Fee for Service in Indigenous Land and Sea Management:

Impact Assessment and Analysis

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Fee for Service in Indigenous Land and Sea Management: Impact Assessment and Analysis

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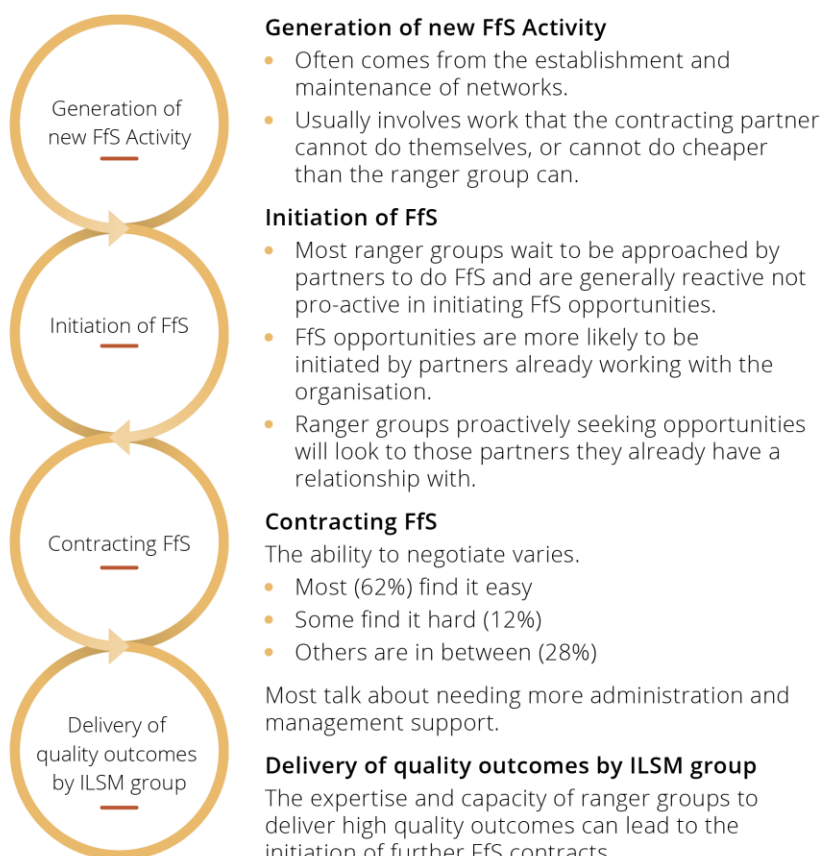
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Fee for Service in Indigenous Land and Sea Management: Impact Assessment and Analysis

Key insights into the 'Impact Evaluation of Fee for Service' study conducted between May 2017 and May 2018 with Indigenous Land and Sea Management (ILSM) Ranger groups across Australia. The main enablers, barriers and drivers as well as the central economic, social and cultural outcomes of Fee for Service (FfS) activity are all shown.

Fee for Service Defined: Ranger groups are funded under Indigenous Protected Area (IPA) and/or Indigenous Protected Area (IPA) to conduct a selection of 'core funded' activities. FfS is a contractual agreement where a partnering organisation pays fees to a ranger group in return for land and sea management services. FfS includes labour and intellectual services, and the partner may also pay for operational/capital items such as vehicles and machinery.

Life Cycle

- Generation of new FfS Activity
- Initiation of FfS
- Contracting FfS
- Delivery of quality outcomes by ILSM group

Generation of new FfS Activity
- Often comes from the establishment and maintenance of networks.
- Usually involves work that the contracting partner cannot do themselves, or cannot do cheaper than the ranger group can.

Initiation of FfS
- Most ranger groups wait to be approached by partners to do FfS and are generally reactive not pro-active in initiating FfS opportunities.
- FfS opportunities are more likely to be initiated by partners already working with the organisation.
- Ranger groups proactively seeking opportunities will look to those partners they already have a relationship with.

Contracting FfS
The ability to negotiate varies.
- Most (62%) find it easy
- Some find it hard (12%)
- Others are in between (28%)

Most talk about needing more administration and management support.

Delivery of quality outcomes by ILSM group
The expertise and capacity of ranger groups to deliver high quality outcomes can lead to the initiation of further FfS contracts.

Beneficial impacts of undertaking FfS

Financial and employment benefits for individuals and communities; increased self-sufficiency, increased hours worked, reduced welfare dependency, increased confidence, motivation of rangers, increased positive exposure to partners for ranger groups, skills development and enhancement.

Organisation, and community benefits: cost effective service procurement, increased income helps to overcome operational shortfalls, spending focused on community priorities.

Range of FfS Activities by ILSM Ranger Groups

There is a significant difference between the core activities of the Ranger Groups and the amount of FfS being generated by those same core activities.

- ● Core business activities amongst ranger groups
- ● Fee for Service activities amongst ranger groups

95% 47%
Feral animal management

95% 47%
Cultural heritage survey and management

Scope to expand in these core areas for other groups as well.

89% 63%
Weed management

89% 47%
Fire management

84% 58%
Biodiversity monitoring and surveys (coastal / land based)

Use of FfS Income

- Used to purchase additional capital equipment
- Income to cover delays in funding receipts between funding rounds
- To fund programs of cultural and social benefit to the community
- To cover costs unable to be met by grant funding
- Additional training not covered by funded programs
- Increased economic independence
- Increased employment for locals, including increased casual labour
- Additional maintenance of assets not covered by grant funding

Supply & demand

The evaluation findings indicate that the best way to support FfS into the future is to stimulate demand and supply.

This could be achieved by building capacity in:

- Business development
- Business skills
- Research & development
- Entrepreneurial skills
- Legal skills
- Marketing skills
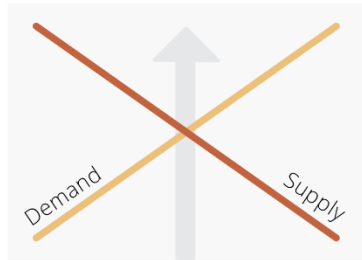
Demand / Supply

How to stimulate supply?
- Better support Ranger Groups to look for FfS opportunities
- Build Ranger Groups capacity in business development

How to stimulate demand?
- Increase awareness of ranger groups expertise and capacity
- Networking opportunities with partners

What are the links between FfS & Grant Funding?

