



Gunyanjara Master Plan

Narrariyal Aboriginal Corporation

March 2019

SVA Consulting

Gunyanjara in profile



A strategically important location

Gunyanjara (also known as Ski Beach) is located in Melville Bay, on the Gove Peninsula in North East Arnhem Land. It is approximately 15 kilometres west of the town of Nhulunbuy.

Melville Bay is a strategically important location, as the key port between Darwin and Cairns and the gateway to North East Arnhem Land.



Local infrastructure and services

Gunyanjara has access to good infrastructure, including electricity at standard tariffs, quality drinking water, fully reticulated sewerage system, and good road and telecommunications connections.

The community has access to local education, health, and administrative services, with other services provided nearby in Nhulunbuy.



A base for Gumatj people

The traditional owners of the region are the Gumatj clan of the Yolŋu nation, who have lived in the region for at least 50,000 years. Gunyanjara is the administrative and residential base for Gumatj people.



An active local economy

There are a range of existing enterprises in the lease area, including the popular Gove Boat Club, commercial freight operations, a lumber mill and workshop, and a local store and café.



A growing population

There are currently approximately 285 people living in Gunyanjara, most of whom are Yolŋu people. The population is expected to grow considerably over the next 20 years.



Open for business

Narrariyal is a Gumatj-owned company which administers the township lease and facilitates development opportunities.

Narrariyal will seek to form respectful partnerships with third parties, based on a mutual commitment to the empowerment of Gumatj people.



Secure tenure arrangements

Gumatj traditional owners have entered a 99 year township lease over Gunyanjara and surrounding land. The lease enables secure tenure arrangements and faster decision-making.

Gumatj people have a vision for Gunyaṅara as a thriving and empowered community, and an economic and administrative base on Gumatj country

Our vision for Gunyaṅara:

Gunyaṅara is a thriving and empowered community, which serves as the economic and administrative base on Gumatj country.

Gunyaṅara is sustainably managed by Gumatj to deliver housing and employment opportunities for Yolṅu people, in a market economy developed through partnerships of respect and mutual benefit.

The Township Lease will support the achievement of this vision over the next 20 years in five domains



1. Economic Opportunity

We will expand Gumatj enterprises and negotiate joint ventures with external operators to develop a resilient economy in Gunyanjara, leveraging its strategic location and natural assets.

All Yolŋu who want to work will have the opportunity to do so, across a choice of industries, and the capacity of the local workforce will continue to strengthen.



2. Infrastructure & Services

We will upgrade and future-proof our town infrastructure and enhance our public spaces.

We will create strong relations with service providers, so that Yolŋu people can access the health and education services they need.



3. Housing

We will increase the number of dwellings in Gunyanjara by 50%, to support anticipated population growth and manage overcrowding, ensuring a diversity of ownership arrangements and the opportunity for Yolŋu people to build equity in their homes.



4. Cultural and natural values

We will ensure that development opportunities are well planned and sustainably managed, to preserve our land and sea resources for future generations.

We will strengthen and celebrate Yolŋu culture by protecting sacred sites, caring for country and sharing our stories.



5. Leadership

We will increase our income from subleases and manage our financial resources responsibly.

By empowering Gunyanjara residents to contribute to the community and its goals, we will develop future leaders of Njarrariyal.

We will continue to build the reputation of Gumatj among government, investors and service providers as a trusted and professional partner.

Goal 1: Economic opportunity



Our goals

We will expand Gumatj enterprises and negotiate joint ventures with external operators to develop a resilient economy in Gunyanjara, leveraging its strategic location and natural assets. All Yolŋu who want to work will have the opportunity to do so, across a choice of industries, and the capacity of the local workforce will continue to strengthen.

Our actions over the next 5 years

- Working in partnership with government, private investors and other stakeholders, we will develop three key economic precincts within the township lease: a tourism precinct at the Gove Boat Club, a marine industries precinct at the Gove Port, and a thriving town centre.



- We will also actively investigate opportunities in private residential and ecotourism accommodation, leveraging our location and the security of tenure offered under the township lease.



Highlights:

A tourism precinct at the Gove Boat Club

- Improved facilities for yachts, cruise vessels, recreational fishing and camping
- New retail and tourist information spaces, to complement waterfront dining at the Gove Boat Club
- Employment opportunities for Yolŋu in construction, maintenance, retail and tourist information.

Over the next five years, Gumatj people and partners will develop three key economic precincts within the township lease



A tourism precinct at the Gove Boat Club

The tourism precinct will leverage the natural location of Inverell Bay and the existing footprint of the Gove Boat Club. It will welcome Nhulunbuy residents and visitors, as well as recreational fishers and marine tourists.



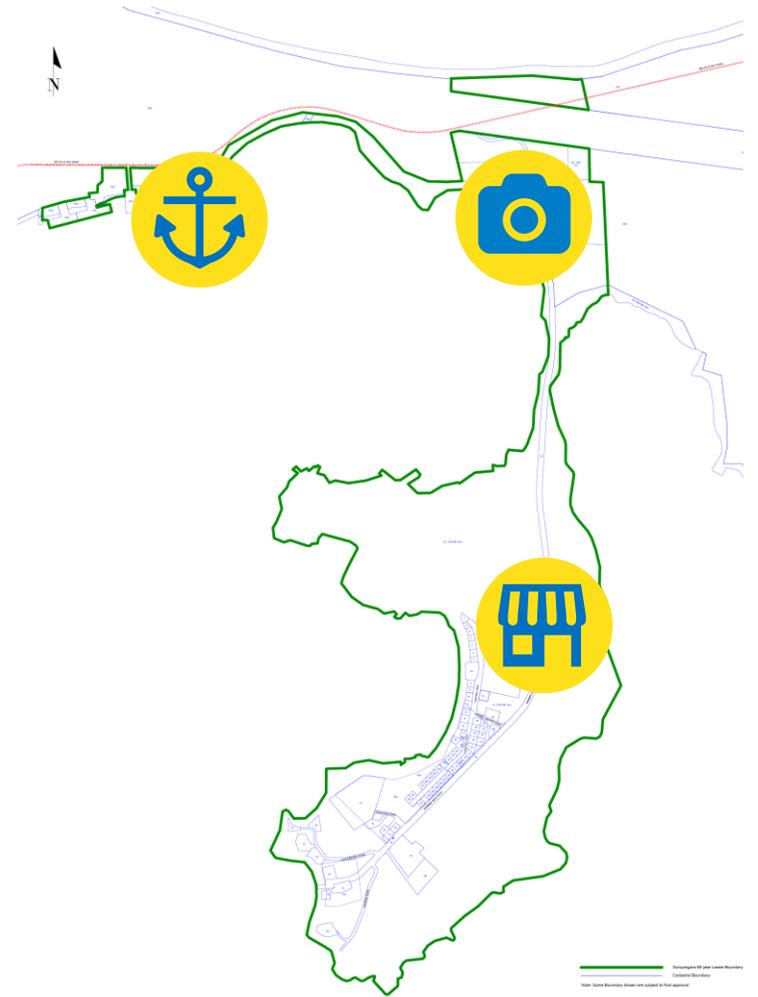
A marine industries precinct at the Gove Port

Based out of an upgraded Gove Port, with supporting facilities at the southern end of Gunyanjara island, this precinct will support sea freight and commercial fishing activities.



