALA has also given rise to a number of opportunities for the Yugul Mangi rangers. These include:

- enabling rangers and other traditional owners to spend time on country and providing an opportunity to educate youth on local biodiversity
- enabling rangers to collect and disseminate knowledge through books about local flora and fauna
- strengthening partnerships between themselves and the Northern Land Council, the ALA, the Centre for Biodiversity Analysis (an Australian National University – CSIRO collaboration) and Macquarie University.

The challenges associated with mapping Ngukurr knowledge include:

- the functionality and maintenance of the ALA project platform and information technology infrastructure, especially due to the remoteness of Ngukurr
- the number of rangers needed to successfully map the region.

The successes associated with mapping Ngukurr knowledge include:

- two-way learning enhancing the knowledge of both the Yugul Mangi rangers and their collaborators
- the community's understanding of the necessity of mapping and recording knowledge to develop a store of local and traditional information.

⁸ E Ens, 'Conducting two-way ecological research', in JC Altman & S Kerins (eds), *People on country, vital landscapes, Indigenous futures*, The Federation Press, Sydney, 2012, pp. 45-64.

⁹ Atlas of living Australia, 'Learning by doing: The Yugul Mangi Rangers and ecologists conduct two-way biodiversity research in remote Arnhem Land with ALA support' webpage, <http://www.ala.org.au/about-the-atlas/case-studies/test-case-study/>, accessed 1 July 2015.

Participants reflected that the Yugul Mangi rangers' experience of mapping their knowledge with the assistance of the ALA could provide other Indigenous communities the opportunity to:

- move casually employed rangers to full-time work and provide them with additional knowledge, skills and equipment
- engage with government, research and industry partners to map and record the natural and cultural character of country
- form greater connections with their homelands and become familiar with information technologies used to collect and update information on native flora and fauna
- gather information to be published in books or websites such as the ALA.

Speaker station 4: Yawuru Indigenous protected area multi-tenure land management

Dean Mathews from [Nyamba Buru Yawuru](#) and Bruce Doran from the Australian National University, Canberra



Bruce Doran (left) and Dean Mathews explain the use of GIS to manage country. Photo: Petina Pert.

The Yawuru IPA includes the traditional land and sea territories surrounding Roebuck Plains Station and Kunin and Kennedy Hill. Traditional owners voluntarily established the Yawuru IPA over these areas and they now form part of the national reserve system of Australia.¹⁰ 69 IPAs have been established on the Australian continent at the time of writing this report, and this number continues to rise as Indigenous communities reclaim their traditional land and sea areas. IPAs assist Indigenous groups to safeguard their native title rights and interests and provide them with more leverage when dealing with external stakeholder groups. Indigenous communities are charged with managing and administering the use, access and sustainability of the lands and seas included in the IPA. This enables them to establish permit systems and zonage to mediate how visitors use and access areas where native title has been recognised. Zones typically include areas for recreational

¹⁰ For more information on IPAs see Department of Environment, Indigenous Australians caring for country, 'Indigenous protected areas' webpage, <https://www.environment.gov.au/indigenous/ipa/index.html>, accessed 15 July 2015; For more information on the issues and challenges surrounding the inclusion of water and sea areas of the Indigenous estate into the national reserve system, see D Smyth, 'Just add water? taking Indigenous protected areas into sea country', in D Smyth & G Ward (eds), *Indigenous Governance and Management of Protected Areas in Australia*, E-book published by the Australian Institute of Aboriginal and Torres Strait Islander Studies, 2009, pp. 95-110.

activities, hunting and fishing, mining and mineral exploration, research, commercial development, and areas of cultural and environmental significance.

Depending on whether native title is recognised exclusively or non-exclusively, Indigenous communities must still contend with external stakeholder groups, such as mining and pastoral activity, and the invocation of future acts due to multi-tenured and competing land uses. Dean Mathews, a Yawuru traditional owner, and Bruce Doran, a geographic information systems (GIS) analyst, discussed the use of GIS and other technologies to manage multi-tenure land areas. Dean and Bruce identified that, where land is being used commercially, it is best to use collaborative and ‘tenure-blind’¹¹ approaches, which combine multiple land users’ natural and cultural values and contemporary technologies, to manage country. GIS enables practitioners to map out different stakeholder groups’ land uses and values, which can then be analysed and used to consider effective land management strategies. This provides communities and land managers with opportunities to:

- record cultural and economic values associated with land tenures in a consolidated manner that addresses the management demands of traditional owners and other stakeholder groups
- increase Indigenous peoples’ capacity to manage and negotiate the use of their lands with other stakeholder groups through a combination of GIS reporting and local knowledge.

The challenges associated with multi-tenure land management include:

- meeting the needs of stakeholders with competing cultural and economic interests and competing access requirements
- effectively combining Indigenous and non-Indigenous systems of knowledge.

The successes associated with multi-tenure land management include:

- the ability to gather and collate evidence to find common interests between different stakeholders in order to establish a collective position
- the opportunity for stakeholders to work together to map country using satellite equipment

¹¹ ‘Tenure-blind’ approaches focus less on the land and sea tenure and are more concerned with how they are used, why whom, when, how frequently, and how competing stakeholder groups may be able to manage the area collaboratively. For more on tenure-blind land management, see J Pickering, ‘From wilderness to wildcountry: the power of language in environmental campaigns in Australia’, *Environmental Politics*, vol. 17, no. 1, February 2008, pp. 95-104.

- the chance to use innovative technologies to communicate different values and interests between pastoralists and the Nyamba Buru Yawuru; for example, through GIS workshops and demonstrations.