WoC and IPA funding arrangements are stable, long term sources of funding and provide a base from which FfS opportunities can emerge.

Key enablers of FfS work from funded programs include:

WoC & IPA / WoC / IPA

- Intimate knowledge of the area through funded programs
- Strong cultural connections to country
- Increased range of skills developed working in grant funded programs on IPA
- Recognised professionalism and capacity to do the work

FfS more readily emerges when ranger groups have both WoC and IPA funding.

Clarity without Red Tape

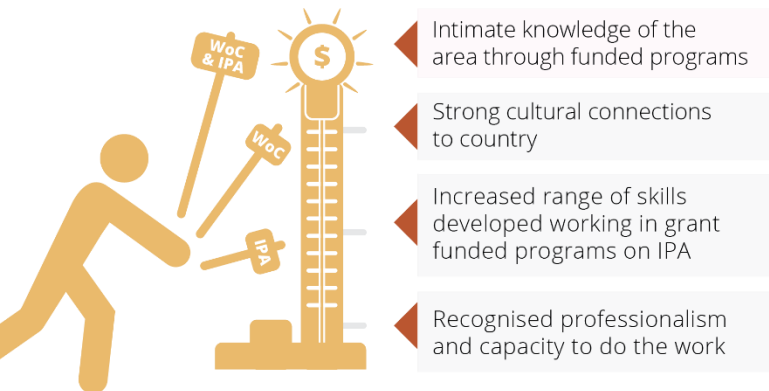Ranger groups don't want more restrictions or guidelines, they want more flexibility and autonomy to generate FfS.

There are currently no clear guidelines for how the ranger program funding contracts can be leveraged to do FfS, including:

- Purchasing equipment
- Acquiring skills to pursue FfS activity

44%

of respondents report on missing out on FfS opportunities because of limitations in the ranger program funding.

Community benefits of Fee for Service

- Higher profile and enhanced reputation of the ranger group in the local community as more jobs and income are generated
- More engagement with Traditional Owners who are perceived as experts when on country
- Greater sense of ownership by the community when rangers are employed to manage country
- Two Way learning between Indigenous rangers and partners can generate new ways of managing country that are compatible with traditional management systems
- Rangers are seen as role models in the community
- FFS income can be spent on economic, social and cultural priorities determined by the community
- FFS income can be spent on training and employment opportunities in the community, increasing employment and reducing welfare

Enablers of FfS

- Building ranger capacity through WoC and IPA funding programs
- Indigenous centred Governance
- Funding certainty
- Partnerships that support the ranger group long term
- Leveraging previous funding grants to develop new opportunities
- Capacity of ranger groups developed over time both internally and with external partners
- Reputation for delivering high quality outcomes
- Partners who have a positive perception of ranger group skills
- Support of the community and traditional owners
- Proximity of the ranger groups to FfS, networking and partnering opportunities

Barriers of FfS

- Ranger group capacity - unable to take on any more work
- Core business – too busy to chase FfS opportunities
- Partners not aware of ranger group or capacity to conduct FfS
- Formal training and education to increase capacity is not readily available or affordable
- Grant funding constraints
- Lack of networking opportunities and communication barriers
- Lack of incentives for potential clients / partners to contract Indigenous rangers
- Lack of capacity to respond formally to FfS tenders

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Executive summary

The Department of the Prime Minister and Cabinet (PM&C) has commissioned Winangali and their partners Ipsos and ARTD to undertake an impact assessment and analysis of Fee for Service (FfS) commercial activities undertaken by Indigenous Land and Sea Management (ILSM) organisations.

In this evaluation, FfS is defined as a contractual agreement where a partnering organisation pays fees to a ranger group, or pays the salaries of ranger group staff, in return for land- and sea-management services (labour and intellectual services; the partner may also pay for operational/capital items such as vehicles and machinery). The services are conducted by Indigenous rangers who have been involved on Indigenous Protected Area (IPA) or ranger programs on a casual, part-time or full-time basis.

This impact evaluation is informed by a realist approach that includes evidence from:

- a literature review
- in-depth interviews with 3 key informants
- administrative data about 74 ILSM organisations (data supplied by PM&C)
- data from an online survey, completed in two parts, from 22 ranger groups that do FfS
- in-depth interviews from 5 ranger groups that are not doing FfS
- 10 case studies.

The project began in May 2017 and finished in May 2018. The report will be used to inform government policy to support and encourage commercial activities and to inform robust decision-making by the management of ranger groups and partner organisations.

The evidence gathered from the literature, secondary administrative data and primary data shows that investment through Working on Country (WoC), IPA and other sources stimulates the ability of ranger groups to generate FfS opportunities. Respectful, mutually beneficial and long-term partnerships improve capacity building, generate income and expand FfS activity.

Business partnerships that work for ranger groups occur when strong Indigenous organisations strategically establish and nurture those partnerships, carefully considering what they can contribute to the objectives and vision of the ranger group. Strong Indigenous organisations insist on maintaining cultural identity and organisational integrity when engaging in partnerships. Successful organisations have found that partnerships with federal, state and local government agencies, businesses and other community groups (both formal and informal) help to enhance local relationships, generate additional income and increase opportunities to work together.

In this evaluation, economic sustainability was the main driver that generated FfS activity for ranger groups. While WoC and IPA funding is seen as a stable source to initiate and expand FfS activity, it can be perceived by ranger groups as being less reliable for the future. WoC and IPA funding was also seen as restricting the ability of groups to take on other economic opportunities outside these funding contracts, which is driving the need to generate sustainable sources of income on country.

FfS occurs when conditions are right. This study suggests that long-term stable grant funding by government is an essential element needed for ranger groups to incubate, start and expand FfS

activity. Ranger groups feel confident when they have been established long enough to develop skills and to have experienced success with WoC and IPA funding. They feel they are allowed to do FfS when the work is aligned with organisational goals and is culturally appropriate and endorsed by those with cultural authority, especially when the work is caring for country.

Support for FfS is strong when there is motivation to generate funds for the organisation and community. Those involved in making decisions about FfS appear to be very positive about its potential, with more than 75% of community members, Traditional Owners and rangers all being very supportive of FfS (Table 6). In the case where a ranger group stopped providing FfS, it appears to be mainly due to a lack of opportunities (or capacity to generate opportunities) rather than a result of any negative experiences. There are cases where a ranger group has stopped providing FfS to a specific partner organisation. In these cases, there are instances when cultural differences and the skill levels of rangers were not appropriately recognised by partners; these relationships need more nurturing.

