Indigenous Pastoral Program Strategic Plan

2014 – 2018

Northern Territory Government

Australian Government
Indigenous Land Corporation

CENTRAL LAND COUNCIL

Northern Land Council

Australian Government

IPP Strategic Plan 2014 - 2018 IPP SC 2014
Introduction

The Indigenous Pastoral Program (IPP) commenced in 2003 and is a strategic collaboration between the Northern and Central Land Council (NLC, CLC), the Northern Territory Department of Primary Industry and Fisheries (DPIF), the Australian Government Department of the Prime Minister and Cabinet (PMC), the Northern Territory Cattlemen’s Association (NTCA), Northern Territory Department of Education (DoE) and the Indigenous Land Corporation (ILC).

The objective of the IPP is to provide benefits to Indigenous people of the Northern Territory (NT) by increasing Indigenous landowners’ participation in the NT pastoral industry. Cattle production is the Northern Territory’s principal land based rural industry. At the commencement of the IPP it was estimated that there was 70,000 head on Indigenous Held Land (IHL) and land capability assessment estimated that it could carry up to 200,000 head.

Approximately 45% (~605,000Km²) of the NT is Indigenous held land¹. Approximately 31.6% of the NT population is Indigenous², of this a significant percentage are youth and there is substantial unemployment and limited work prospects in remote Indigenous communities.

The majority of Indigenous land in the NT is subject to the provisions of the Aboriginal Land Rights (Northern Territory) Act 1976 (ALRA) and of this land, a significant proportion is former pastoral land or land with pastoral potential. Both the Central and Northern Land Councils are independent statutory authorities of the Commonwealth established under the ALRA and are both native title representative bodies under the Native Title Act 1993.

The CLC region covers an area of 750,000 km² in the southern half of the NT. Approximately 24,000 Aboriginal people live in the CLC’s region and speak more than 15 different languages. The CLC has been an active participant in the IPP since its inception. At the present time 48,106 km² of Aboriginal land in the CLC region is being utilised for cattle production. It is estimated a further 14,885 km² is potentially available for pastoral development with other suitable areas yet to be identified.

The NLC like the CLC is responsible for assisting Aboriginal people to acquire and manage their traditional estates. Approximately 30,000 Aboriginal people live within NLC’s jurisdiction over an area of approximately 550,000 km². The NLC remains a committed IPP partner and continues to contribute towards the success of the multi-disciplinary program.

The value contribution the CLC and NLC provide to the IPP includes corporate governance and expert advice from anthropology, legal, regional offices in terms of logistics, service delivery, networking, advocacy, lease monitoring and compliance, and dispute resolution.

The NTCA is the peak primary industry body representing 90% of the Territory’s industry, from small family operations, Aboriginal owned enterprises, to the large corporate organisations.

The NT Government is committed to increasing Indigenous participation in Agribusiness across the Territory and has two departments involved in the IPP; DPIF and DoE. DPIF provide valuable on-ground assistance focussing on grazing land management, improved herd production systems, animal welfare and capital development to assist Indigenous landholders develop viable pastoral businesses.

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¹ ILC, NT RILS, 2007-2012.
DoE has established an Industry, Engagement and Employment Pathways unit designed to strengthen the development of employment pathways in schools. The objective is to provide students with a clear pathway through school to a job, to skill them for that job and to assist in their transition from school to work.

The PMC has the Indigenous Advancement Strategy, which includes the Remote Jobs and Community Program (RJCP). The objective of the Programs is to increase Indigenous Australians’ employment outcomes and participation in economic activities.

The ILC assists Indigenous landholders to derive benefits from their land through the care, use and improvement of land. The ILC funds activities and assists land holders to develop skills that lead to the sustainable managed of land and development of viable land uses. Support for the IPP includes the development of property management and business plans, funding infrastructure development and natural resource management and training.

The Program is overseen by a Steering Committee (SC) made up of executives from partnering organisations. Planning and operations are undertaken by a Working Group (WG) made up of on-ground staff from several partner organisations.