A thriving town centre

The town centre will be a grocery spot and lunchtime hub for people living and working on the island. The community store and café will offer a broader range, in an expanded space that includes a healthy takeaway store. Administrative offices and the Gumatj Corporation sawmill and workshop will continue to be based locally to support daytime trade and ongoing construction.



Gumatj traditional owners and partners have identified an opportunity to create a new tourism precinct at the Gove Boat Club that supports facilities for boating, camping and fishing, as well as retail and tourist information services



A tourism precinct at the Gove Boat Club

The precinct will build on natural demand for tourism in the Gove Peninsula, and at the Gove Boat Club in particular.

- The Gove Boat Club at Inverell Bay has consistently attracted visitors over a number of years. It has 1,400 paid members, and runs a profitable business, welcoming 500-600 patrons per week to relax and dine, of whom approximately 70% are Nhulunbuy residents and 30% are visitors.
- The area can support a range of different types of visitors, including yachts and other recreational vessels, and recreational fishing operators. The Gove Peninsula offers the only natural port between Darwin and Cairns, and the Boat Club currently welcomes 100 yachts each year.
- Analysis by GHD for the Northern Territory Government also suggests there is an opportunity to attract 10 small and medium high-end expeditionary cruise vessels each year, carrying up to 250 passengers, which relocate from Queensland to the Kimberley in April and May. This would generate \$100,000 in direct spending in the Gove Peninsula region, and between \$350,000 - \$450,000 in cultural experiences and art sales.

Improving facilities at the Gove Boat Club, as part of a precinct plan, will prolong the stay of current visitors and attract new visitors.

- The absence of facilities in the area presents a barrier to increasing tourism.
 - There is currently no shop to buy goods or refreshments, and no accommodation in the area.
 - There is no fuel facility, which means boat operators must obtain fuel from the BP service station in Nhulunbuy or by arrangement with Sea Swift.
 - The existing tyre-link jetty installed by the Boat Club allows vessels to moor, however this kind of jetty has access constraints (due to lack of handrails) and is prone to corrosion.

Upgrades to the jetty and on-shore facilities have been designed and costed at approximately \$8.5 million.

- These upgrades would include:
 - Extending the jetty to enable safe tendering
 - Sealing the existing carpark area
 - Construction of a shade structure, seating and interpretative signage
 - New toilet and amenity facilities
- In addition, the Gove Boat Club has commenced the development of a camp ground which will provide 25 camping spaces.

Yolŋu people will benefit through construction and maintenance jobs, and the opportunity to develop refuelling, retail and guide offerings

- GHD estimates that the jetty and on-shore facilities upgrades would require 30,000 hours of work, across 58 people.
- In addition, there is an opportunity for Gumatj Corporation to operate a permanent or mobile refuelling station, to develop a retail offering that sells refreshments and other basic supplies, and to consider tour guide and cultural offerings, and to maintain the grounds and camping facilities.
- Increased revenue for the Gove Boat Club campground and other businesses will also benefit Gumatj traditional owners through lease income.

Narrariyal will work collaboratively with stakeholders to pursue this development, which is investment-ready

- Project partners will include the Northern Territory Government, Developing East Arnhem Ltd, the Gove Boat Club, commercial boating and fishing operators, recreational clubs and Dhimurru Aboriginal Corporation.
- The actions identified in this Master Plan will establish project governance, inform the sequencing of upgrades, and agree maintenance responsibilities.

Upgrades to the Gove Port will support expanded sea freight activity and new commercial fishing operations



A marine industries precinct at the Gove Port

There is an opportunity to expand and diversify the operations of the Gove Port, which has an important role in servicing the Arnhem Land region

- The Gove Port is one of three main ports in the Northern Territory (in addition to Darwin and Port Melville). It is a natural deep-water port.
- The wharf and landing ramp is operated by Sea Swift, a sea freight operator who service Arnhem Land. Sea Swift hold a section 19 lease over the land (now managed by Njarrariyal under the township lease) which commenced in 1984 and ends in 2024. Additional freight facilities are operated by Rio Tinto on the Rio Tinto lease, which support the company's bauxite mining operation.
- Since Rio Tinto's announcement that it would close the Gove refinery, the Northern Territory Government has investigated opportunities to expand the Gove Port to improve the efficiency of the existing freight services, and to support new industries such as forestry, regional services, and commercial fishing, as well as marine tourism. These industries could also potentially support several downstream activities such as fish processing, marine maintenance services.
- Several fisheries enterprises operating in the vicinity have expressed their interest in using the Gove Wharf and indicated they would increase their activities if local facilities were available.

Upgrades to port infrastructure are necessary to support multi-user access and provide on-shore facilities.

- Upgrades would involve:
 - a new wharf and commercial port facilities with 24 hour multi-user access;
 - onshore facilities, including a processing centre, cold storage facilities, a distribution hub and export facilities;
 - facilities for possible retail offerings, such as a small scale fishmonger.
- The Northern Territory Government scoped this opportunity as part of its 10 Year Infrastructure Plan 2017-2026, indicating that it would require private co-investment. A number of alternative locations for the new wharf and onshore facilities have been considered, based on advice from GHD. It is estimated that the full suite of upgrades would cost approximately \$15 million, however there are also smaller scale investment options available.

Gumatj can support construction of these facilities, and is interested in opportunities to participate in the seafood industry

- The planned upgrades would be substantial and may support opportunities for DRG in construction and maintenance (acknowledging that the company has limited experience in industrial developments)
- Activity in this area could be a significant contributor to rental income. The existing Sea Swift lease includes an annual fee as well as a levy on freight.
- Over the longer term, Gumatj are interested in linking marine operations with the existing crocodile farm facilities on the southern part of the island, which require redevelopment.

Njarrariyal will engage with the Northern Territory Government to advance this opportunity

- The Northern Territory Government will develop a Master Plan for the marine facilities, which considers existing infrastructure assets. This opportunity will be informed by discussions with Rio Tinto about its lease and existing port infrastructure, and further scoping of freight demand.
- In respect of fishing, Gumatj will consider environmental assessments and management requirements, as well as the need to maintain and protect traditional fishing rights for Yolŋu.