Benefits of FfS appear to be substantial, including increased profile and reputation for the ranger groups, better relationships between partners that are buying services with Traditional Owners and more cost-effective service procurement for partners. In financial terms, it appears that even relatively small amounts of additional revenue from FfS can support the community in multiple ways. It is difficult to calculate average revenue due to limitations of the data, but the average is approximately $112,000. There is, however, significant variation, from $1000 to $447,000 per year. The profits from this revenue are invested differently by different groups but are generally spent on a mix of equipment and assets, community programs, further employment and financial reserves of the organisation.

The evaluation findings indicate that the best way to support FfS into the future is to stimulate demand and supply. Demand may be stimulated by making business and government agencies more aware of the expertise and capacity of ranger groups to deliver high quality outcomes. Another way is to increase the connections of ranger groups in business networks through various formal and informal networking mechanisms.

Supply may be stimulated by better supporting ranger groups to look for FfS, as only about a third of those doing FfS said they were actively seeking such opportunities. This could be achieved by building their capacity in business development, specifically in areas such as the business skills required to liaise with government and corporate partners, the research and development or entrepreneurial skills to identify opportunities, the administration and marketing skills to respond to tenders, the legal skills to enter into and manage contracts and the accounting skills to know what fees to charge to recuperate all direct and indirect costs. Ranger groups must also have the equipment necessary and skilled staff ready to be able to enter into FfS and fulfil the contracts to completion without risk of cost overruns or draining resources from their core business and funding agreements.

While Indigenous organisations may be optimistic about the potential for FfS and motivated to undertake FfS, not all are ready to do so. Local context will drive the extent to which there are opportunities for FfS: in some locations they may be limited but in others there may be a lot of untapped potential. Ranger groups are all operating in different contexts with different resources and with different opportunities. Increasing FfS opportunities will require tailored support and strategic approaches that make the most of the current strengths and capacity of ranger groups and better support a collective effort to professionalise the business side of FfS.
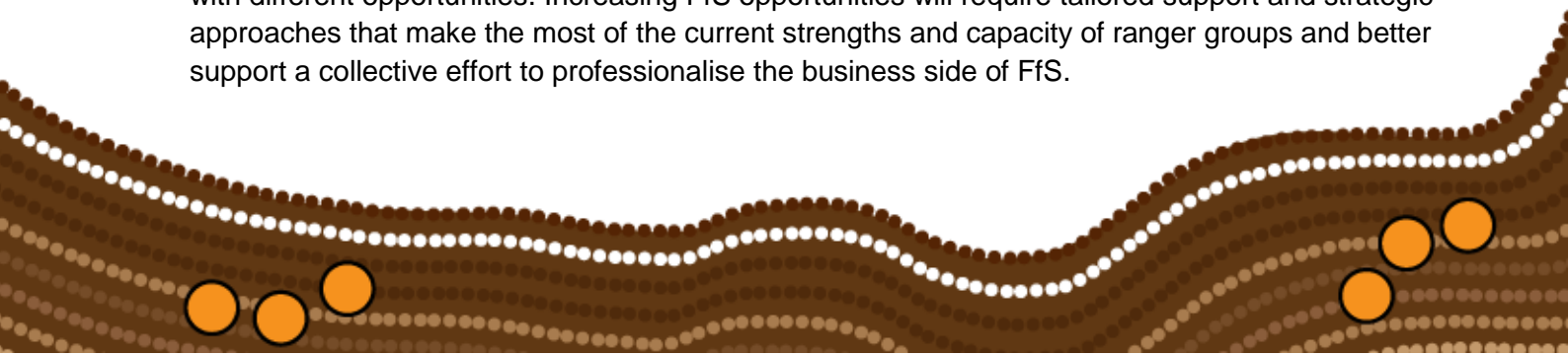
1. Introduction

The Department of the Prime Minister and Cabinet (PM&C) has commissioned Winangali and their partners Ipsos and ARTD to evaluate the impact of Fee for Service (FfS) activities undertaken by Indigenous Land and Sea Management (ILSM) organisations (ranger groups). The impact evaluation uses a realist approach that includes participatory methods and culturally appropriate ways of engaging with local organisations to obtain evidence about the extent of commercial activities and the impact of FfS activities.

The evaluation includes findings from:

- a literature review
- in-depth interviews with 3 key informants from a sample of organisations. These interviews were used in conjunction with the literature review to develop theory about why ILSM organisations do FfS activities and what support they need
- an analysis of patterns in administrative data about 74 ILSM organisations (data supplied by PM&C)
- data from an online survey of 22 ranger groups that do FfS. This survey was completed in two parts:
    - Part 1, a reflective survey, had 22 respondents, with 18 completed surveys, 2 partially completed surveys and 2 incomplete surveys with no useable data.
    - Part 2, a survey about the income and employment benefits, had 9 respondents. The planned analysis was not possible due to insufficient data.
- in-depth interviews conducted with 5 ranger groups that are not doing FfS activities
- 10 case studies where ranger groups described their experience of conducting FfS. Knowledge gained in these case studies may be relevant for other FfS organisations.

The project began in May 2017 and finished in May 2018. The report will be used to inform government policy to support and encourage commercial activities and inform robust decision-making by the management of ranger groups and partner organisations.

1.1   What is Fee for Service?

In this evaluation, FfS is defined as a contractual agreement where a partnering organisation pays fees to a ranger group, or pays the salaries of ranger group staff, in return for land- and sea-management services (labour and intellectual services; the partner may also pay for operational/capital items such as vehicles and machinery). The services are conducted by Indigenous rangers who have been involved on Indigenous Protected Area (IPA) or ranger programs on a casual, part-time or full-time basis.

An example of such an arrangement is where a government department contracts a ranger group to carry out biosecurity surveys and pays for the ranger labour as well as access to intellectual property and to vehicles. Another example is where a mining company has a contract with a ranger group for a 'ranger pool', a pool of workers managed by the group to provide mining rehabilitation services. The mining company pays the rangers' wages and ancillary costs.

This evaluation does not examine activities that are not contracted by partnering organisations, that only include facility hire without a ranger input component or where the staff have not previously been rangers (including having received training). Examples of what is not covered are where a

partnering organisation hires a shed belonging to a ranger group or pays for accommodation without any other services.