**Background to the Program**

**2003 Pilot Program**

This program commenced in 2003 under a Memorandum of Understanding (MOU) as a three year pilot program.

The objectives were:

- Increasing pastoral production from Indigenous land; and,

- Increasing Indigenous employment in the pastoral industry.

**2006 – 2011 Indigenous Pastoral Program 2**

In 2006, a new five year MOU was signed that included the NTCA and PMC. These new partners provided an industry link to employers and a commitment to funding training, employment and mentor support.

In December 2008, the IPP Steering Committee agreed that over the next three years the IPP should focus on the provision of property and business planning and infrastructure development to 16 priority properties. The ILC Board allocated $1.7 million for this purpose.

**2011 – 2018 Indigenous Pastoral Program 3**

The program partners are three years into the current IPP3 Strategic Plan 2011 - 2018, in July 2013 the continuation of the IPP3 was supported by the ILC Board, which provided funding of $4,075,000 for activities identified in the two year Operational Plan 2013 - 2015.
Achievements to Date

From its commencement in 2003 until 31 March 2014 the IPP has delivered the following outcomes:

- An additional 100,000 cattle on Indigenous-owned land;
- An additional 24,000km² of land fenced, watered and in pastoral production;
- 26 new grazing licences on Indigenous-owned land covering 34,000km²;
- In excess of $8 million overall in infrastructure improvement and development;
- More than $7 million in grazing licence fees to Indigenous corporations;
- 17 natural resource audits on Indigenous held pastoral enterprises;
- 11 business plans;
- 14 property management plans; and,
- Improved land management in terms of fire management, weed control and feral animal management and improved access to country.

The Future IPP3, 2014 – 2018

Vision

Indigenous people with improved socio-economic standing and livelihoods, through development of viable pastoral operations and sustainable management of Indigenous held land by providing:

- Business management and governance assistance and associated training that will support land holders’ decision-making process and to underpin the programs investment to date;
- Appropriate pastoral extension services that provide advice on matters such as grazing, improved herd production systems, land condition management and capital development;
- Improved natural resource management practices that protect ecological processes and promote biological diversity; and,
- Promote and improve Indigenous training, employment and career opportunities in the pastoral sector whilst providing recruitment assistance, work place support and clear line of sight career pathway understanding.

Principles

1. Traditional Owners will define their aspirations regarding pastoral development on their land following consideration of potential viability, sustainability, their capacity to achieve outcomes and broader cultural obligations.
2. Land councils will consult with traditional owners at all stages of development in accordance with the ALRA.
3. Program support requires landowner commitment fostered by the IPP and demonstrated by their active participation and timely completion of projects.
4. Program support requires demonstration of viability and indigenous benefits, specifically training and employment outcomes.
5. Program support will be directed by business and property management plans.
6. All agencies will work together to achieve outcomes defined in Strategic Plans, Operational Plans, business and property management plans.
7. The limited resources available will be allocated towards projects delivering significant Indigenous benefit.
**Objectives**

The objectives are:
1. Support the development of viable, Indigenous pastoral operations and enable economic opportunity via pastoral activity on Indigenous held land.
2. Contribute to sustainable management of Indigenous held land.
3. Provide training to increase Indigenous employment and the viability of Indigenous pastoral operations thereby enabling career pathways in the industry.

**Outcomes**

1. Support to Indigenous pastoral enterprises that have the potential to be viable.
2. Negotiated grazing licences, generate income, provide seasonal employment, better sustainable management of land and increased access to land for traditional owners.
3. Sound pastoral enterprise development and sustainable management of land through business and property management plans enabling social, cultural, environmental and economic benefits.
4. Increase in training and employment via Indigenous Cattlemen’s Workshops, infrastructure development and routine pastoral operations via IPP staff and mentors.