Participants reflected that Nyamba Buru Yawuru's experience in using GIS technology to manage multi-tenure land areas could provide other Indigenous communities the opportunity to:

- use GIS and other monitoring technologies to create policy changes, which may result in additional opportunities for ranger programs
- implement appropriate infrastructure on country, which would allow members of the IPA governance committee to manage traditional estates through culturally appropriate and sustainable means
- highlight common areas of interest between traditional owners, pastoralists and other stakeholder groups, thus allowing for greater collaboration.

Speaker station 5: Dawul Wuru enterprise development

Gavin Singleton, [Dawul Wuru Aboriginal Corporation](#)



Gavin Singleton shares his experiences with participants. Photo: Petina Pert.

The Dawul Wuru Aboriginal Corporation manages the land and seas in Far North Queensland between Cairns and Port Douglas. In order to affirm their native title rights and interests over country, they have established a [traditional use of marine resources agreement](#) (TUMRA) to manage marine areas of their country. TUMRAs are agreements that traditional owners of the Great Barrier Reef enter into with the Federal and Queensland governments to manage their take, use and engagement with traditional marine resources in the Great Barrier Reef Marine Park (GBRMP).¹² There are currently seven TUMRAs located around the GBRMP.

The Yirrganydji agreement, entered into by the Dawul Wuru Aboriginal Corporation and the Queensland Department of Environment and Heritage Protection, enables rangers and other community members to engage in traditional and cultural activities within the GBRMP and assert cultural authority and management over their traditional marine resources. The Dawul Wuru Aboriginal Corporation has also secured a private tender to monitor and capture crocodiles throughout their

¹² For more information on TUMRAs, see Great Barrier Reef Marine Park Authority, Traditional owner connections to sea country, 'Traditional use of marine resource agreements' webpage, <http://www.gbrmpa.gov.au/our-partners/traditional-owners/traditional-use-of-marine-resources-agreements>, accessed 15 July 2015.

traditional estate and are exploring how crocodile eggs and crocodile meat may be used for commercial purposes.

Gavin Singleton from the Dawul Wuru Aboriginal Corporation shared his experiences of regaining native title rights, interests and access to traditional land and sea areas and developing sustainable, culturally appropriate enterprises. Through their work in monitoring and removing crocodiles from the Cairns Regional Council area, and scoping projects into wild crocodile egg harvesting, Dawul Wuru Aboriginal Corporation have been able to:

- create a safer area for traditional owners, locals and visitors to Cairns through crocodile monitoring and management
- take advantage of government funding and other initiatives to develop businesses that provide rangers and traditional owners with employment
- start tourism enterprises that makes use of social media platforms to attract visitors, and highlight the impact rangers are having on the safety of the area
- remain competitive in tourism and economic ventures through the wise use of traditional and contemporary management and commercial development.

The challenges associated with developing culturally motivated and sustainable enterprises include:

- divisions and disputes between government and traditional owners who want to be custodians of their traditional lands and waters while simultaneously developing enterprise opportunities
- attracting traditional owners with the knowledge and skills to lead or contribute to guided tours on country
- attracting traditional owners with the maritime skills and experience to guide tours on country
- logistical issues related to monitoring and removing crocodiles from the Cairns area while keeping the public safe
- building a database that has the spatial capacity for enterprise development and that can also incorporate natural and cultural knowledge and values.

The successes associated with developing culturally motivated and sustainable enterprises include:

- managing land and water areas and developing culturally appropriate enterprises that meet the expectations and aspirations of traditional owners

- including all interested members of the community in the management of country and the development of sustainable enterprises
- developing and maintaining good relationships with clients and other stakeholder groups by offering high quality tours and working towards the continued safety of the public.

Participants reflected that Dawul Wuru's approach to managing country and developing sustainable enterprises offered other Indigenous communities:

- an example of a successful enterprise that is sustainable and motivated by cultural responsibilities and aspirations
- a framework for developing working relationships with government and other stakeholder groups.

Speaker station 6: the Esperance Nyungar ILUA

Gail Reynolds-Adamson and Annie Dabb, Esperance Tjaltjraak Native Title Aboriginal Corporation RNTBC



Gail Reynolds-Adamson and Annie Dabb share with participants their experience of establishing an ILUA. Photo: Petina Pert.

ILUAs are another mechanism Indigenous communities are using to implement and safeguard their native title rights and interest. ILUAs are voluntary agreements that traditional owners and external stakeholder groups enter into to negotiate the use of land and water areas held by Indigenous groups. Common examples include consent native title determinations, traditional owner land and sea access, the development of infrastructure, and mineral exploration and mining activity.

The Esperance Nyungar Government ILUA, finalised in March 2014, covers approximately 27,000 square kilometres surrounding Esperance in Western Australia. It was established between the Western Australian Government, the Esperance Tjaltjraak Native Title Aboriginal Corporation RNTBC and other stakeholder groups as part of the Esperance Nyungar native title consent determination package. Members of the RNTBC were involved in negotiations of the ILUA and now enjoy the benefits of possessing landholdings for economic, cultural and residential purposes.

Gail Reynolds-Adamson and Annie Dabb shared their experiences of the opportunities that have resulted from establishing an ILUA over country. These opportunities include:

- restored access to traditional land and sea areas

- employment opportunities for traditional owners across land and sea areas, which provides further incentives for younger Indigenous community members to remain the Esperance region.

The challenges associated with establishing the Esperance Nyungar ILUA include:

- identifying culturally appropriate strategies for land and water management
- negotiating with the Western Australian Government
- involving all members of the community in management and negotiations.

The successes associated with establishing the Esperance Nyungar ILUA include:

- the ability to set out community aspirations to manage country and put forward a set of practices and initiatives to achieve desired goals
- having a formal framework to engage with competing and neighbouring stakeholders.

