

# GROOTE ARCHIPELAGO

LOCAL DECISION MAKING  
AGREEMENT

SCHEDULE 3.2 – Economic Development  
Implementation Plan



Anindilyakwa  
Land  
Council



Made by the NORTHERN TERRITORY GOVERNMENT  
and the ANINDILYAKWA LAND COUNCIL.



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Images supplied by the Anindilyakwa Land Council.

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## 1 | Preliminaries

- (a) This Implementation Plan is a Schedule to the Groote Archipelago Local Decision Making Agreement (the Agreement) signed by the Northern Territory (NT) Chief Minister on behalf of the NT Government and the Chairman and Chief Executive Officer (CEO) of the Anindilyakwa Land Council (ALC) on 14 November 2018 and should be read in conjunction with the Agreement and its Schedules.
- (b) The objectives of the Agreement include:
  - i. identifying the services and priorities which the Anindilyakwa people wish to have control over, and to take responsibility for; and
  - ii. committing NT Government agencies and, where agreed in Implementation Plans, NT Government owned corporations, to collaborating with the ALC including sharing information, to agree on how this control will be achieved.
- (c) To achieve its objectives, Section 8 of the Agreement contains an Implementation Framework which acknowledges that any transfer of responsibility to the Anindilyakwa people (through agreed entities) for a priority service delivery area:
  - i. will recognise and meet regulatory, legislative and Commonwealth requirements;
  - ii. may need to take a staged approach in order to ensure a successful transition over a period of time;
  - iii. will be supported by an agreed NT Government financial commitment in accordance with Clause 4.(h) of the Agreement;
  - iv. will be captured in agreed Implementation Plans and, where appropriate, legally binding agreements between the ALC and the NT Government; and
  - v. will be monitored and evaluated for progress and performance using a transparent, consultative and participatory approach that promotes the resolution of emerging issues as they arise.
- (d) In accordance with Section 5 of the Agreement, constructive engagement with stakeholders is an important feature of the Agreement and the key stakeholders identified include all Anindilyakwa-owned organisations that are involved in the social and economic development of the Anindilyakwa people. By agreement, the ALC and the NT Government may invite these stakeholders to participate in the development of relevant Implementation Plans.
- (e) Local Decision Making is the NT Government's ten year plan that seeks to return local decision making to Aboriginal communities by empowering Aboriginal people to determine service delivery models that work best for their community and region.
- (f) Schedule 2 to the Agreement also provides that each Implementation Plan to deliver the outcomes for each of the priority Service Delivery Areas is to include a Work Plan that has key performance indicators and milestones which are linked to the transfer of responsibility and funding arrangements.
- (g) The priority Service Delivery Area which is the subject of this Implementation Plan is Economic Development and it was decided in the Agreement that it would be agreed by 30 June 2019.
- (h) The purpose of this Implementation Plan is to demonstrate how the parties to the Agreement intend to work together to achieve the outcome for Economic Development as set out in the Agreement and its Schedules.

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## 2 | Parties to the Implementation Plan

- (a) The Parties to this Implementation Plan are the parties to the Agreement, being the NT Government and the ALC.
- (b) While not a Party to the Agreement, the Department of the Prime Minister and Cabinet (PM&C) has been consulted about this Implementation Plan, and supports it in-principle.

## 3 | Terms of this Implementation Plan

- (a) This Implementation Plan has been approved by the NT Government and the Board of the ALC, who have authorised the Chief Minister, the Minister for Aboriginal Affairs, the CEO of the Department of Trade, Business and Innovation (DTBI) and the Chairman and CEO of the Anindilyakwa Land Council respectively to sign on their behalf.
- (b) The ALC in approving this Implementation Plan, warrants that it has undertaken the necessary consultations with Anindilyakwa Traditional Owners to obtain their consent to enter into the Implementation Plan, and engaged with other Anindilyakwa organisations and groups to take account of their views.
- (c) The Implementation Plan will commence on signing by all Parties and will cease when the Agreement concludes unless otherwise agreed by the Parties.
- (d) This Implementation Plan may be varied by written agreement between the Parties.
- (e) The Implementation Plan, particularly Section 6 - Strategy and Associated Actions to achieve the Outcome, will be updated annually by the Parties before the commencement of the next financial year.