Outcomes will be achieved through co-ordinated service provision by the partners as identified in the Strategic Plan and annual Operational Plans. Objectives, strategies and targets co-ordinated via the annual Operational Plan are outlined below.
### Objectives, Strategies and Targets

<table>
<thead>
<tr>
<th><strong>Objective 1:</strong> Support the development of viable Indigenous pastoral operations and enable economic opportunity via pastoral activity on indigenous held land</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Strategy 1.1:</strong> support Indigenous land holders to develop viable pastoral enterprises.</td>
</tr>
<tr>
<td><strong>Target:</strong> Adopt a holistic management decision making framework for landholders focused on improved pastoral production, people and management systems with a commitment to provide pastoral extension, business and financial management support.</td>
</tr>
<tr>
<td>The model developed to successfully manage a commercial business will be duplicated across the Indigenous pastoral sector.</td>
</tr>
</tbody>
</table>

| **Strategy 1.2:** Where appropriate assist landholders to negotiate and monitor grazing licenses to (i) provide income; (ii) facilitate improved land/asset management; and (iii) provide Indigenous employment opportunities |
| **Target:** Groups that want to negotiate and monitor grazing licenses on suitable land are assisted; land is sustainably managed and provides economic, social, cultural and environmental benefits. |

<table>
<thead>
<tr>
<th><strong>Objective 2:</strong> Contribute to sustainable management of Indigenous held land</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Strategy 2.1:</strong> Develop plans for Indigenous held properties participating in the IPP to enable sound business development and environmental management.</td>
</tr>
<tr>
<td><strong>Target:</strong> Continue to assist pastoral operations to be viable by utilizing sustainable land management practices and managing land without damaging ecological processes or reducing biological diversity.</td>
</tr>
</tbody>
</table>

| **Strategy 2.2:** Conduct land management activities that lead to better environmental management of land – weed control, feral animal control, fire management. |
| **Target:** Indigenous held land is not degraded by significant land management ‘problems’. |
| The IPP will work with a range of organisations and Indigenous land holders to address major environmental issues, such as weeds, feral, fire and erosion. |
Objective 3: Provide training to increase Indigenous employment and the viability of Indigenous pastoral operations thereby enabling career pathways in the industry.

Strategy 3.1: Provide structured and accredited training, via ICW and individually tailored training for specific properties, to support landholders to develop viable enterprises.

Target: Sound corporate governance and management structure to ensure pastoral enterprises are provided with correct information when making important decisions, as well as ongoing training and capacity development.

Conduct Indigenous Cattlemen’s Workshops that deliver training regarding:
- Enterprise management
- Pastoral management
- Entry level pastoral operations
- Industry standards
- Lease monitoring and compliance

Strategy 3.2: Facilitate entry into and career development in the Industry for Indigenous people through industry training programs including the Pastoral Futures Program via a collaborative training and employment Operational Plan.

Target: Indigenous people participate in structured accredited and non accredited training through the Pastoral Futures Program, Real Jobs Program and other employment strategies to gain employment and develop careers in the industry.

Implementation

Eligibility Conditions

IPP support to land holders will require:
- Traditional owners’ demonstration of commitment;
- Landholder involvement in on-ground works and associated training;
- Landholder involvement in training workshops;
- Landholder involvement in lease and grazing license monitoring and compliance; and,
- Sound business plans, property management plans and/or NRM Audits/plans prior to funding for infrastructure and other works on properties.

Delivery via Partnership and Operational Plans

This multi-party partnership will continue to deliver benefits to Indigenous land holders through this Strategic Plan and annual review of Operational Plan. Development of the Operational Plan will be the responsibility of the IPP Manager.

Planning and budget formulation for the Operational Plan will occur in February of each year.

The implementation of Plans will be governed by the Steering Committee and Working Groups that are representative of the key partners.
**Steering Committee**

Membership of the Steering Committee will consist of program partners; CLC, NLC, DPIF, DoE, PMC, NTCA and ILC. The Steering Committee meetings will be chaired by Steering Committee members through a rotational chair. The Steering Committee will meet in March and November of each year. The Committee will support applications to external funding organisations for additional resources when applicable. As the program evolves, other partners (including funders) may be added.

The Operational and Strategic Plan will be reviewed and signed off by the Steering Committee.