With expanded commercial activity, the main community area will serve as a thriving town centre for Gunyajarra



A thriving town centre

There is demand by residents and local workers for an expanded range of goods and services in the Gunyajarra town centre

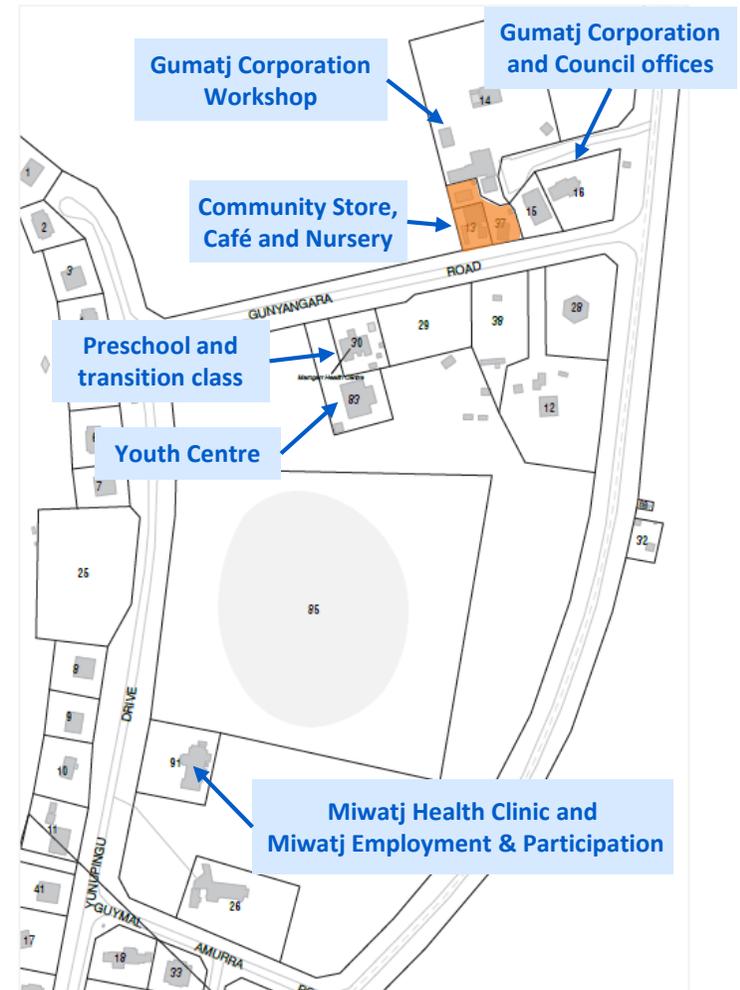
- The community store, café and nursery provide an established focal point for economic activity in the town centre. Trade is supported by residents, construction workers and other visiting workers, and locally-based employees at Njarrariyal, Gumatj Corporation, Marngarr Resource Centre, the East Arnhem Regional Council, and Miwatj Health Aboriginal Corporation. Local demand will increase as the population grows, and as new housing and infrastructure projects bring additional workers to Gunyajarra.
- An expanded local retail offering and increased opening hours would reduce the need to travel to Nhulunbuy for groceries and other items.

Gumatj Corporation will expand the existing community store to incorporate new offerings.

- The store will include a broader range of groceries, including fresh produce, and operating hours will be increased. A new building with a healthy takeaway shop will be developed on the same lot as the existing store, which will be open for lunchtime and dinner trade.

The expansion of the store will support the consolidation of additional retail and service offerings around the town centre.

- The community has expressed interest in additional local offerings – such as an ATM facility, a variety shop, and increased use of the carpentry and metalwork facilities at the Gumatj Corporation workshop. Njarrariyal and Gumatj Corporation will pursue an incremental approach to business development, supported by flexible tenure arrangements where appropriate.
- New developments in the town centre should be integrated with existing community spaces to encourage gathering and foot traffic. Structures (including signage and shop front design) should meet agreed design principles, and should support multiple future uses, acknowledging that the needs of the community will change.



Narrariyal will investigate future residential and ecotourism developments, leveraging Gunyanjara's location and the security of tenure offered by the township lease



Gunyanjara offers waterfront locations which would be attractive for accommodation developments, and tenure arrangements under the township lease present a unique advantage for potential developers.

- Narrariyal is able to offer long-term subleases for the balance of the 99 year lease, which provide greater security of tenure compared to other leases on Aboriginal land or on the Special Purpose Lease at Nhulunbuy.



Ecotourism accommodation

There is a shortage of existing tourist accommodation in the region, and there are no existing waterfront lodges in the vicinity.

- The Walkabout Lodge in Nhulunbuy provides the primary accommodation for visitors on package tours, while the Banubanu Beach Retreat at Bremer Island requires a separate flight or boat trip.

Analysis by Geografia on behalf of Developing East Arnhem Ltd suggests an Indigenous-owned bespoke ecolodge near Nhulunbuy could attract 98 to 244 annual visitors (or 244-611 annual visitor nights).

- On these estimates, servicing the market would require a mix of luxury tent and cabin-type fixed accommodation units accommodating no more than 30 guests. An environmentally and culturally sensitive design, and established partnerships with traditional owners, would underpin the brand offering.

Yolŋu people would benefit through rental income and employment opportunities.

- Geografia estimates 5-10 FTEs would be required for construction. Use of locally available materials (including timber harvested by Gumatj Corporation) would provide additional employment. The development would require 8-10 operational FTEs, providing employment for Yolŋu hospitality and housekeeping staff trained at the Gulkuka Training Centre.

To explore this development opportunity, Narrariyal will engage with established hospitality operators to explore joint venture arrangements.



Private residential accommodation

A number of non-Yolŋu people have expressed interest in entering long-term leases for private residential housing.

- These are individuals who have an existing relationship with the Gunyanjara community and wish to establish a quiet residence for retirement or family life outside of Nhulunbuy.

Gunyanjara is an advantageous location for housing investment, especially against the backdrop of a fluctuating housing market in Nhulunbuy.

- Private housing offers high potential rental income for Narrariyal.

Narrariyal would market house and land packages to prospective buyers, with DRG to be used for development and servicing of lots.

- Narrariyal will also test investor interest in developing shared facilities as part of an estate development.

Over the next three years, Narrariyal will consult with third parties and community members to explore the feasibility of these opportunities, and to test alternative locations.

- A suitable location would ensure access to community assets, such as the community store and new facilities in the tourism precinct, while providing some privacy for the Yolŋu community.
- Possible locations include the Birritjimi area, adjacent to Wallaby Beach, on the northern edge of the lease, or the northern area of Gunyanjara island fronting the bay. Both locations would offer quiet beach frontage and pristine ocean views. Land servicing costs in both locations are likely to be high and would require private investment. Further engineering and environmental assessments would be required on these sites.