There may be other revenue streams or paid work the ranger groups do that provides benefit to their organisations; however, this evaluation considered the entrepreneurial value of the expertise of the ranger group to partner organisations.

1.2 Evaluation context

PM&C encourages ILSM organisations to diversify their funding through FfS commercial activity. FfS complements the objectives of government's investment by extending environmental, social and cultural outcomes, contributing to employment outcomes and career opportunities, building innovative partnerships, generating income and diversifying the community-based economy.

Subject to agreement, PM&C allows Indigenous organisations to use their rangers or ranger group assets to help set up FfS opportunities. This is a way of using IPA and WoC funding to help organisations make the most of government investment. FfS commercial activity supports the Indigenous Advancement Strategy (IAS) outcome of generating economic and social benefits from effective use of land. It contributes to the long-term outcome of stronger, more effective and safer communities (healthy people). PM&C use a Theory of Change approach to identify these outcomes (Appendix C for draft program level Theory of Change).

By facilitating reconnection with country, culture and language, the IPA and WoC programs have achieved exceptional levels of engagement among Indigenous Australians, driving positive social, economic, cultural and environmental outcomes, delivering a mutual benefit for all key stakeholders.[1] Prior to this evaluation, no formal assessment has been undertaken of the impact of FfS activity on generating economic and social benefits.

1.3 Evaluation aim

The purpose of the evaluation is to provide policymakers and ILSM organisations with valuable information and lessons regarding the extent, means, circumstances and contexts for maximising FfS activity. Specifically, it will:

- provide quantitative and qualitative evidence to assess the economic and employment impact of FfS commercial activity, including broader impacts not achieved with the non-commercial ranger program
- facilitate shared learning across the sector about those factors that have proved successful in supporting FfS success
- suggest policy or program recommendations to further strengthen and support the broadening of the FfS sector among ILSM programs for ranger groups that wish to
- identify barriers to developing FfS activities.

1.4 Limitations

The sample sizes for both parts of the online survey that were fully completed are small (Part 1: n=18, Part 2: n=9) out of a possible 74 ranger groups that were identified as conducting up to 131 ILSM projects. A few possibilities regarding the low response rate include:

- ranger groups being too busy to conduct the survey as it was an opt-in survey

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[1] SVA Consulting (2016) (Note that all references are given in the References)

- ranger groups conducting core business on country at the times of the survey parts
- senior personnel with the institutional knowledge being unavailable to conduct the in-depth surveys
- reluctance and/or lack of capacity to conduct the surveys.

For Part 2 of the survey, about the financial impact of FfS, there was a 50% drop in the number of respondents. Reminder calls were made to boost response and many ranger groups were reluctant to discuss the financial aspects of the FfS work, due to:

- uncertainty regarding the nature of the information required and what this information will be used for
- lack of confidence in deidentification of the financial data
- lack of confidence in governmental/departmental responses for those groups that are successfully conducting FfS (i.e. the risk that core funding will be reduced if groups are seen to be generating sufficient FfS income).

The low response rate for both parts of the online survey means that the ability to draw conclusions across the spectrum of ranger groups conducting FfS is limited. The conclusions generated in this evaluation apply only to those groups that have participated in the survey. This is borne out by both the in-depth interviews and literature review, which suggest that the genesis of FfS activity (or lack thereof) is group-specific and dependent on a range of local factors rather than factors that apply to all FfS activities.
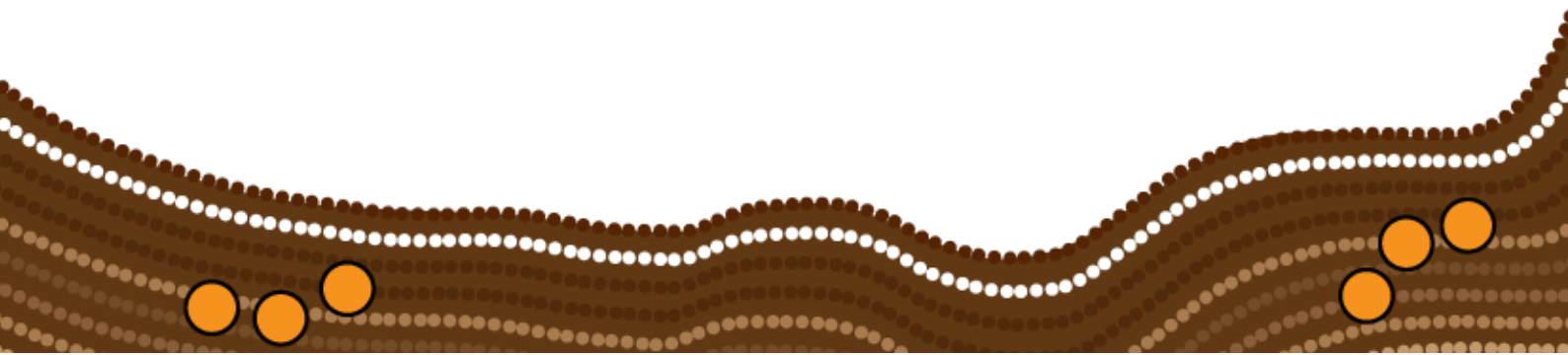
2.Literature review

A literature review was undertaken to inform the evaluation plan and guide the evaluation framework. To inform the evaluation theory, the review investigated a number of questions and synthesised the findings from a range of materials, including:

- previous PM&C reports that evaluated ranger programs such as WoC and IPA
- reports by various Indigenous body corporates as part of regular reporting and publishing of materials
- a general search of available literature through relevant databases.

The design of Part 1 of the online survey was informed by the literature review and by the in-depth interviews with key informants, during which theories about mechanisms, contexts and support factors required for FfS activities were developed. Part 1 also included questions about benefits of FfS to the organisation, over and above what could be achieved with Commonwealth funding.

The core questions that formed the basis of the literature review are listed below:

Q1: What do we know from prior work about the factors that catalyse entrepreneurship for Indigenous organisations?

Q2: What do we know from prior work about the contextual factors that stimulate entrepreneurship within Indigenous organisations?

Q3: What do we know about the business types that work for Indigenous organisations?

Q4: What do we know about business partnerships that work for Indigenous organisations?

Q1: What do we know from prior work about the factors that catalyse entrepreneurship for Indigenous organisations?