Participants reflected that the experiences of the Esperance Tjaltjraak Native Title Aboriginal Corporation RNTBC broadly complemented those of many other Indigenous communities, especially those whose land and seas coincide with protected areas or external stakeholders with competing interests.

Speaker station 7: from ranger to tour guide — the Gulf experience

Rachel Amini-Yanner, Murrandoo Yanner, Paul Richardson and Terrence Taylor, [Carpentaria Land Council](#)



Terrence Taylor (foreground) and Paul Richardson reflect on transitioning their ranger program into a tour guide service. Photo: Petina Pert.

Indigenous ranger programs and their participation in managing country's natural and cultural resources emerged out of three broad factors in Australia: the return of land and sea areas to traditional owners through land rights and native title, the need for livelihood opportunities on returned parcels of the Indigenous estate, and the realisation by government, land managers and other stakeholder groups that the threats to Australia's biodiversity are real and increasing.¹³ The first ranger program to get Indigenous men and women back on country to provide them livelihood opportunities was established over thirty years ago on Palm Island, Queensland.¹⁴ Today, there are over 700 rangers working on country around Australia, and they engage in practices to eradicate non-endemic flora and fauna, maintain national and cultural sites of significance, and manage country through back-burning and land and sea rehabilitation. Additionally, rangers are externally employed by government and other organisations to remove marine debris and monitor the public's use of land and sea areas, especially with regard to hunting and fishing.¹⁵

¹³ JC Altman, 'Indigenous futures on country', in JC Altman & S Kerins (eds), *People on country, vital landscapes, Indigenous futures*, The Federation Press, Sydney, 2012, p. 214.

¹⁴ D Smyth, R Kennett, T Tran, A Prince-Pike & M Dulfer-Hyams, op cit., p. 5.

¹⁵ S Kerins, 'Caring for country to working on country', in JC Altman & S Kerins (eds), *People on country, vital landscapes, Indigenous futures*, The Federation Press, Sydney, 2012, pp. 26-44.

Having had success managing the natural and cultural resources of the Indigenous estate and securing competitive funding, employment and fee-for-service work, many Indigenous ranger programs have begun facilitating eco-tours on country, thereby developing commercial enterprises and gaining traction in Australia's tourism industry.¹⁶ Rachel Amini-Yanner, Murrandoo Yanner, Paul Richardson and Terrence Taylor from the Carpentaria Land Council shared their experiences of transitioning their existing ranger program to facilitate eco-tours on country. This involves making use of the knowledge and expertise they have refined through processes of natural and cultural renewal to guide visitors around country. In attempts to remain competitive in the Queensland tourism industry, the Carpentaria Land Council are also exploring the use of social media platforms to gain wider exposure and to showcase their services in tourist brochures distributed at airports and accommodation.¹⁷

Training existing ranger groups to become tour guides has allowed Carpentaria Land Council to:

- increase the amount of Indigenous community members receiving employment on country
- use rangers' traditional knowledge and experience of working on country to educate visitors about the rich natural and cultural character of the Gulf
- diversify tours of country to reflect tourist demand. This includes offering tours that showcase land and sea conservation, fishing and local birdlife, sites of national and cultural significance, and areas 'off the beaten track', such as the day trips to the desert and neighbouring islands.

The challenges associated with transitioning rangers into country guides include:

- securing sufficient and long-term funding
- involving youth in ranger activities and as tour guides to build capacity and provide them with the skills to continue to work on country
- encouraging additional Indigenous community members to work on country

¹⁶ JC Altman & F Finlayson, *Aborigines, tourism and sustainable development*, CAEPR Working Paper series, no. 26, Centre for Aboriginal Economic Policy Research, Australian National University, 1992; J Howard, R Thwaites & B Smith, 'Investigating the role of the Indigenous tour guide', *The Journal of Tourism Studies*, vol. 12, no. 2, December 2001, pp. 32-39; R Butler & T Hinch (eds), *Tourism and Indigenous peoples: issues and implications*, Butterworth-Heinemann, Oxford, 2007.

¹⁷ For more information on the Carpentaria Land Council's vision to develop eco-tours and other economic ventures involving their rangers, see Carpentaria Land Council Aboriginal Corporation, *Tourism: destination and product development plan*, Carpentaria Land Council Aboriginal Corporation, Burketown, 2013.

The successes of transitioning rangers into country guides include:

- capitalising on the growing tourism industry and raising revenue by offering tour guide services of Indigenous estates
- reinforcing the rich natural and cultural character of the area by guiding visitors around country and explaining the importance of respecting visitor boundaries.