Goal 2: Infrastructure and services



Our goals

We will upgrade and future-proof our town infrastructure and enhance our public spaces. We will create strong relations with service providers, so that Yolŋu people can access the health and education services they need.

Actions over the next 5 years

- Negotiate priority infrastructure upgrades with the Northern Territory Government to provide long-term certainty of our power, water and sewerage services.
- Negotiate a joint commitment with East Arnhem Regional Council for upgrades to roads and walking paths, and we will improve wayfinding signage around the community.
- Work with Council to improve facilities and public spaces in Gunyanjara, including upgrades to the basketball court and community oval; improved cemetery areas, and increased shade, lighting and waste collection.
- Build a new a multi-purpose community space on the oval.
- Deliver refurbishment of outdoor facilities in the Youth and Education Hub, explore opportunities to upgrade and expand the education precinct; and develop our partnerships with regional education stakeholders – including schools in Nhulunbuy and the Yothu Yindi Foundation.
- Support the development of a new outreach and rehabilitation centre as part of health clinic.
- Convene service providers to improve service coordination.



Highlights:

Upgrading our sport and education facilities

- A resurfaced footy oval, with a new multi-purpose community space to watch games, which also functions as a cyclone shelter
- A shaded basketball court
- Outdoor play areas for the Preschool and Transition Class.

Narrariyal will work with government to deliver improvements to town infrastructure



Narrariyal will pursue major upgrades to essential services within the township lease area as part of its Local Decision Making negotiations with the Northern Territory Government, and through agreement with the East Arnhem Regional Council on shared priorities.

A key focus in relation to infrastructure is the need to transition arrangements where Rio Tinto is currently responsible for supply and maintenance. This section of the Master Plan should be read in conjunction with the Infrastructure Assessment (Attachment 16) which outlines a number of additional upgrades that are required to town infrastructure



Power

- The community requires long-term certainty in relation to its power supply. Currently, Rio Tinto generates power and distributes to a pole near the Gove Yacht Club. Power and Water Corporation then distribute power throughout Gunyajarara. With the closure of the Rio Tinto refinery and the impending cessation of mining operations over the next 10-15 years, there is a need for the Northern Territory Government to transition these arrangements.



Water

- Water distribution is also currently undertaken by Rio Tinto and will need to be transitioned. Rio Tinto is responsible for the bore field near the airport and distributes treated water to Gove and past Gunyajarara to the refinery site. Power and Water Corporation then distributes water throughout Gunyajarara.
- Narrariyal has recently completed significant upgrades to install a new water compound and water tank, with capacity for up to 700 residents.



Sewer

- Narrariyal will seek a commitment from the Northern Territory Government to transition ongoing maintenance and responsibility for sewerage ponds, which are currently under the township lease but not subject to any formal management arrangements.



Upgraded roads

- The East Arnhem Regional Council is responsible for maintaining roads. Current roads are of a rural standard, but there is a need to upgrade these to an urban curbed profile to improve amenity and drainage.
- Council has developed a five year works plan for upgrades, which includes asphaltting, curbing and guttering of roads in the township lease area – including the three main roads (Yunipingu Drive, Gunyajarara Drive and Guymal Amurra Road) that surround the town centre. Some unsealed roads require regrading and maintenance.



New walking paths

- Upgrades to roads in the town centre, as well as Drimmie Head Road, will include walking paths to improve pedestrian access.



Wayfinding signage

- Marngarr Resource Centre is delivering new wayfinding signage to assist visitors and workers to navigate the community. Signage will provide direction to the commercial precinct for visitors, as well as guidance on residential and cultural areas that are out of access for any unauthorised people. The design of signage will reinforce the visual identity of the community.

The community have identified a number of priorities to improve the appearance and amenity of public spaces



Narrariyal will facilitate community input on maintenance of facilities and public spaces in Gunyaṅara, which is a primary responsibility of the East Arnhem Regional Council. An agreement between Narrariyal and Council for infrastructure and facilities upgrades will include upgrades to the basketball court and community oval; improved cemetery areas, and increased shade, lighting and waste collection.



An upgraded multi-play basketball court & weatherproof cover

- The basketball court is maintained by the Council, but is currently in a poor state of repair. Council has proposed upgrades including resurfacing, new hoops, and a cover to provide shade and weatherproofing.
- The basketball court is a popular play area for young people in the community. The proposed upgrades would improve its amenity. The covered court – which is adjacent to the main community meeting area – could also function as a community meeting space.



Resurfacing of the football oval

- Gunyaṅara has a full-sized football oval which has historically hosted competitive matches between local teams and is used by young people as a place to play. The oval, which is maintained by Council, has not supported competitive play for three years due to the poor state of the playing surface. Marngarr has recently made irrigation upgrades on the oval to improve the playing surface, and will work with Council to add new top soil to the surface.



Increased shade coverage

- Given high temperatures in Gunyaṅara, there is a need for increased shade to support community members to gather and to lower the residual heat of the community.
- Narrariyal will provide input to the East Arnhem Regional Council on the placement of 50 new mango trees. There may also be an opportunity to use timber harvested by Gumatj Corporation to develop small scale shade structures, following the example of the Northern Territory Government's Cavenagh Heat Mitigation Project in Darwin.



Upgrades to the existing cemetery, and establishment of a new cemetery

- The existing cemetery areas along Ski Beach require improvements including fencing, and marking out of graves. There is also a need for a new cemetery location away from the beach area. A site is proposed in bushland on the eastern side of Drimmie Head Road.
- The Northern Territory Government is developing new Burial and Cremation legislation to replace the current Cemeteries Act. This legislation would require the East Arnhem Regional Council, among other things, to ensure signage at Gunyaṅara indicating the cemetery name and council contact details, to issue burial permits, and to keep a register of burials.
- Narrariyal will liaise with Council about implementing this legislation and to make other important improvements to burial arrangements in Gunyaṅara.



Improved street lighting

- The community has identified the need for improved lighting, especially in the main town centre area, to increase safety at night. Council has budget for upgrades as part of its general maintenance program, and will seek input from Narrariyal on new lighting requirements.