In the CSIRO report *Indigenous Land Management in Australia: Extent, Diversity, Barriers and Success Factors*[2] the authors undertook an extensive literature review to understand the range of barriers, enablers and opportunities that ILSM has encountered to date. The report classifies ILSM as including the activities necessary to successfully manage country: NRM, cultural resource management, commercial economic activities, improving living conditions, capacity building, training and knowledge integration.[3]

The review found that there are six key drivers catalysing ILSM and programs across Australia:

a) customary obligations to younger generations and country
b) markets for land management and associated goods and services
c) recognition of Indigenous rights and interests in land through title and agreements
d) movement towards Indigenous and co-managed conservation areas
e) investments for improved environmental and cultural heritage outcomes
f) Indigenous leadership at multiple levels of decision-making.[4]

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[2] Hill et al. (2013, p. 12)
[3] Hill et al. (2013 p. 6)
[4] For an extensive discussion regarding the details of each of these catalysts see Hill et al. (2013, pp. 12–19)

This is supported more concisely by the *Consolidated Report on Indigenous Protected Areas Following Social Return on Investment Analyses* by Social Ventures Australia (SVA).[5] The study of four IPAs and associated IRPs[6] found that the following factors drive the engagement of Indigenous peoples on country: conservation outcomes; reduced disadvantage; meaningful employment resulting in significant, measurable change; and the generation of social return on investment:

1) Individual circumstances: History, location and landscape

For example, they found significant differences between the Community Member outcomes of the different groups selected for case study. Those Indigenous rangers who have increased access to country, live on country or have the opportunity to care for country have significantly better material outcomes than those who do not.[7]

2) Value creation

a. ***The creation of value for a range of stakeholders is directly tied to investment in meaningful employment opportunities for rangers on country***

The report found that rangers working on country is foundational to all other outcomes and that the value generated by the IPA is proportional to the size of direct investment in the ranger program. They found that not only is there significant return on investment regarding the social and cultural outcomes, but that ranger positions on IPAs or WoC programs can generate increased social return on investment.[8]

b. ***The nature and extent of active land management is a significant determinant of IPA value creation***

The amount of land managed is directly related to the amount of value generated through ILSM and can account for up to 52% of total value created by IPAs. The two corollaries to this are that 1) value is affected by the various forms of land tenure and management activities, and 2) that the value derived increases as the amount of land under management increases.[9]

c. ***IPAs are a catalyst for deep and long-term partnerships with government, corporate, NGO and research partners***

Partnerships with government, NGOs and research partners account for up to 38% of the total value of IPAs. Engagement with IPAs has resulted in deeper, longer lasting relationships in communities as well as benefits to rangers and community through more sustainable funding opportunities. It was found that those IPAs deriving the greatest value also invested the most time in building and maintaining the relationships, highlighting community and organisational capacity as a key enabler or constraint to generating value.[10]

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[5] SVA Consulting (2016)

[6] Warddeken in the Northern Territory; Girringun in Queensland; Birriliburu and Matuwa Kurrara in Western Australia (together forming one analysis); and Minyumai in New South Wales, in SVA Consulting (2016, p. 4).

[7] SVA Consulting (2016, pp. 21, 45)

[8] SVA Consulting (2016, p. 21)

[9] SVA Consulting (2016, p. 22)

[10] SVA Consulting (2016, pp. 22–23)

Q2: What do we know from prior work about the contextual factors that stimulate entrepreneurship within Indigenous organisations?

1) Indigenous motivation

Arguably the most important success factor is the motivation to be entrepreneurial. ILSM, WoC and the ranger program is seen as an expression of identity, family linkages, customary law rights, responsibilities, obligations and intergenerational transfer of knowledge. ILSM practices also generate many direct benefits for Indigenous people, such as food and materials for trade and for arts and crafts projects. Pearson[11] notes that Indigenous groups are highly motivated to ensure intergenerational transfer of knowledge across all aspects of the culture, including ecological knowledge and management.

Community-driven approaches, such as ILSM organisations, began as initiatives that challenged and reshaped mainstream institutions which had traditionally presented barriers for Indigenous peoples and groups. The success comes from aligning mutual interests between Indigenous groups and government initiatives, but where the approach is led and planned by Indigenous peoples. Importantly, continued success of various programs relies on the recruitment, training and ownership by Indigenous youth. Although there may be a perception that youth have less interest in such knowledge than adults, Dockery notes that this discrepancy is quite small. New modes of teaching, knowledge transfer and external cultural influences may be masking underlying interest by youth.[12]

It may be that the intersection of Western sciences and Indigenous ecological knowledge in school/community teaching provides a further opportunity to tap latent youth interest and engagement in this space. For example, the Learning on Country Program links learning to local aspirations and values, respects Indigenous languages and privileges Indigenous worldviews.

2) Indigenous governance and co-governance

Local Indigenous governance is critical to the effective management of IPAs, WoC and ranger programs and central to the empowerment of communities and realisation of self-determination of Indigenous people. Culturally appropriate and capable Indigenous governance is essential for sustaining Indigenous socioeconomic activities, including land management.[13] It has been found that the most effective Indigenous-governed or co-governed institutions are those in which Indigenous people initiate the institutions on the basis of informed consent and where traditional leaders are respected and empowered.[14]

In terms of the material value placed on Indigenous governance, the SVA Consolidated report of four IPAs determined this value to be up to $521,000 across both Effective Governance and Improved Governance capacity domains. This represents between 1% and 8% of the total adjusted value by outcome generated from the initial investment. Indigenous governance and increased governance capacity as enablers to successful engagement with economic opportunity were valued at a further $3.24 million across the four IPAs.[15]

This empowerment comes from the relationship between country and sea, with more secure forms of tenure enabling stronger practical implementation of initiatives, integration of traditional

[11] Pearson (2000)
[12] Dockery (2010)
[13] Hunt et al. (2008)
[14] Smith & Hunt (2011)
[15] SVA Consulting (2016, p. 49)

knowledges that align with external stakeholder policies, and capable governance underpinned by transparent decision-making processes and dispute management.[16]

3) Hybrid economies

Ranger groups operate in an economy which can be described as 'hybrid' (Figure 1), where there is overlap and links between the market, customary and state sectors. FfS is an example of an activity that happens in the hybrid space: the government program provides funding which means an organisation can work in the market sector, and the work itself requires Indigenous knowledge which comes from the customary sector.