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## 4 | Overview of Economic Development in the Groote Archipelago

- (a) Groote Eylandt is the third largest island in Australia and the Groote Archipelago has a long history of participation in economic activity, including (amongst many others):
- i. international trade with Macassan traders for centuries;
  - ii. GEMCO manganese mining operations;
  - iii. negotiation of a royalty stream from GEMCO operations and related establishment of the *Groote Eylandt Aboriginal Trust* in 1969, prior to the establishment of the *Aboriginal Land Rights (Northern Territory) Act 1976*;
  - iv. aquaculture and fisheries;
  - v. tourism;
  - vi. signing the 40 year *Groote Eylandt Township Lease* for the towns of Angurugu, Umbakumba and Milyakburra in 2008;
  - vii. numerous initiatives undertaken by the ALC on behalf of Traditional Owners; and
  - viii. the establishment of various Anindilyakwa-owned organisations under the *Corporations (Aboriginal and Torres Strait Islander) Act 2006* that deliver a range of services and operate a range of businesses.
- (b) Traditional Owners for the Groote Archipelago are committed to a sustainable and successful long term future for their people, particularly after current mining activities. The ALC's *15-Year Strategic Plan* (at Attachment A) outlines three pillars to achieving their economic and cultural security:
- i. protecting, maintaining and promoting Anindilyakwa culture;
  - ii. investing in the present to build a self-sufficient future; and
  - iii. creating pathways for youth to stand in both worlds.

## 5 | Outcome sought for Economic Development in the Groote Archipelago Local Decision Making Agreement

- (a) The agreed outcome for the priority of Economic Development, as stated in the Agreement, is a viable, culturally rich and sustainable two-stream (diversified) economy in the Groote Archipelago, not dependent upon mining royalty income, which is controlled by Anindilyakwa people.
- (b) For the Parties, this means:
- i. collaborating to progress the vision of Anindilyakwa Traditional Owners, utilising the ALC's *15-Year Strategic Plan* and the *Future Groote Strategy* (at Attachment A) as the basis for all work undertaken in the Economic Development space; and
  - ii. the NT Government utilising its various programs to support the aspirations of Anindilyakwa Traditional Owners.
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## 6 | Strategy and associated actions to achieve the outcome

- (a) The broad strategy to achieve the agreed outcome is set out below and recognises that economic growth will not only require long term, sustained efforts by the Parties, but also collaboration with industry and private sector investment. The Parties may also develop Project Management Plans for those actions where more detail is needed to make informed decisions.

### Endorsing the *Future Groote Strategy*

- (b) The ALC has developed the *Future Groote Strategy* and is working with other Anindilyakwa organisations to settle the *Future Groote Accord* which sets out how they will work together in developing the post-mining economy for the Groote Archipelago.
- (c) The *Future Groote Strategy* sets out a pathway to achieve the agreed outcome. The NT Government endorses the *Future Groote Strategy* and commits to utilising it as a blueprint for all of their Economic Development activity for the Groote Archipelago.

### Improve Transport and Telecommunications Services

- (d) The Parties recognise the importance of reliable and affordable regional air services, sea freight and intra-island road networks to support economic development and diversification on Groote Eylandt.
- (e) Similarly, the Parties acknowledge the importance of reliable telecommunications, including high speed broadband access, for the Groote Archipelago to support the communities and satellite communities.
- (f) The Parties acknowledge that a collaborative approach between the ALC and its Partners, South32, the NT Government, transport operators and the Commonwealth Government is necessary to address the reliability and affordability of these services, and that this will require a broader regional approach.
- (g) The Parties agree to work with all relevant parties towards the development of regional plans and improvement for sea freight and air services to support growth in other industries. This will include identification of opportunities for transport improvements through the Territory wide Transport and Logistics Masterplan and other initiatives over time.
- (h) The Parties acknowledge existing projects such as co-investment in the Milyakburra mobile telecommunications tower and will continue to explore opportunities to work collaboratively to strengthen and improve transport, logistics and telecommunications.