More rubbish bins

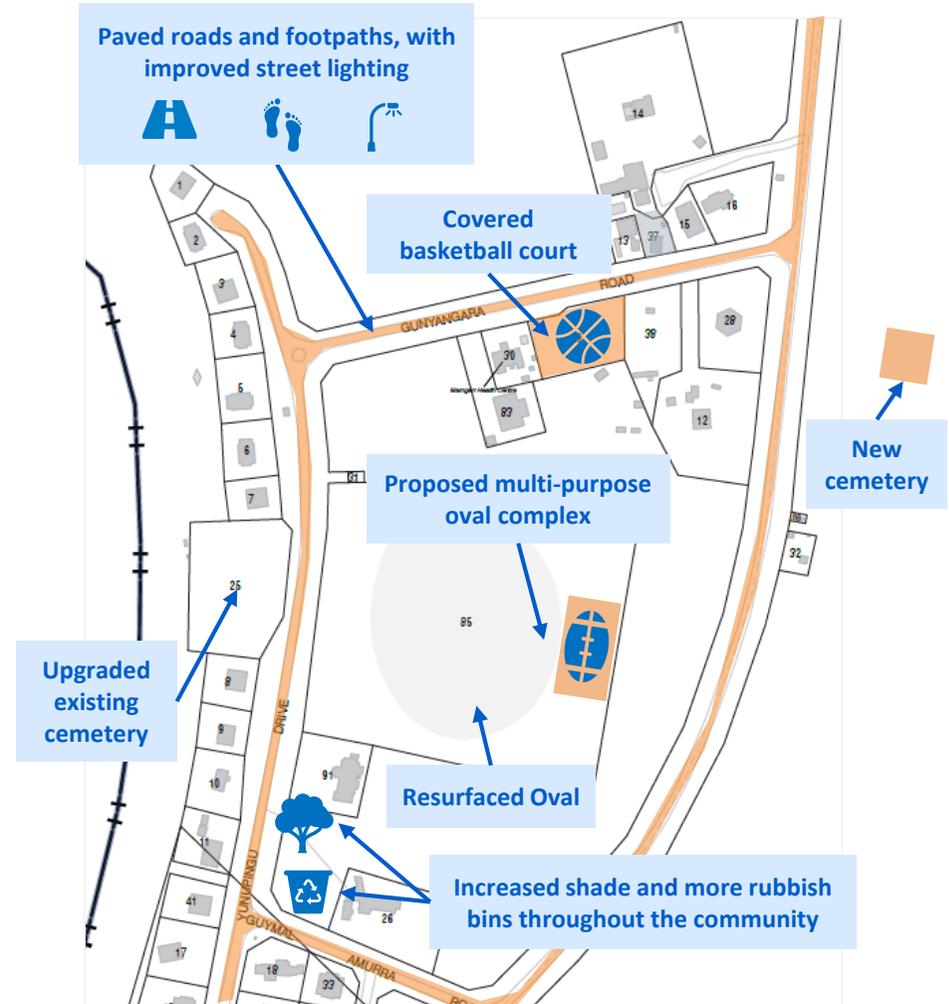
- The community has identified litter in the community as an important area of concern, and would like Council to provide and service rubbish bins at more regular intervals around the township lease area.

A new multi-purpose space on the oval will increase community connection



Narrariyal will facilitate development of a multi-purpose oval complex which provides seating for the community to observe matches seating, while also functioning as a community space and cyclone shelter

- Gumatj traditional owners have a strong desire to keep children and young people engaged in local activities to promote positive health and education outcomes. Watching footy games is a way to bring community members from different generations together, in the geographic centre of the community.
- The island's causeway entrance makes it vulnerable in the event of cyclones. There is not currently a cyclone shelter on the island. The proposed multi-purpose facility would be designed to serve as a cyclone shelter.
- Narrariyal will consider this project for funding through the Community Development Fund, and will leverage co-funding from government.



Narrariyal will work with service providers and government to improve the quality of service provision, focusing in particular on education and health services.



Narrariyal will support Marngarr Resource Centre to improve existing education facilities and connect with regional education offerings, to create a new local rehabilitation facility, and to implement a service coordination strategy.



Improving education provision

Education is a key priority for Gumatj traditional owners. Many Narrariyal Board members recall their own transformative experiences of schooling, and wish for today's young people to have access to quality, engaging learning opportunities. There is an opportunity to improve facilities at the existing Education Hub, which delivers the School Nutrition Program, Remote School Attendance Strategy, Families as First Teachers (FaFT) program and Transition Class.

- Currently there are no outdoor facilities for children to play, which has been identified by teachers and parents as a key gap in current provision. Having already extended the lot boundaries for the school facility (Lot 116), Narrariyal will support Marngarr Resource Centre to install a new playground, soft fall flooring, shade sail and swing set, and install a new roof and concrete slab around existing storage containers to provide an additional shaded space.
- Over the next five years, Narrariyal and Marngarr Resource Centre will investigate further improvements to the Education Hub, including investments from the Northern Territory Government as part of a Local Decision Making Agreement.

Narrariyal and Marngarr Resource Centre will also seek to expand the existing Education Hub to connect with regional education offerings, to provide children with a clear education pathway: from early childhood education, to school, through to further education and training.

- There is active planning underway by stakeholders including the Yothu Yindi Foundation, schools in Nhulunbuy and the Northern Territory Government to improve regional education offerings and increase collaboration. There are opportunities to improve student engagement through new initiatives such as the Dhupuma Foundational Learning program offered by Yothu Yindi Foundation – which provides two-way education for secondary school aged students – and Nhulunbuy High School's Maritime and Fisheries Partnership Program. Narrariyal and Marngarr Resource Centre will engage with regional stakeholders to ensure that young people in Gunyaṅara benefit from these new initiatives and regional plans.



Expanding health services

There is an opportunity to install a new outreach, rehabilitation and NDIS facility on the Miwatj Health site to expand the availability of services.

- The local health clinic – recently refurbished by Miwatj Health – is an important local asset. There are opportunities to further expand its service offering to include rehabilitation services and National Disability Insurance Scheme (NDIS) supports. Miwatj Health is currently producing a rehabilitation strategy. Narrariyal will support Miwatj Health in its efforts to secure government investment to develop this facility.



Improving service coordination

Narrariyal will support Marngarr Resource Centre to implement a service coordination strategy.

- Gumatj traditional owners have identified that a lack of coordination between service providers in Gunyaṅara frustrates health and wellbeing outcomes for residents. There may be opportunities for locally-based as well as visiting service providers to integrate existing programs, and increase information sharing.

Goal 3: Housing



Our goals

We will increase the number of dwellings in Gunyaṅara by 50%, to support anticipated population growth and manage overcrowding, ensuring a diversity of ownership arrangements and the opportunity for Yolḷu people to build equity in their homes.

Our actions over the next 5 years

- We will complete the construction of 6 new houses and one quadplex on the new subdivision along Yunupingu Road, and construct an 7 additional houses on the remaining new serviced lots.
- We will plan for the construction of an additional 10 houses on a new subdivision adjacent to the commercial centre, and confirm areas for future housing growth.
- We will negotiate with the Northern Territory Government to ensure that housing construction and maintenance provides employment opportunities for Yolḷu people.
- We will explore the feasibility of, and design, a shared equity or rent-to-buy scheme to support interested Yolḷu residents to build equity in their homes.