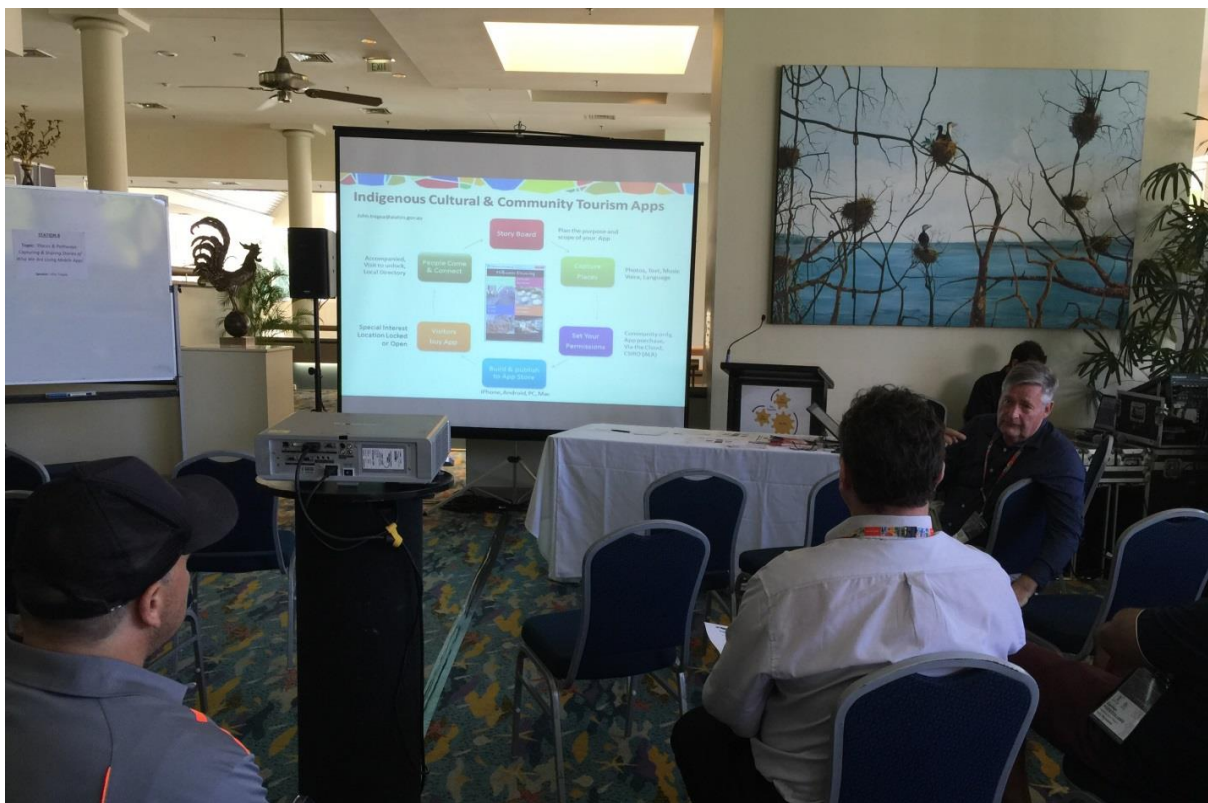
Participants reflected that the approach of the Carpentaria Land Council complemented the experience of other traditional owners and Aboriginal corporations and established a best practice model for other corporations to adopt by:

- incorporating the steps involved in transitioning rangers to country guides in the plans of management used to care for country so that adequate timing and funds are available to establish a successful ecotourism service
- providing rangers with opportunities to 'upskill' and diversify their career options
- establishing zones to give traditional owners 'roles' on country and keep visitors within certain areas, therefore establishing relationships between tourists and traditional owners that are based on respect and mutual understanding.

Speaker station 8: places and pathways — capturing and sharing stories of who we are using mobile apps

John Tregea, Australian Institute of Aboriginal and Torres Strait Islander Studies

Methods for mapping and recording the natural and cultural characteristics of land and water areas around Australia have changed and modernised over time. Computer and mobile phone applications are increasingly being used to map areas of country and provide communities with stores of content that is easy to access. Systems such as these have also been expanded to assist Indigenous organisations to educate tourists and internally manage information. John Tregea from AIATSIS discussed his research on the ability of such technologies to capture and share Indigenous stories and information with the wider-Australian community.



John Tregea explains to participants the use of Indigenous cultural and community tourism apps. Photo: Petina Pert.

The opportunities created by using computer and smart phone technology include:

- using mobile apps to educate youth and visitors about the natural and cultural character of country, including local languages, sacred sites, zones, and bush foods
- providing remote and regional communities with a platform for engaging tourists and visitors to country
- educating traditional owners on the use and value of smart phone apps and modern computer technologies has assisted to up-skill members of Indigenous communities.

The challenges associated with using mobile apps to capture and share Indigenous knowledges include:

- issues of copyright, intellectual property and informed consent
- lack of existing knowledge and use of information technology
- getting input from all members of the community
- limited or unreliable internet connections.

The successes of using mobile apps to capture and share Indigenous knowledges include:

- incorporating the knowledge, skills and experience of participating community members
- safeguarding the natural and cultural integrity of country by educating youth and visitors on the importance of sacred sites, artefacts and tangible cultural heritage
- offering tourists and visitors an interactive and educational introduction to country.

Participants reflected that mobile phone and computer technologies that can capture and share stories could provide other Indigenous communities the opportunity to:

- create technological resources to educate the wider Australian community about traditional knowledge and the natural and cultural character of country
- incorporate existing tourist information about country, such as those from informative pamphlets and posters, into an interactive smart phone apps to save costs and to make use of exponential exposure provided by smartphone technologies
- advise newly formed Indigenous organisations about how certain technologies may be adapted to assist in educating tourists and for information management.

Conclusion



Workshop presenters (L–R): Gavin Singleton, Dean Mathews, Terrence Taylor, Bruce Doran, Gail Reynolds-Adamson, Rachel Amini-Yanner, Paul Richardson, Maritza Roberts, Annie Dabb, John Tregear, Warrick Angus, Leonard Bowaynu and Leah Talbot. Photo: Timothy Heffernan

This workshop provided practical information and tangible examples of the initiatives being used to manage land and water areas following the return of Indigenous peoples' rights, access and title. For some presenters, this involved the establishment of IPAs, TUMRAs and ILUAs as means to reassert custodianship over traditional estates and to establish culturally appropriate and region-specific management initiatives. Throughout their presentations, speakers highlighted certain opportunities that have emerged as part of their efforts to manage country. Economically, they include gaining employment through fee-for-service work and enterprise development, both of which allow communities to establish themselves as leaders in land and sea management, promote environmental sustainability, and maintain community safety by eradicating non-endemic flora and fauna and other pests. Professionally, these activities enable community members to incorporate contemporary management strategies with traditional ones to care for country and to develop Indigenous community members' skills more broadly. Culturally, these initiatives are also allowing Indigenous communities to record their values and interests, disseminate knowledge to younger generations and the public, and spend more time on country. Speakers also talked about the advantages of using social media platforms, smart phone applications and other information technologies to map and record the natural and cultural character of country after what has been, in many cases, prolonged dislocation from traditional land and sea areas. Such uses of technology were also identified by participants as possessing great commercial potential, as they may be used to attract visitors to country.