### Support Economic Development of the Sea Country of the Anindilyakwa people

- (i) On 11 April 2019, the NT Government released the *Aboriginal Land and Sea Action Plan*<sup>1</sup> to better coordinate Aboriginal land and native title matters across the NT, and ensure land and sea ownership delivers on the economic and social aspirations of Aboriginal Territorians.
- (j) The NT Government commits to utilising the *Aboriginal Land and Sea Action Plan* as a basis to progress the Anindilyakwa Traditional Owner's aspirations for Sea Country.

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<sup>1</sup> View the *Aboriginal Land and Sea Action Plan* online at: [https://dcm.nt.gov.au/\\_\\_\\_data/assets/pdf\\_file/0010/681328/nt-land-and-sea-action-plan.pdf](https://dcm.nt.gov.au/___data/assets/pdf_file/0010/681328/nt-land-and-sea-action-plan.pdf)

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### **Implement a trial project for Oyster Aquaculture**

- (k) The NT Government, through the Department of Primary Industry and Resources (DPIR) NT Fisheries, and the Darwin Aquaculture Centre has been researching the development of tropical rock oyster aquaculture. This work has involved establishing small scale trial oyster farms to build knowledge and capacity to support this emerging industry.
- (l) NT Fisheries is very supportive of Anindilyakwa Traditional Owner's participating in the fishing and aquaculture industries.
- (m) NT Fisheries is currently working on a proposal with the Cooperative Research Centre for Developing Northern Australia to expand the size and scale of oyster research in the NT. If the project successfully progresses to the next stage, NT Fisheries will work with the ALC to undertake an oyster grow-out trial on Groote Eylandt that would monitor oyster growth and production systems over two years.
- (n) This would see Anindilyakwa people involved in foundation research that will build skills and capability in oyster husbandry and inform community decision making about participating in the oyster industry.

### **Establish a Fishing Co-operative**

- (o) The Anindilyakwa Traditional Owners are interested in pursuing broader opportunities in the fishing and aquaculture industries.
- (p) NT Fisheries commits to providing support to meet these aspirations, including through the Department's Aboriginal Fishing Mentor Program and providing contacts and facilitating introductions to relevant organisations, companies and peak bodies.
- (q) NT Fisheries is working with several successful Maori organisations in New Zealand to coordinate a knowledge sharing program, and commits to consulting the ALC in the development of the program to ensure their participation.

### **Facilitated Project Support for Winchelsea Exploration and Mining Project and Other Projects**

- (r) Anindilyakwa Traditional Owners are currently undertaking exploration of Winchelsea Island, with a view to undertaking a joint venture to mine manganese. This is a unique project as it has Traditional Owners as commercial partners in a mining project as opposed to passive royalty recipients.
- (s) DPIR is currently assisting Anindilyakwa Traditional Owners on the progression of this project, including:
  - i. assessment of the project's *Mining Management Plan*, for possible approval and issue of an Authorisation subject to the *Mining Management Act 2007*;
  - ii. seeking related advice from the NT Department of Environment and Natural Resources; and
  - iii. regularly liaising with company representatives to confirm and support details of the exploration project.
- (t) DPIR will continue to perform all normal regulatory function processes relating to the progression of the project.
- (u) The NT Government also offers facilitated project support, in addition to DPIR's normal regulatory function processes, for the Winchelsea Exploration and Mining Project and other larger scale and complex investments and enterprise projects made by the ALC or its partners.
- (v) This support will be through the Major Projects team in DTBI, or the Significant Business Champions Team to be established in DTBI as announced in the NT Government's 2019-20 Budget.