Highlights:

14 new dwellings over 5 years

- New housing will accommodate population growth, and reduce overcrowding for Gunyaṅara residents.
- There will be jobs for Yolḷu people in construction and maintenance, building on the existing capability of Gumatj Corporation in these areas through the DRG joint venture.



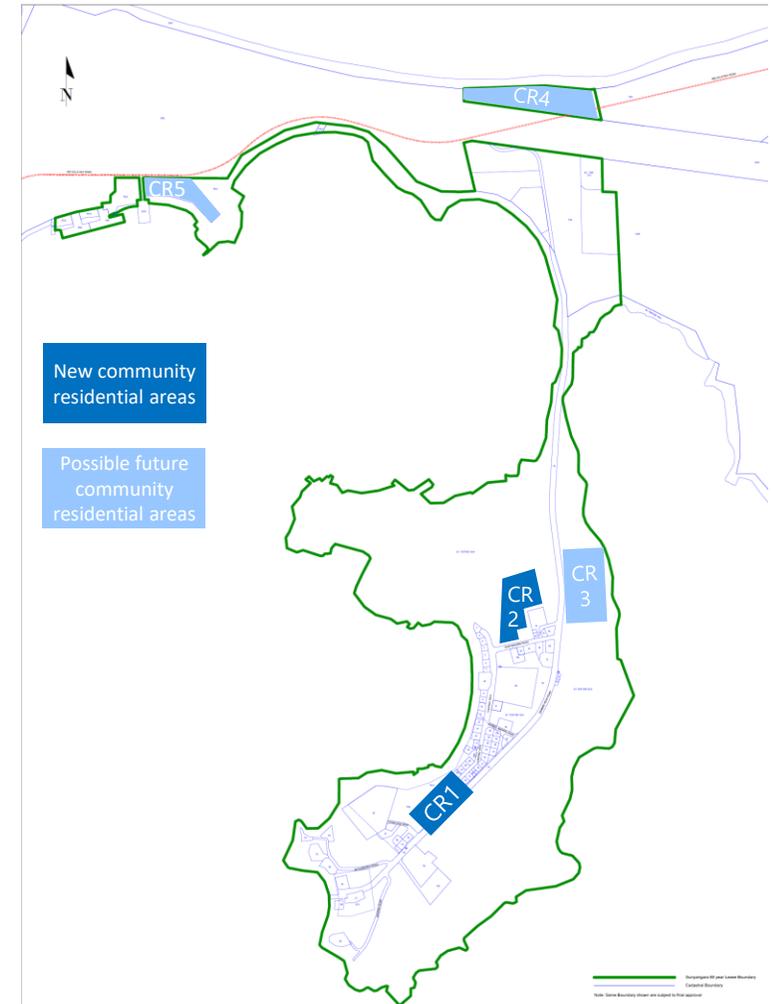
We will bring 14 new houses online over the next 5 years, and plan for future housing areas to accommodate population growth and manage overcrowding

Two areas are proposed for community residential development within the next 10 years. Housing in these zones will be available for Yolŋu residents, including Gumatj employees.

- A subdivision is currently being completed at the area marked CR1, to the south of Gunyaŋara as an extension of Yunupingu Road. This subdivision will create 14 new lots. There is construction underway on 7 of these lots, which will result in 6 new three-bedroom houses and one quadplex. These Gumatj Corporation-owned houses will be ready to accommodate residents by mid-2019.
- An additional 7 houses will be constructed by 2024 on the remaining new serviced lots at CR1.
- Over the subsequent 5 year period (to 2029), there will be construction of a new subdivision and 10 houses at CR2, an area adjacent to the commercial centre (nursery, shop and café) on the northern side of Gunyaŋara Road.
- The areas CR1 and CR2 have been chosen to ensure that future housing connects with the existing township area and services. The shape of CR2 should be further refined through consultation, site review and engineering. Further detail on these sites is provided in Attachment 9: Community Land Use Plan and Attachment 16: Infrastructure Assessment.

Beyond 2024, a third subdivision will be required to accommodate future population growth and reduce overcrowding. Njarrariyal has identified three potential areas for future housing, which will require additional scoping.

- The areas marked CR3, CR4 and CR5 require further scoping, as part of a review of housing needs after 2024. In deciding between these areas, Njarrariyal will consider factors including proximity to the town centre and resident preferences. Njarrariyal will take into account possible alternative uses of the land (for example, CR4 at Birritjimi, adjacent to Wallaby Beach, may support private residential or tourist accommodation – see page 31), but will give priority to housing needs.
- No further housing development would be supported to the south of the existing township area, or further south of the subdivision CR1. This is due to the location of the air strip and the high ecological value of areas along the south-east coast.



We will ensure that housing construction and maintenance provides employment opportunities for Yolŋu people, and investigate options to support private ownership by Yolŋu residents



Procurement

New contracts for new housing and maintenance of existing housing should create employment opportunities for Yolŋu people

- Gumatj Corporation, through the joint venture DRG, have existing expertise in housing construction and maintenance which should be leveraged as part of all future contracts. Contracts should be designed to accommodate the approaches that DRG uses to maximise training and employment opportunities, such as 'slow build' construction.
- Wherever possible, timber and other Gumatj-produced resources should be used as part of construction. The design of housing should also be culturally and environmentally sensitive, and comply with relevant building codes.

Local Decision Making Agreement

Narrariyal will seek to advance the community's housing priorities through a housing agreement with the Northern Territory Government.

- The agreement will be negotiated as part of the Northern Territory Government's Local Decision Making policy (described further in Goal 5: Leadership) to cover areas including funding for new housing construction; funding for repairs and maintenance of existing and new housing; procurement and employment opportunities for DRG in relation to both construction and maintenance, and housing diversity.

Diversity

New housing in community residential areas should support a diversity of tenure types, including private ownership by Yolŋu residents.

- In entering the township lease, Gumatj traditional owners saw an opportunity for residents in Gunyaŋara to own their own homes. Narrariyal will investigate the opportunity to establish a 'rent-to-buy' or 'shared equity' scheme that enables community residents to make an equity investment in their property and increase this over time.
- If investigations support the viability of such a scheme, Narrariyal will design a scheme based on consultation and community input and an assessment of demand.



Goal 4: Cultural and natural values

Our goals

We will ensure that development opportunities are well planned and sustainably managed, to preserve our land and sea resources for future generations. We will strengthen and celebrate Yolŋu culture by protecting sacred sites, caring for country and sharing our stories.

Our actions over the next 5 years

- Identify and map areas of high ecological value to inform future planning
- Explore opportunities to partner with Dhimurru Aboriginal Corporation on land and sea management projects, including rehabilitation and sustainable management practices
- Scope the benefits of establishing recreational areas under the Indigenous Protected Area and negotiate permit arrangements with Gove Boat Club for campground visitors
- Rehabilitate damaged country, including the rubbish tip site and market garden
- Engage with Rio Tinto and the Northern Territory Government to provide traditional owner input on rehabilitation plans for mining areas
- Refurbish 50 Cent Shelter as cultural space, based upon community engagement
- Develop historical and cultural signage, and explore options for cultural and community induction program for visitors.