**Working Groups**

The Working Groups will consist of; CLC and NLC Pastoral Development Officers, DPIF Pastoral Extension Officers, NTCA Mentors, ILC support staff, NT DoE staff and IPP Manager. The IPP Manager will develop the Operational Plan in collaboration with the Working Groups through reference to approved property plans, consideration of achievements to date and identification of property needs.

The Working Groups will meet quarterly in their regions and at least twice a year as a collective group.

The Working Groups will apply for additional funding from external funding sources for resources as they are required. As the program evolves, other staff may be added from the existing or new partner groups.

**Governance Arrangements**

The focus of the Working Group will be to implement the Operational Plan at a regional and property level and to provide regular reports on implementation progress and measurement of outputs for each property.

The IPP Manager will report to the Steering Committee on achievements and progress to date against the Strategic Plan and annual Operational Plan. The IPP Manager will report to the Working Groups on direction and recommendations by the Steering Committee.

Where program eligibility criteria have been met the IPP will support: infrastructure development, business and property planning, Natural Resource Management (NRM) and training. The ILC and other funding organisation will use a mix of grants and loans to support Land Management (LM) activities and enterprise development on Indigenous held land.

**Partners Term of Reference**

The Land Councils will consult with Traditional Owners, regarding involvement in the IPP and their preferred model for participation (i.e. enterprise development or grazing licence). The Land Councils will also negotiate the terms of any agreement with an external party for pastoral development of Aboriginal owned land, undertake sacred site clearances for all infrastructure developments and monitor existing grazing licenses.

DPIF – Pastoral extension services on a property by property basis.

NTCA – Coordinate mentoring for Indigenous employees working on IPP properties and enable the partners to work toward industry best practice and they will coordinate training to recognised industry standard. Where appropriate provide industry relevant and up to date advice on market and other trends which have the potential to impact IPP properties and the program.

IPP Strategic Plan 2014 - 2018 IPP SC 2014
NT DoE – Will work with schools to identify students for a pastoral employment pathway and work with all partners to develop the skills and future employment of those students.

PMC – Will support the Vision, Principles, Objectives and Outcomes of the IPP through available programs and budget.

The partners will work together to enable Indigenous land holders to achieve benefits, including employment and training outcomes, from pastoral enterprises, grazing licences and the sustainable management of their land. The partners will work together to ensure that prior to the Program with exiting or with drawing,

- Land holders are fully consulted and enter/exit arrangements (i.e. enterprise development or grazing licences) with their eyes wide open;
- Enterprise development and grazing licences deliver economic benefit as well as employment and training outcomes;
- Pastoral enterprise development is based upon sound business plans and property management plans;
- Land is sustainably managed through Property Plans and by the partners supporting NRM works either via Rangers or other funding sources;
- Pastoral activities are guided by sound technical advice in the specific areas of cattle management, property development and land management, with consideration to any financial implications of enterprises; and,
- Training is delivered via the ICWs and Pastoral Futures Program, specific infrastructure development and ongoing pastoral activities and contributes to developing Indigenous people with the ability to manage their own pastoral enterprises and develop career pathways within the industry

**Targets and Measurement**

To measure achievements the IPP Manager will regularly report regarding:
- Number of enterprises experiencing increase in production and a decrease in costs;
- Improved land condition;
- Cattle numbers and improved genetics;
- Herd management statistics;
- Number of grazing licences (new and monitoring);
- Area under production;
- Employment ; and,
- Training.

**Monitoring and Reporting**

- Templates for reporting progress against the Strategic Plan and Operational Plans will be developed and the working groups and IPP manager will update these quarterly.
- Members of the working groups will report against property work plans quarterly.
**Risk Management**

- The Steering Committee members will follow their organisations principles of risk management and as a result allocate resources to mitigate risk impacting on their organisation or the IPP.

- IPP risk management should,
  1. Identify risks and regularly consider risk management regarding the outcomes and outputs of the Strategic Plan.
  2. Be a systematic and structured process with a focus on identifying and mitigating risks associated with people, livestock and land.
  3. Be an integral part of organisational and operational processes.
  4. Be part of decision making process.
  5. Be based on the best available information, including updated feed availability, livestock and seasonal conditions.
  6. Be continually or periodically re-assessed by the Steering Committee on a quarterly basis.