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- (w) The ALC will work with the Department of Tourism, Sport and Culture (DTSC) to identify new tourism opportunities and maximise returns for existing enterprises.
  - (x) DTSC will ensure that the Groote Archipelago is referenced in future Destination Management Plans developed for the broader Arnhem Land region, and ensure that Groote Eylandt is connected to opportunities with the Commonwealth Government and private enterprise where appropriate.

### **Staffing Commitments**

- (y) In order to support these initiatives, the NT Government agrees to maintain the following existing positions:
  - i. Regional Director Groote Eylandt, Department of the Chief Minister;
  - ii. Economic Development Officer East Arnhem, DTBI;
  - iii. Small Business Champion servicing Groote Archipelago, DTBI; and
  - iv. Workforce Training Coordinator East Arnhem, DTBI.

## **7 | Policies and Reforms that may impact the Implementation Plan**

- (a) The NT Government is developing an *Aboriginal Contracting Framework*. Once finalised, its implications for the Groote Archipelago will be considered and a plan agreed that ensures that Anindilyakwa organisations are given priority in NT Government procurement arrangements.
- (b) As discussed in Section 6, the NT Government has developed an *Aboriginal Land and Sea Action Plan* which will interact with this Implementation Plan.
- (c) The NT Government has appointed a Treaty Commissioner and has signed a Memorandum of Understanding with the four NT Land Councils to progress discussions on the possible development of a Treaty or Treaties. This ongoing discussion may interact with this Implementation Plan.
- (d) Other national and NT Economic Development reforms may be developed and implemented during the period of the LDM Agreement and this Implementation Plan. The Parties agree to work cooperatively to ensure any new NT and Commonwealth government policies and programs are effectively integrated into the Implementation Plan. Conversely, the NT Government commits to considering the Agreement and this Implementation Plan in the development of new Economic Development policy and programs to ensure that they complement and support the objectives and strategy set out in this Plan.

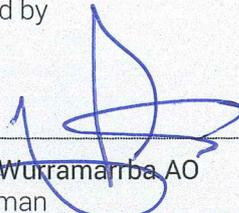
## **8 | Risk Management**

- (a) The Parties will adopt a risk management approach which identifies and mitigates undue risk to achieving the agreed outcomes and strategies.

## 9 | Signing

- (a) As is the case with the Agreement, the Parties to this Implementation Plan acknowledge that its provisions are not legally enforceable. However, that does not lessen the commitment of the Parties to achieve the Implementation Plan Outcomes and deliver on the Strategy.
- (b) The Parties agree that any transfer of Economic Development responsibilities and control will be supported by legally binding processes (e.g. transfer of legal title, contracts and/or funding agreements for services, or other legal agreements).

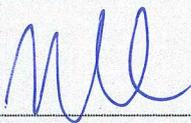
Signed by

  
\_\_\_\_\_  
Tony Wurrumarrba AO  
Chairman  
Anindilyakwa Land Council

Date: 19 / 06 / 2019

  
\_\_\_\_\_  
Mark Hewitt  
Chief Executive Officer  
Anindilyakwa Land Council

Date: 19 / 06 / 2019

  
\_\_\_\_\_  
The Hon Michael Gunner MLA  
Chief Minister of the Northern Territory,  
on behalf of the Northern Territory Government

Date: 19 / 06 / 2019

  
\_\_\_\_\_  
The Hon Selena Uiibo MLA  
Minister for Aboriginal Affairs and Member for Arnhem,  
on behalf of the Northern Territory Government

Date: 19 / 06 / 2019

  
\_\_\_\_\_  
Shaun Drabsch  
Chief Executive Officer  
Department of Trade, Business and Innovation

Date: 19 / 06 / 2019

Witnessed by

  
\_\_\_\_\_  
Andrew Cowan  
Deputy Chief Executive Officer  
Department of the Chief Minister

Date: 19 / 06 / 2019