Highlights:

We will care for Gumatj country

- Rehabilitating areas on the eastern side of Gunyaŋara.
- Ensuring that rehabilitation of mining areas by Rio Tinto and the Northern Territory Government meets Traditional Owners' expectations.



In pursuing development in the township lease boundaries, Njarrariyal will protect Gumatj country and sacred sites

Development will be planned with consideration to important cultural and environmental sites.

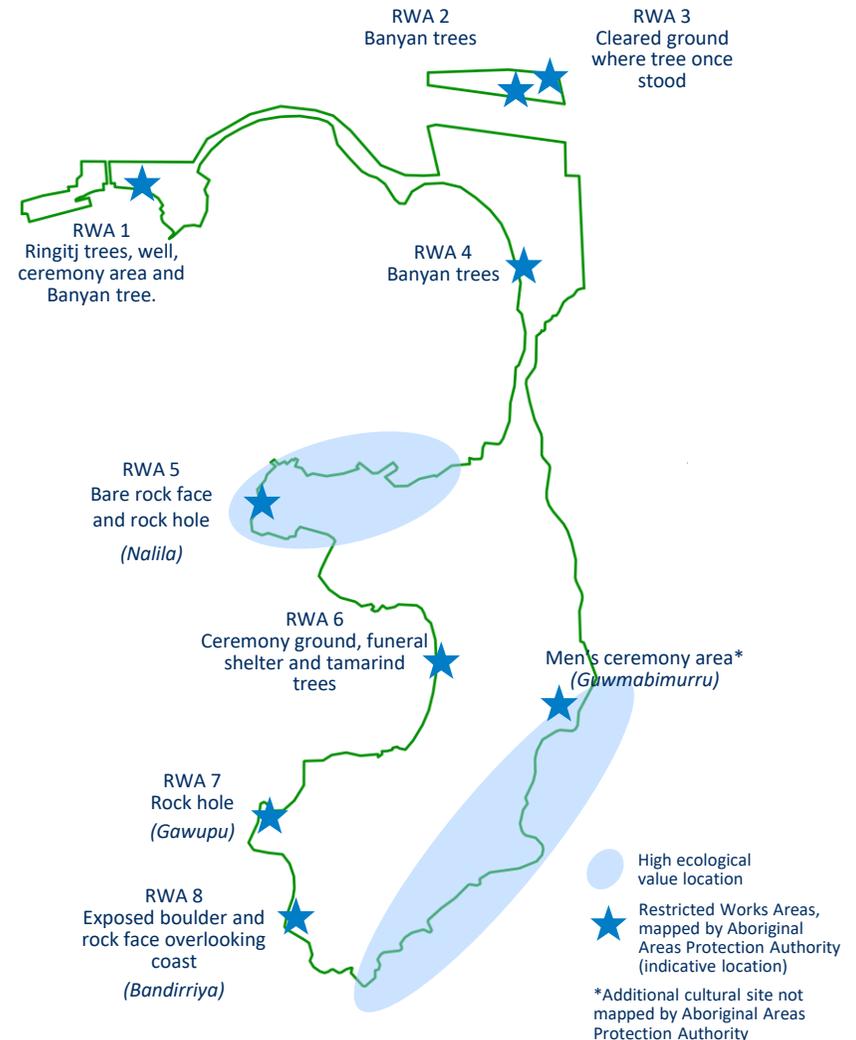
- Njarrariyal will work with Dhimurru Aboriginal Corporation to identify and map areas of high ecological value, to inform future planning. Environmental impact assessments will be completed as part of project planning.
- Sacred sites identified by Gumatj elders have been mapped by the Aboriginal Areas Protection Authority and marked as Restricted Work Areas (see map opposite). Gumatj people want to ensure that these areas are in good condition and accessible. Njarrariyal will ensure that stakeholders are aware of these areas and their planning restrictions.

Njarrariyal will work with partners to ensure that new industries are sustainably managed by Yolŋu people.

- Gunyanjara sits within an Indigenous Protected Area (IPA) and is covered by an IPA Management Plan. Njarrariyal will explore further opportunities to partner with Dhimurru Aboriginal Corporation on land and sea management projects, including sustainable fisheries management practices, which may produce employment opportunities for Yolŋu people.
- To manage tourist visitors, Njarrariyal will scope the benefits of establishing recreational areas under the IPA and negotiate permit arrangements with Gove Boat Club for campground visitors.

Damaged country within the township lease area will be rehabilitated, and Gumatj traditional owners will ensure that rehabilitation plans for mining areas are consistent with their aspirations

- Key sites identified for rehabilitation by Gumatj Corporation include the rubbish tip and market garden area on the eastern side of the island.
- Gumatj traditional owners will communicate with the Northern Territory Government and Rio Tinto to ensure that plans for rehabilitation of mining areas give consideration to possible future uses of this land by Gumatj people.





A new cultural space and placemaking strategy will support Yolngu people in Gunyaṅara to share their stories

The 50 Cent Shelter will be redeveloped as a cultural and arts space, with input from the community

- The space will support Gumatj artists, musicians and dancers to produce their work, which can be sold locally and in other nearby art centres.
- The 50 Cent shelter is located close to Drimmie Head Road. The space will serve as an entry-point to the community for visitors arriving by road. The shelter – which was originally intended for cultural and ceremonial use – has an existing structure and is connected to utilities. N̄arrariyal and partners will investigate the cost of upgrades to the space, and consult with community members – including local artists – to understand their needs for the space.

N̄arrariyal will install historical and cultural signage, and explore options for cultural and community induction program for visitors.

- Yolngu people in Gunyaṅara have proud stories to share among older and younger generations, and with visitors to the community. New community signage will help to tell these stories, including:
 - The resettlement of Gunyaṅara in the late 1970s by today’s elders
 - Gumatj people’s struggle for land rights in the pre-Mabo era
 - Yolngu people's involvement in World War II
 - The history of hundreds of years of trade with the Macassans, from Sulawesi in Indonesia
 - The enduring culture of Gumatj people and their connection with the land over thousands of years.
- Developing this signage will help to inform a community induction program for visitors, which will be accessed by tourists through the new on-shore facilities in the tourist precinct.





Goal 5: Leadership

Our goals

We will increase our income from subleases and manage our financial resources responsibly. By empowering Gunyajarra residents to contribute to the community and its goals, we will develop future leaders of Njarrariyal. We will continue to build the reputation of Gumatj among government, investors and service providers as a trusted and professional partner.