These discussions complemented well the theme of the workshop, 'Implementing native title', as they canvassed the options available to many Indigenous communities to reclaim their traditional estates, devise initiatives to manage their

lands and seas, and identify the infrastructure and other platforms that are necessary to promote the natural and cultural diversity of country. In so doing, the workshop highlighted the opportunities and successes associated with regaining management of the Indigenous estate. A common thread of the presentations was that pathways from lodging claimant applications to designing and implementing management initiatives are complex and involve multiple stages that are undertaken with reference to the values and aspirations of traditional owners. Accordingly, the challenges associated with implementing native title include finding ways to involve all community members, establishing and maintaining partnerships, and garnering support both within Indigenous communities and from the wider public. Maintaining services and equipment, securing long-term funding, and designing culturally appropriate and economically viable schemes, were also highlighted as being difficult. However, the presentations resonated strongly with participants who were keen to engage with speakers about their experiences of developing and sustaining ventures to secure livelihoods on country that use the skills, knowledge and experience of rangers and other traditional owners.

The format of the workshop, being a ‘world café’ series comprised of eight repeated speed talks, went beyond merely putting forward one-size-fits-all approaches to managing and caring for country following the return of Indigenous land and sea areas. Rather, presentations accommodated the different stages workshop participants may be up to in having their native title recognised, the different state, territory and Commonwealth laws affecting their rights, title and access to country, and the nuances that make their land and sea estates naturally and culturally distinct. The breadth of the presentations further enabled participants to hear about a diverse range of initiatives that encouraged participants to sit, listen and share their experiences, which is neither possible in more formal conference proceedings, nor desirable for some audiences.¹⁸ The ‘world café’ approach was therefore culturally appropriate for Indigenous workshop participants and allowed presenters to speak frankly about their approaches to managing country. For this reason, many participants stated at the close of the workshop that they enjoyed hearing about others’ experiences and found them useful and adaptable to protect their rights and interests. By consolidating the trends that emerged throughout the workshop, this report provides workshop participants, as well as Indigenous communities, academics and industry professionals more broadly, with a details on a series of initiatives undertaken by traditional owners around Australia to regain control and management of their land and sea areas.

¹⁸ T Bauman, D Smith, R Quiggin, C Keller & L Drieberg, *Building Aboriginal and Torres Strait Islander governance: Report of a survey and forum to map current and future research and practical resource needs*, Australian Institute of Aboriginal and Torres Strait Islander Studies, Canberra, 2015.

Appendix 1: Workshop agenda

Workshop agenda

Time	Event
11:00 – 11:20 am	Opening and welcome Report back from 2014 Land and Water Session <i>Presented by Rod Kennett</i>
11:20 – 11:40 am	Introductory talk <i>By Leah Talbot</i>
	World Café Case Studies (10 min repeated speed talks) <i>Facilitated by Leah Talbot</i>
	1. Community-based Commercial Fishing presented by Leonard Bowaynu & Warrick Angus from the Crocodile Islands Rangers program
	2. Carbon Farming presented by Rowan Foley from the Aboriginal Carbon Fund
	3. Mapping Ngukurr Knowledge presented by Maritza Roberts & Pollyanne Ponto from the Yugul Mangi Rangers and Emilie Ens from Macquarie University, Sydney.
11:40 – 2:30 pm <i>(including lunch break)</i>	4. Yawuru IPA Multi-Tenure Land Management presented by Dean Mathews from the Nyamba Buru Yawuru and & Bruce Doran from the Australian National University, Canberra.
	5. Dawul Wuru Enterprise Development presented by Gavin Singleton from the Dawul Wuru Aboriginal Corporation
	6. The Esperance Nyungar ILUA presented by Gail Reynolds-Adamson & Annie Dabb from the Esperance Tjaltjraak Native Title Aboriginal Corporation
	7. From Ranger to Tour Guide: The Gulf Experience presented by RachelAmini-Yanner, Murrandoo Yanner, Paul Richardson & Terrence Taylor from the Carpentaria Land Council
	8. Places & Pathways: Capturing & sharing stories of who we are using mobile apps presented by John Tregaea from the Australian Institute of Aboriginal and Torres Strait Islander Studies
2:30 – 3:00 pm	Consolidation Consolidation of major themes <i>Presented by Leah Talbot</i>

Appendix 2: Workshop presenters, facilitators and participants

Workshop presenters

Annie Dabb	Esperance Tjaltjraak Native Title Aboriginal Corporation RNTBC, Western Australia
Bruce Doran	Australian National University, Australian Capital Territory
Dean Mathews	Nyamba Buru Yawuru, Western Australia
Emilie Ens	Macquarie University, New South Wales
Gail Reynolds-Adamson	Esperance Tjaltjraak Native Title Aboriginal Corporation RNTBC, Western Australia
Gavin Singleton	Dawul Wuru Aboriginal Corporation, Queensland
John Tregear	AIATSIS, Australian Capital Territory
Leonard Bowaynu	Crocodile Islands Rangers, Northern Territory
Maritza Roberts	Yugul Mangi rangers, Northern Territory
Murradoo Yanner	Carpentaria Land Council, Queensland
Paul Richardson	Carpentaria Land Council, Queensland
Pollyanne Ponto	Yugul Mangi rangers, Northern Territory
Rachel Amini-Yanner	Carpentaria Land Council, Queensland
Rowan Foley	Aboriginal Carbon Fund, Northern Territory
Terrence Taylor	Carpentaria Land Council, Queensland
Warrick Angus	Crocodile Islands Rangers, Northern Territory