FfS activities are important for different types of Indigenous groups:

- Indigenous communities – because this commercial activity strengthens the local economy by generating new revenue streams and provides desirable employment opportunities
- Indigenous organisations – because it strengthens the market and customary sectors within the hybrid economy and reduces the relative scale of the dominant government funding. This can be empowering for organisations to have more autonomy to set their own agenda and focus on their goals and missions as defined by the organisation
- Some ranger groups – because it utilises their skills, builds confidence in their abilities and exposes them to new learning opportunities.

FfS is also important for partnership organisations, as it enables them to build their cultural competence while gaining services that they otherwise may not have been able to access.
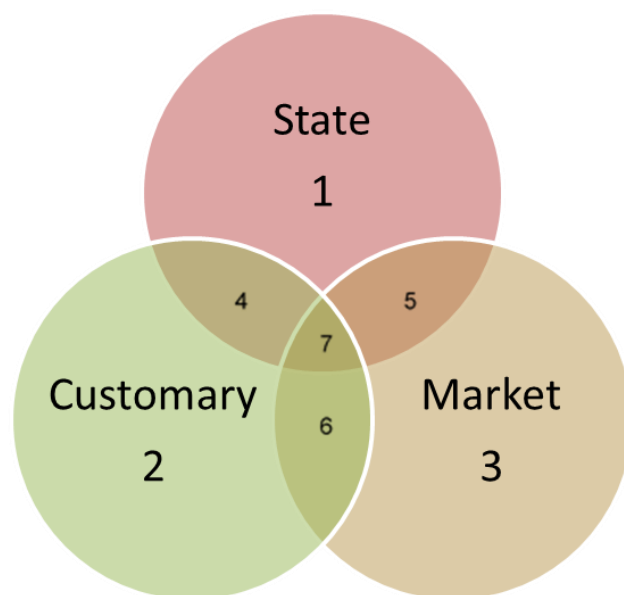
Figure 1 The Hybrid Economy[17]

The crucial aspect of the hybrid economy is the interlinkages between the sectors (shown at 4,5,6,7 in Figure 1) and the relative scales of the three sectors that can (and do) differ between groups and local contexts. Movement by Indigenous groups between the sectors is common and demonstrates an adaptation by Indigenous communities and individuals to post-colonial constructions of

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[16] Hill et al. (2013, p. 36)
[17] Altman (2007, p. 3)
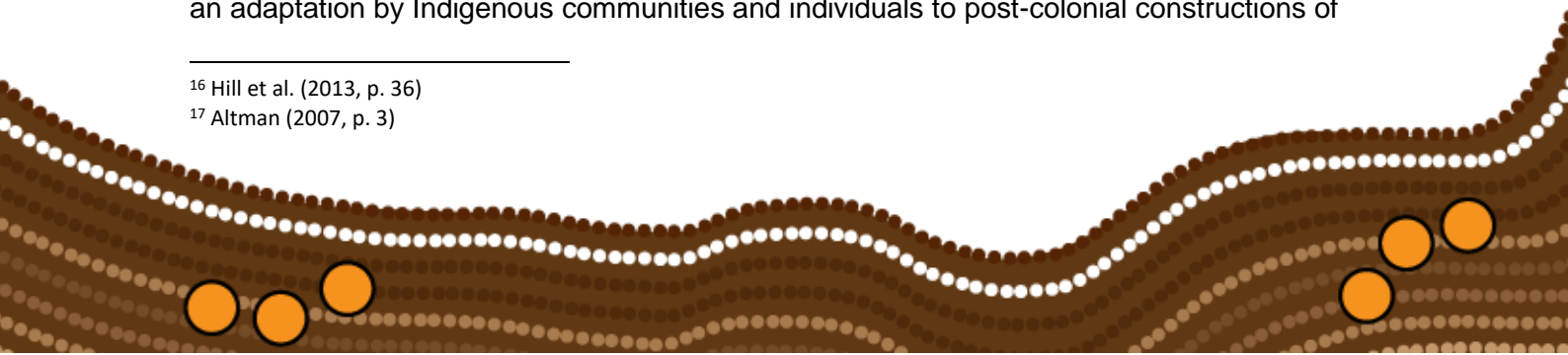
Indigenous societies. This movement is both necessary and innovative given the imposition of Westernised governance and economies on Indigenous peoples and communities post-colonisation. Unsurprisingly, given the nature of colonial/state/Indigenous relations since colonisation, the dominant component in the hybrid economy remains the state sector.[18] The challenges are:

- how to identify the size of each component in each community and context
- how to reduce the size of the state sector and grow the size of the market and customary sectors
- how the interlinkages between customary and market sectors can be synergistic and ensure that enterprising initiatives do not erode the practice and maintenance of customary practices
- how communities and individuals through governance and establishing local economies can maximise the economic return with the resources at hand.

Although the concept of the hybrid economy is useful, the *Economic Values and Indigenous Protected Areas Across Northern Australia* report[19] describes how this type of economy is poorly understood, and therefore Indigenous contributions remain unquantified and unrecognised when calculating economic worth. The worth of non-provisioning benefits that do not necessarily rely on market price mechanisms are even harder to observe and quantify; these include but are not limited to spirituality, maintenance/preservation of language, preservation and transfer of knowledge, getting people back on country, increasing Indigenous power and autonomy.

This is a significant gap in the literature as there are few if any useful studies that demonstrate how changes in one part of the hybrid economy and economic environment affect changes in value of other parts in the system. Given the list of non-provisioning benefits, it is also easy to see that studies may consider more than one benefit at a time but do not differentiate between them due to the inseparability of them. Also, many investigations of these are qualitative in nature and are unable to be quantified, affecting the understanding of their value within economic environment.[20]

4) Stable funding arrangements, clarity/fluidity and specificity

Certainty

The certainty of ongoing funding has been critical to the success of ranger groups and the program more broadly. At present, funding is provided under a three- to five-year contract. Stable funding arrangements foster increased confidence to invest in training, encourages long-term planning and assists with attracting co-funders and potential project partners.[21] Funding certainty and stability also improve the overall effectiveness of the program by allowing Indigenous organisations to implement long-term strategies and projects for biodiversity and cultural heritage management.