Our actions over the next 5 years

- Continue to formalise existing tenure arrangements with market rent, and develop a strategy for adjusting land valuations over time
- Develop investment strategy for the Community and Economic Development Fund
- Establish processes for collaboration and information sharing between related Gumatj-run entities, including executive management and Boards
- Expand the membership of Njarrariyal and promote engagement with Master Plan actions
- Conduct Governance training for current and future Board members and staff
- Develop Board succession plan and initiatives
- Negotiate Local Decision Making Agreement with Northern Territory Government
- Agree and implement collaborative governance and consultation arrangements with East Arnhem Regional Council.
- Collate data to support 5 year review of Master Plan



Highlights:

We will increase our membership and train up our future Board members

- 50 members within 5 years
- Governance training and succession planning for our Board and staff

Narrariyal will plan ahead for the future, and will agree new ways of working with government and other stakeholders



To manage the Township Lease for the next 20 years and beyond, Narrariyal will need to be financially strong

- To achieve this, Narrariyal will increase the income it collects from rent, aiming to repay its \$2m advanced payment by 2026 and will develop a strategy for investing future rental income.
- Narrariyal will apply rental income to high priority community development projects, and will seek to leverage its expenditure to secure co-investment from third parties.



Narrariyal will encourage the community to participate in decisions and projects.

- Achieving the goals in this Master Plan will require the community to work together. Narrariyal will create strategies for engaging the community and expanding its membership, with a target of 50 members within the next five years.
- Narrariyal directors will need to lead the process of community engagement by communicating the vision and actions in the Master Plan, and actively identifying people in the community with ideas, opinions or concerns.



Narrariyal will plan ahead to develop its Board members and staff.

- It is important to engage the next generation of leaders in the community, to ensure a smooth transition. Narrariyal will make plans for succession and develop the capacity of future leaders, through initiatives such as pairing.
- Narrariyal will also support existing Board and staff members to perform their duties by conducting governance training.



Building strong partnerships with government, through new formalised governance arrangements

The community wishes to ensure that the Northern Territory Government and the East Arnhem Regional Council continue to deliver quality and responsive services, and that government programs and funding reflect the priorities of the community.

Narrariyal will negotiate with the Northern Territory Government to enter a new Local Decision Making Agreement, which will give Gumatj traditional owners increased responsibility for local service delivery. The Local Decision Making Agreement will provide the framework for many of the items in this Master Plan, including:

- Future public housing arrangements
- Upgrades and transition arrangements for key town infrastructure
- Arrangements between Narrariyal and East Arnhem Regional Council
- Improved education facilities and regional coordination.

Narrariyal will also negotiate and implement new collaborative governance and consultation arrangements with East Arnhem Regional Council, to agree priorities (including the infrastructure and services improvements described in this Master Plan), formalise processes for Council consultation with community and ensure information is shared regularly.



Gunyaṅara will be a role model to other communities.

- Gunyaṅara is the first community to hold a township lease through its own community entity. Gumatj people will lead the way for other Aboriginal communities by demonstrating good management and community empowerment.
- As part of ensuring good governance, Narrariyal and the other Gumatj-owned corporations will agree an approach to collaboration, at both management and Board levels.

About the Gunyaᅇara Master Plan

Narrariyal Aboriginal Corporation is the entity responsible for administering the Township Lease over Gunyaᅇara. Under the terms of the Township Lease agreement, Narrariyal has developed a 20 year Master Plan for Gunyaᅇara.

Preparing the Gunyaᅇara Master Plan

The Gunyaᅇara Master Plan is the culmination of a two-year planning process, led by the Narrariyal Board and drawing on the perspectives of other Gumatj residents of Gunyaᅇara. A wide range of key stakeholders, including potential partners, were consulted through the development of this Master Plan and key elements of the Plan were tested with those stakeholders.

The Master Plan was drafted by Social Ventures Australia (SVA) Consulting, in close collaboration with staff and Board members of Narrariyal. Photos used in this document are copyright Gumatj Corporation. Graphics are by Kristie Sacca

Approach and guiding principles

As required by the Township Lease agreement, the Master Plan seeks to outline “the strategic direction for the economic, social and cultural development” of Gunyaᅇara. It has a 20 year outlook, but provides greater detail on planned actions over the next five years, at which point Narrariyal will complete a mandated review of the Plan.

In documenting the plan, a balance has often been sought in relation to competing principles. Achieving balance has not always meant striking compromise, but rather, holding the competing principles in tension. The plan seeks to advance:

1. Gumatj participation in mainstream activities, but not at the expense of the Gumatj way;
2. The advancement of Gumatj interests, while also working collaboratively with others;
3. The thoughtful use of all available land and resources within the boundaries of the township lease, while also centralising certain infrastructure and services to create a focal point for Gumatj in Gunyaᅇara; and
4. Big thinking about the possibilities for Gunyaᅇara, while pursuing incremental gains.

Further detailed planning documents have been prepared and compiled to support the implementation of this plan. For further information, please contact Narrariyal Aboriginal Corporation.

Definitions and language used in this Master Plan

Gumatj	People of the Gumatj clan, one of 13 Yolŋu clans of North East Arnhem Land. Traditional Owners of the land within the Gunyaŋara township lease.
Gumatj Corporation	A Gumatj owned company that develops businesses based on Yolŋu land for the purpose of creating jobs and training opportunities for Gumatj people.
Gunyaŋara	The area defined by the boundaries of the township lease, which is centred around the Drimmie Peninsula, which includes the Gunyaŋara community, as well part parts of Melville Bay.
Marngarr Resource Centre Aboriginal Corporation (Marngarr Resource Centre)	A Gumatj owned company focused on community and social development through the delivery of government funded programs.
Njarrariyal Aboriginal Corporation (Njarrariyal)	A Gumatj owned company approved under section 3AAA of the Land Rights Act to hold and administer a 99-year Township Lease over the Gunyaŋara township and surrounding lands.
Residents	People living within the Gunyaŋara Township Lease.
Township Lease	A lease over a whole township, granted under s19A of the Aboriginal Land Rights Act (NT) to an approved entity which allows the approved entity to manage land and grant land use interests in accordance with the terms of the lease.
Yolŋu	Aboriginal people of North East Arnhem Land, including Gumatj and other clan groups

In this plan, some Yolŋu terms are represented with special characters. The character ‘ŋ’ used in the words ‘Gunyaŋara’, ‘Yolŋu’ and ‘Njarrariyal’, is the same as the English sound ‘ng’, as in the word ‘singer’. To reflect this pronunciation, these words are sometimes written in English using a ‘g’: Gunyaŋara, Yolngu, Ngarrariyal.



For further information on the Gunyangara Master Plan,
or to discuss opportunities for land use, please visit
gunyangara.com.au or email info@ngarrariyal.com.au