Conveners, facilitators and staff

Leah Talbot	CSIRO, Queensland
Pauline McGuire	AIATSIS, Australian Capital Territory
Pethie Lyons	CSIRO, Queensland
Petina Pert	CSIRO, Queensland
Rod Kennett	AIATSIS, Australian Capital Territory
Timothy Heffernan	AIATSIS, Australian Capital Territory
Tran Tran	AIATSIS, Australian Capital Territory

Workshop participants

Alanna Maguire	Native Title Services Victoria
Alma Bin Rashid	Karajarri Traditional Lands Association, Western Australia
Betty Logan	Goldfields Land and Sea Council, Western Australia
Bonny Edwards	Karajarri Traditional Lands Association, Western Australia
Catherine Huang	Taiwan
Cissy Gore-Birch	Balanggarra, Western Australia
Clara Day	Cape York Land Council, Queensland
Clifford Woodford	South Australian Native Title Services, South Australia
Coralie Cooke	Yamatji Marlpa Aboriginal Corporation, Western Australia

Daniel Twinkler	Cape York Land Council, Queensland
Delma Loogatha	Carpentaria Land Council, Queensland
Dianne Payre	Department of Environment, Land and Water Planning, Victoria
Donald Bob	Carpentaria Land Council, Queensland
Fay Ayee	Senex Energy Limited, Queensland
Fiona Gregory	Yawinya, Queensland
Geraldine George	Karajarri Traditional Lands Association, Western Australia
Gina Nona	Ipima Ikaya, Queensland
Joyce Klembt	Yandruwandha Yawarrawarrka Traditional Land Owners Corporation, South Australia
Julie Roy	Yugul Mangi rangers, Northern Territory
Kara Dunn	North Queensland Land Council, Queensland
Karman Lippitt	Girringun Aboriginal Corporation, Queensland
Kate Bellchambers	Carpentaria Land Council, Queensland
Kirstie Pearce	Gunaikurnai Land and Waters Aboriginal Corporation, Victoria
Krystal Chadd	Myers, Western Australia
Kylie Chambers	
Lisa Buchanan	Department of Environment and Heritage Protection, Queensland
Michael Ellul	South Australian Native Title Services, South Australia
Mick Starkey	South Australian Native Title Services, South Australia
Nadine Tucker	Goldfields Land and Sea Council, Western Australia
Nora Coore	Ngawla traditional owners, Western Australia
Paul Richardson	Carpentaria Land Council, Queensland
Rāwiri Tinirau	Te Whare Wānanga O Awanviārangi, New Zealand
Rebecca Pirzl	Atlas of Living Australia, CSIRO, Australian Capital Territory
Rue Masunungure	Cape York Land Council, Queensland
Sandra Potter	Australian National University, Australian Capital Territory
Sereah Wyles	Girringun Aboriginal Corporation, Queensland
Sidonie Berke	Cape York Land Council, Queensland
Sonya Hills	Goldfields Land and Sea Council, Western Australia
Thomas Wilson	Carpentaria Land Council, Queensland
Viviane Fuchs	MMG Limited, Victoria
Whitney Rassip	Girringun Aboriginal Corporation, Queensland

Appendix 3: Research project 1 update

Indigenous Fisheries Research

Research into Indigenous fisheries and fisheries management reveals that, while Indigenous peoples possess the desire and traditional knowledge to partake in Australia's fishing industry, the contemporary management of fisheries and Indigenous peoples' capacity as fishery managers pose issues within a competitive industry. The need for greater engagement in fisheries and their management was identified and supported by several traditional owners at the 2014 workshop, including Wally Stewart and Stephan Schnierer, who asked AIATSIS to take a role in developing this important area for country-based livelihoods. In response, AIATSIS has secured funding for two years from the Indigenous advisory group of the [Fisheries Research and Development Corporation](#) for the Mapping Livelihood Values of Indigenous Customary Fishing project. The research team comprises Indigenous and non-Indigenous researchers, including Stephan Schnierer of Southern Cross University, Robert Carne from the Department of Primary Industry and Fisheries (Northern Territory) and Matt Osborne from Primary Industries and Regions SA. The project will develop case studies of the following networks and communities:

- Crocodile Islands Rangers in the Northern Territory
- Aboriginal fishing communities and the Aboriginal Fishing Rights Network in New South Wales
- Far West Coast Aboriginal Corporation in South Australia.

By undertaking this project, AIATSIS intends to:

- identify the cultural, social and economic values of Indigenous fishing at selected communities
- develop a set of tools that can be adapted across other areas, either nationally or regionally
- articulate connections between established Indigenous land and sea management regimes and Indigenous aspirations in fisheries
- support the recognition of Indigenous values and use of aquatic resources in fisheries management
- build Indigenous and non-Indigenous capacity for collaborative fisheries research and management.

The project will run from July 2015 to June 2017.

Appendix 4: Research project 2 update

Indigenous Land and Sea Management Report Card

Delegates at the 2014 workshop Emerging Issues in Land and Sea Management, held at the 2014 National Native Title Conference, discussed the need for an annual report card on the ILSM sector that identified the goals and aspirations of Indigenous peoples living on country and establishing a livelihood through land and sea management. The report card would ideally provide an inventory of initiatives designed and implemented by traditional owners to manage their traditional estates and include a number of indicators, including:

- land and sea areas reclaimed and their respective tenures
- the aim and scope of community-based management plans to care for country
- research and monitoring initiatives, activities and partnerships to manage land and waters
- investment by government, research and natural resource management (NRM) bodies
- economic benefits of ILSM
- opportunities and challenges in establishing livelihoods on country.