Clarity and fluidity

Crucially, the 2007 proposal for WoC had one clear rationale in the environment department: the program would meet the growing demand for fair and lasting recognition of the work undertaken by Indigenous rangers previously supported through CDEP.[22] The Working on Country – a retrospective report 2007-2008 takes the position that the chances of success in the more difficult policy areas

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[18] Altman (2007, p. 4)
[19] Farr et al. (2016, pp. 34–35)
[20] Farr et al. (2016, p. 35)
[21] Turnbull (2010, p. 34)
[22] Mackie & Meacheam (2016)
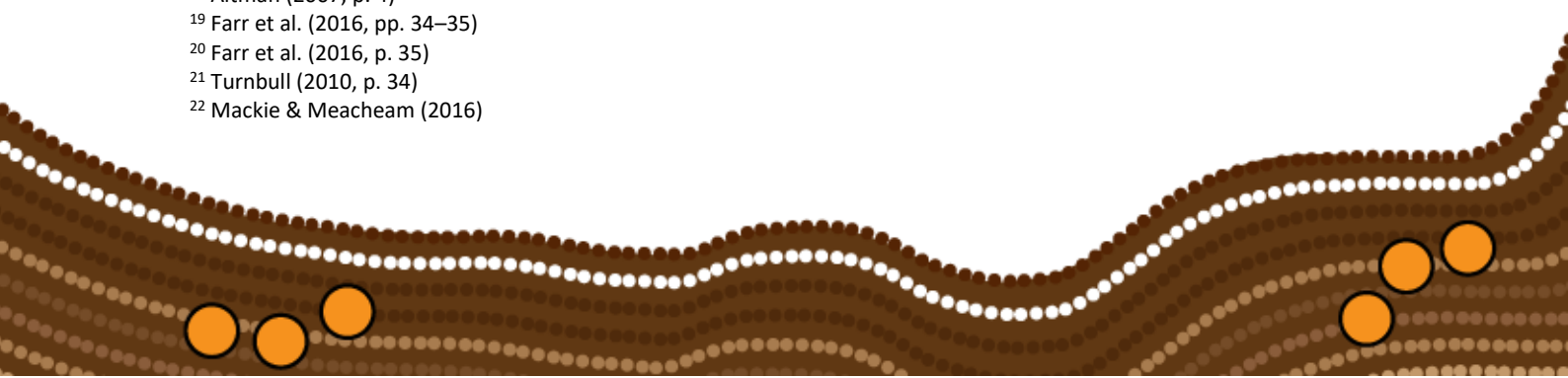
may be improved by allowing some flexibility in the policy.[23] Indigenous employment concerns meant the WoC policy proposal could piggyback on the government's agenda to reform CDEP, and flexibility meant that a range of employment objectives could be met within the program.[24]

The original 2007 program concept also gave expression to Australia's international commitments to engage with its Indigenous people, including use of their Indigenous ecological knowledge to protect biodiversity in a way that recognised the legitimacy of customary Indigenous understanding, practices and beliefs relating to natural environment and climate alongside Western scientific understanding.

Specificity

Identifying funding to be used for Indigenous specific programs (specificity) allows groups to manage land in ways that are aspirational and based on Indigenous knowledge, rather than fitting to Westernised or other imposed criteria.

Indigenous specificity in the IPA program has meant that policy allows co-production, taking advantage of a shared interest in and associations with country, while delivering National Reserve System and land management outcomes for the Australian Government.[25] Indigenous specificity in WoC programs and funding has led to positive government responses to the Caring for Country movement as interests and outcomes are broadly aligned by both parties. Multiyear consolidated funding results in certainty, economies of scale, efficiencies, proper monitoring and the transfer of intergenerational knowledge and Indigenous ecological knowledge. This is reinforced by the evaluation conducted by Mackie and Meacheam[26] who see stable, bipartisan, multiyear funding as a key underpinning of the success of the WoC program.

5) Linking with brokers

> The Working for Country and IPA programs have, until recently, been managed by a lead agency that has a technical capacity in environmental and cultural Indigenous land and sea management. This has been an important element in the success of these programs to date. The programs have been grounded in their technical focus and understanding of local and national environmental management pressures and issues, combined with a solid understanding of program delivery in a remote Indigenous context, which necessarily involves working with Indigenous organisations and forming lasting partnerships.[27]

Indigenous Peoples and groups have strong networks with groups that are similar to them (bonding capital with their own mob) but sparse or more fragile networks or connections with groups that are not like them (bridging capital to non-Indigenous people). These bridging capital networks are central to linking poorly resourced community-based land and sea management organisations and ranger groups with the non-Indigenous partners and resources that are required to undertake ILSM.[28] Success in ILSM is helped by brokering organisations and brokers who connect community-based Indigenous organisations to the resources and support required to undertake ILSM, for example, Land Councils and NRM regional bodies that work with non-Indigenous organisations regularly.[29]

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[23] Mackie (2009)
[24] Synergies Economic Consulting (2015, p. 30)
[25] Baker et al. (2001)
[26] Mackie & Meecham (2016, pp. 163–164)
[27] Synergies Economic Consulting (2015, p. 39-41)
[28] Hill et al. (2013, p. 43)
[29] Synergies Economic Consulting (2015, p. 31)

6) Indigenous ownership (cultural, country-based, comprehensive)

Indigenous-driven planning is identified as a critical success factor in several case studies[30] of successful ILSM. Indigenous governance structures and local protocols and priorities result in Indigenous people driving the process and incorporating Indigenous ecological knowledge, which is a key motivating factor. WoC has been able to garner the support and endorsement of Indigenous Elders, which in turn enhances the Elders' authority in applying rules and disciplinary actions.[31]

7) Relationships of trust, respect and mutuality

Indigenous people undertake substantial ILSM through informal activities and trips onto country that are invariably underpinned by Indigenous kin relationships. Long-term engagement of non-Indigenous people and their willingness to step back and give space for Indigenous people to step into ILSM roles are two attributes associated with effective relationships.