- The property analysis phase of the Operational Plan will be used to identify risks on a property by property basis; and,

- The inclusion of new properties into the Program will be assessed and prioritised utilising the Property Priority Matrix Template below.
### Property Priority Matrix Template (sample)

<table>
<thead>
<tr>
<th>Score System</th>
<th>Development Potential / Land Capacity</th>
<th>Conflict</th>
<th>Reality Check</th>
<th>Approach with Development Proposal</th>
</tr>
</thead>
<tbody>
<tr>
<td>7</td>
<td>High Potential</td>
<td>Little or no community conflict</td>
<td>Proposal is realistically viable and low risk</td>
<td>Made by Land owner 6</td>
</tr>
<tr>
<td>6</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>6 Made by outside investor 5</td>
</tr>
<tr>
<td>5</td>
<td>Medium Potential</td>
<td>5 Moderate or simple conflict</td>
<td>Proposal is questionable and high risk</td>
<td>3</td>
</tr>
<tr>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4 Made by outside investor 5</td>
</tr>
<tr>
<td>3</td>
<td>Low Potential</td>
<td>3</td>
<td>3</td>
<td>3 Made by outside investor 5</td>
</tr>
<tr>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2 Made by outside investor 5</td>
</tr>
<tr>
<td>1</td>
<td>Not worthwhile</td>
<td>1</td>
<td>1</td>
<td>1 Made by outside investor 5</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Proponent Score</th>
<th>Proponent Score: 0</th>
</tr>
</thead>
<tbody>
<tr>
<td>Score System</td>
<td>Score Weighting</td>
</tr>
<tr>
<td>100%</td>
<td>90%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Score System</th>
<th>Infrastructure/ Existing Development</th>
<th>Regional Appropriateness</th>
<th>Governance / Corporate Structure</th>
<th>Capacity of people</th>
</tr>
</thead>
<tbody>
<tr>
<td>7</td>
<td>Good infrastructure available in good repair</td>
<td>Large Potential</td>
<td>Good Community Corporate Structure</td>
<td>Skilled &amp; committed people in community</td>
</tr>
<tr>
<td>6</td>
<td>6</td>
<td>6</td>
<td>Good Community Corporate Structure</td>
<td>In good financial position</td>
</tr>
<tr>
<td>5</td>
<td>Infrastructure in need of moderate repair</td>
<td>5 Moderate Ability to integrate</td>
<td>Corporate structure existing, needs assistance</td>
<td>Skill not available, but commitment is available</td>
</tr>
<tr>
<td>4</td>
<td>Limited or Infrastructure in need of major repair</td>
<td>4</td>
<td>Moderate Ability to integrate</td>
<td>No outstanding debt</td>
</tr>
<tr>
<td>3</td>
<td>3</td>
<td>3</td>
<td>Good Community Corporate Structure</td>
<td>In good financial position</td>
</tr>
<tr>
<td>2</td>
<td>2</td>
<td>2</td>
<td>Good Community Corporate Structure</td>
<td>In good financial position</td>
</tr>
<tr>
<td>1</td>
<td>No infrastructure</td>
<td>No Ability to integrate</td>
<td>No Corporate Structure</td>
<td>No outstanding debt</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Proponent Score</th>
<th>Score Weighting</th>
<th>Adjusted Score</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>50%</td>
<td>50%</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

### Notes:
**Definitions:**

**Viability:**
To be considered viable the enterprise must deliver Cultural, Social Economic and Environmental benefits while:

- Creating sufficient income to cover all variable and fixed costs;
- Being of sufficient scale to create a cash surplus above running costs;
- Allowing sufficient surpluses of cash for drought, and asset replacement; and,
- Be sufficiently productive to maintain and develop herd numbers.

**Environmental Sustainability:**
It is essential that for an operation to be considered environmentally sustainable that land management practices including earthworks, water placements and stocking rate do not reduce perennial plant species or cause loss of soil quality or quantity.

(Last reviewed September 4th 2014, IPP Steering Committee)