Two projects have been initiated in response to this request.

Project 2a: Employment in Indigenous Land and Sea Management Report Card

AIATSIS has obtained data on the NRM sector from the last 30 years regarding types of employment, relevant skills and training, and the location and distribution of employment opportunities around Australia.¹⁹ AIATSIS aims to identify trends and issues in the NRM sector and better understand the role that Indigenous peoples play in this growing industry. The inclusion of this information in the report card will help to identify the opportunities available to Indigenous peoples and inform the development of policy and research broadly concerned with conservation measures in Australia.

Project 2b: Review of Community-Based Management Initiatives in ILSM

This project will investigate the ways in which Indigenous peoples manage their land and sea estates through community-based management initiatives. The publicly

¹⁹ See Appendix 5 for more information on this project as well as the location of jobs around Australia. AIATSIS thanks David Mussared of NRMjobs for relevant data and for his ongoing support.

available plans of management for co-managed, jointly managed and solely managed [Indigenous protected areas](#) (IPAs) and [traditional use of marine resources agreements](#) (TUMRAs) have been reviewed to identify local community aspirations and management priorities and the networks that are involved in the management of Indigenous land and water estates. The following trends have been identified:

- establishing female and junior ranger programs and further developing existing male ranger programs
- developing ecotours that showcase local knowledge, educate visitors to country, and enable Indigenous peoples to establish a livelihood on country
- implementing permit systems to manage visitors to country — an initiative that has also been identified as an appropriate means to raise revenue
- using Indigenous and non-Indigenous fire practices to manage country and prevent large wildfires from damaging surrounding areas
- investigating the important role research and industry partnerships play in:
 - promoting IPAs and TUMRAs to the wider Australian and international communities
 - investigating their natural and cultural values
 - assisting to manage and protect biodiverse regions, vulnerable plant and animal species and important systems of knowledge.

Appendix 6 details the IPAs and TUMRAs referred to throughout this project and provides links to their respective plans of management.

Appendix 5: Research project 2a supplementary information

Employment in Indigenous land and sea management

Rod Kennett, Timothy Heffernan, Pravin Adip and Tran Tran

Indigenous land and sea management (ILSM) is a growing focus for many traditional owners following native title determinations. Its importance to Indigenous people is reflected in the rapid growth of the ILSM sector in the past few decades; notably the expanding number of ranger programs and diversification of ILSM-based livelihood endeavours. The jobs and livelihood opportunities in the ILSM sector are critical to remote and regional economies.

In this project we are collating data on advertised jobs to map the scope and scale of recruitment in ILSM as a component of the broader natural and cultural resource management sector. To identify jobs as being in the ILSM sector we examine the employer, role and tasks to determine whether the job exists because Indigenous people are asserting control of their country and whether the job's purpose aligns with Indigenous aspirations for country.

Issues we will address include:

- changes in ILSM employment patterns over time and where the positions are based
- the scope and function of ILSM positions
- funding and administration of ILSM employment
- drivers of ILSM employment and changes over time.

A better understanding of the types and distribution of ILSM jobs will support discussions with employers about recruitment success; for example, can they fill positions, and do applicants have the right skills? In turn, this will help inform decision making by groups such as policymakers and training bodies.

Preliminary results are presented below and on the next page.

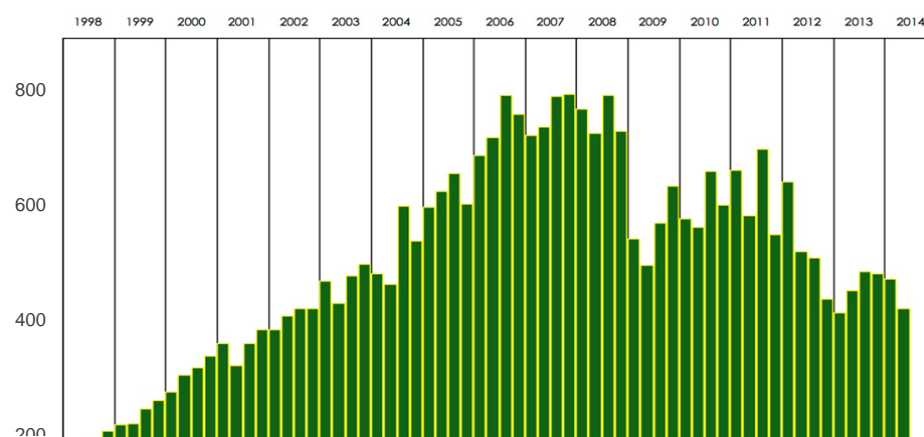


Figure 1: Jobs advertised per quarter in natural resource management

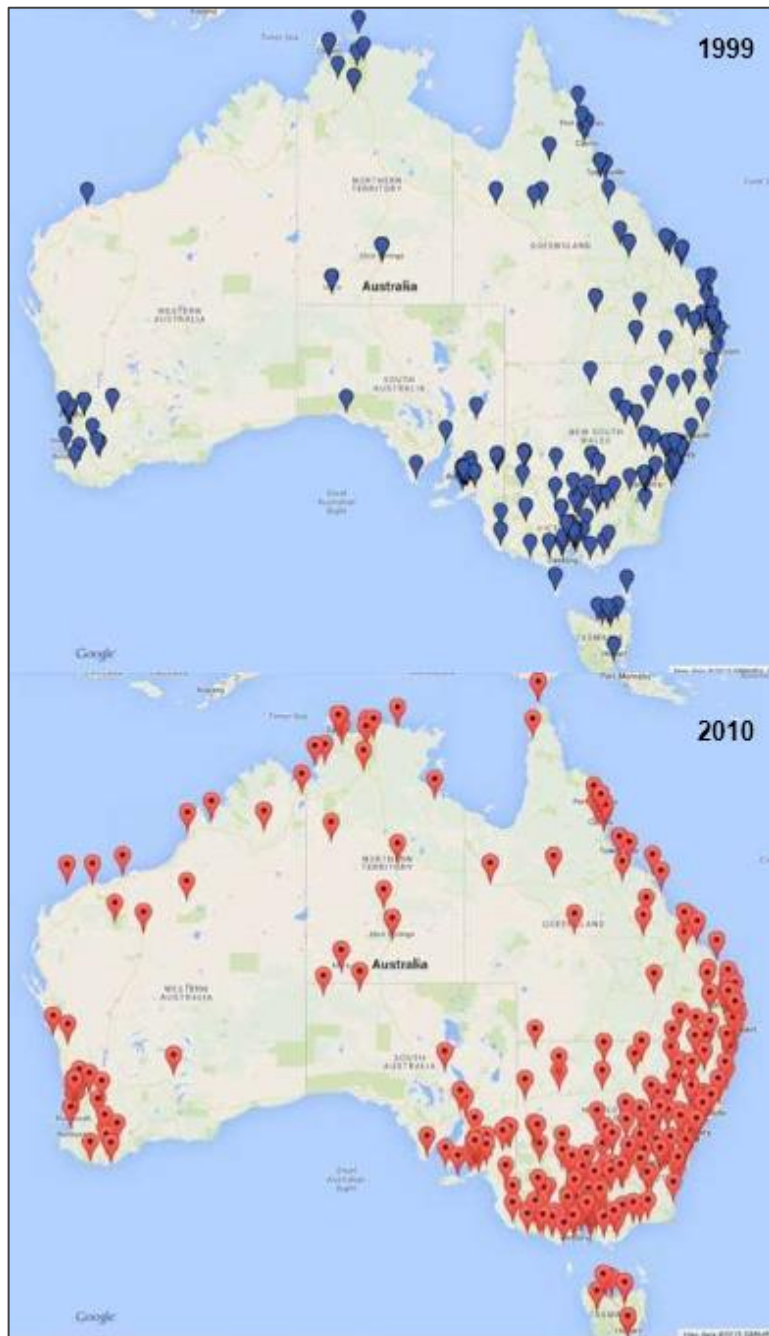


Figure 2: Locations of advertised natural resource management positions

(Data includes Indigenous and non-Indigenous sectors.
Source: David Mussared, NRMjobs email list.)

For more information contact Rod.Kennett@aiatsis.gov.au

Appendix 6: Research project 2b supplementary information

Review of community-based land and sea management initiatives in ILSM

Rod Kennett, Tran Tran and Timothy Heffernan

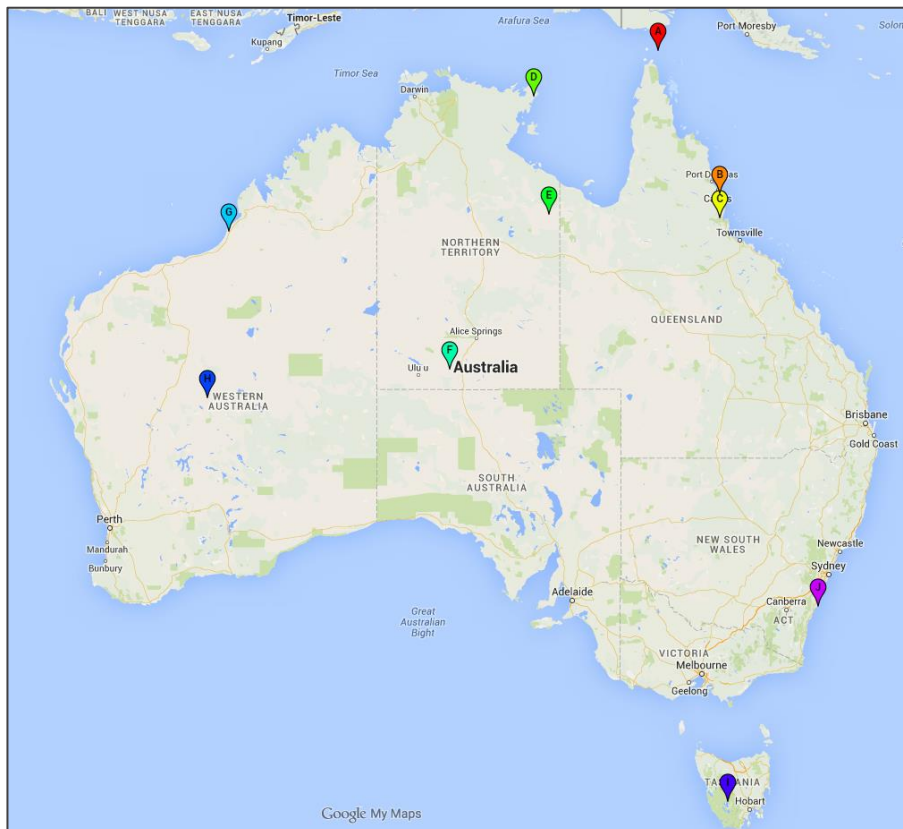


Figure 3: Location of IPAs and TUMRAs reviewed across Australia

Key

- A Warraberalgahl and Porumalgal IPA
- B Mandingalbay Yidinji IPA
- C Girringun IPA and TUMRA
- D [Dhimurru IPA](#)
- E [Ganalanga-Mindibirrina IPA](#)
- F [Angas Downs IPA](#)
- G Karajarri
- H [Matuwa & Kurrara Kurrara](#)
- I [Tasmanian Wilderness World Heritage Area](#)
- J [Booderee National Park](#)