Principles identified as important in successful cross-cultural engagement include a focus on the time, capability and commitment to build relationships of trust and respect and underpinning these partnerships with formal documents, regular meetings and an adaptive management framework.[32]

Time spent together on country underpins development of trust and respect.[33] Sitting together and having a yarn are activities essential to effective relationship building, resulting in movement towards addressing social justice issues and equity that underpin two-way ILSM, but which can be difficult with programs that are funded and led off-country. As Mackie and Meacheam report (2016):

> Working on Country worked because, first of all having an understanding of what country means to people and secondly, having again the networks, the relationships and being prepared to be in the communities. Taking the call when someone says, 'I want to talk to you about the program' and getting yourself on a plane and then driving yourself west of wherever you land and meeting with a group of people you have never met in your life and talking with them. Not many programs did that.[34]

Relationships and the willingness of non-Indigenous people to make significant and meaningful concessions in the power relationships that can be inherent in government-funded programs also results in collaborative two-way relationships. This effectively enhances the program's objectives and outcomes and can result in a merging of Indigenous and scientific knowledge that underpin success in ILSM. Reports that Indigenous people still experience a sense of domination by Western science and conservation paradigms can hinder program objectives; addressing this issue is seen as key to achieving engagement between Indigenous and non-Indigenous sciences and program objectives.[35]

From this review of the literature about contextual factors that stimulate entrepreneurship in Indigenous organisations, two more focused questions were derived:

- What do we know about the characteristics of Indigenous organisations (or individuals/boards) that have been successful in being innovative / entrepreneurial / or commercialising services?

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[30] Synergies Economic Consulting (2015)
[31] Synergies Economic Consulting (2015, p. 31)
[32] Morley (2015)
[33] Mackie & Meacheam (2016, p. 165)
[34] Mackie & Meacheam (2016, p. 165)
[35] Muller (2012)

- From what we have learned from prior work, what do we need to be asking the Indigenous organisations who have ILSM to better understand the contextual factors and characteristics that make FfS commercial ventures work, etc.?

Q3: What do we know about the business types that work for Indigenous organisations?

Understanding the factors for successful Indigenous community-managed programs is important for informing future programs. However, defining successful Indigenous community-managed programs is difficult, and the factors that lead to success can mean different things to Indigenous and non-Indigenous people.[36] Defining success for Indigenous community-managed programs is problematic, because well-designed evaluations of their effectiveness are rare.[37]

Organising for Success: Policy Report. Successful Strategies in Indigenous Organisations outlines the success factors of 16 case study organisations that were viewed as successful. The definition of success, as used in the study, is an organisation that:

> … delivers efficient, effective services providing value for money. Successful organisations have internal characteristics which may be discerned through research although external performance indicators such as meeting service targets, providing effective professional service delivery and robust corporate governance are key success indicators.[38]

The study found the features of such successful organisations include the following:[39]

- good corporate governance
- efficient responsive service delivery
- community engagement
- internal strength
- accountability to funding bodies
- intercultural organisations
- external factors such as economy or policy

- strong leadership
- staff development
- ability to respond to change
- strategic engagement in partnerships
- building for the future
- focus on core business.

These features reflect the findings of the Harvard Project on American Indian Economic Development, The Harvard Projects' framework for Indigenous nation building positions governance as the key factor driving economic and other development aspects of Indigenous communities and is based on the principles of sovereignty, institutions, culture and nation building approaches.[40]

Within the Kimberley Region, for example, Kimberley Traditional Owners are using their cultural values to stimulate economic activities in their communities, ignite social change and enrich ecological biodiversity.

In the KLC model, cultural enterprise economies are based on four pillars:

- recognition and respect for Indigenous culture, rights and title
- development of strong Indigenous cultural governance in decision-making and guidance

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[36] Finlayson (2007, p. 7)
[37] Tsey et al. (2012)
[38] Finlayson (2007, p. 11)
[39] For detailed information and case studies regarding each of the features, see Finlayson (2007, pp. 11–16)
[40] The Harvard Project on American Indian Economic Development (2011)

- increasing meaningful employment opportunities to generate income and wealth in communities through sustainable enterprises
- conserving and restoring the environment.[41]

Within the cultural enterprise economy, Indigenous culture and knowledge do not conflict with modern economic principles; instead, they complement and enhance business development opportunities.[42] This empowers Indigenous people to manage their country and is proving to be a solution to reduce entrenched socioeconomic disadvantage, welfare dependence, political marginalisation and poverty. It is creating revitalised communities, empowering Indigenous leadership, driving social change and delivering remote community development.

Q4: What do we know about business partnerships that work for Indigenous organisations?

Strong organisations strategically establish and nurture partnerships, carefully considering what they can contribute to their objectives and vision. The majority of the organisations in the Australian Institute of Aboriginal and Torres Strait Islander Studies' (AIATSIS 2007)[43] study have entered some form of partnership with external bodies. Funding partnerships were the most readily identified.

Strong organisations insist on maintaining cultural identity and organisational integrity when engaging in partnerships. Successful organisations have found that partnerships with local government agencies, businesses and other community groups (both formal and informal) help to enhance local relationships and increase opportunities to work together.[44]

A number of significant points are raised in the Consolidated Report from SVA Consulting[45] that demonstrate the business arrangements and partnerships driving value in IPAs.

1) The nature and extent of active land management

The report noted that although the Birriliburu IPA is the largest of the four studied, the lack of WoC funds significantly limits the work that rangers can achieve, with a small grant funding work in only three discrete zones. Increased and diversified investment from a range of funding sources would meet the high demand for ranger jobs and could deliver a more expansive program of works.

2) IPAs enable meaningful long-term partnerships with government, corporate, NGO and research partners

Successful partnerships are founded on shared values and mutual benefit, and those IPAs generating greatest value from partnerships invest significant time and resources into building and maintaining the relationship. For example, the Warddeken IPA has established deep relationships with four NGO partners, one corporate partner and five research partners, creating almost $6 million in value for those partners and approximately $5 million in value through increased funding and economic opportunities for community members. Without sufficient resources to invest in IPA coordination and management, it is very difficult for ranger groups to take full advantage of IPAs and create meaningful long-term partnerships.[46]

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[41] Kimberley Land Council (2015, p. 6)
[42] Kimberley Land Council (2015, p. 6)
[43] Finlayson (2007, p. 21)
[44] Finlayson (2007, p. 21)
[45] SVA Consulting (2016, p. 22)
[46] SVA Consulting (2016, p. 23)

3) Investment through WoC and other sources generates higher rates of return on investment

The SVA Consolidated report found that the ranger groups that had IPAs with WoC funding have received greater investment than those without WoC funding. The rates of social return generated by IPAs with WoC funding were also higher across the four IPAs, on average, than the rates of social return generated by IPAs without WoC funding.[47] **Long-term relationships matter**

SVA's social return on investment report for the Girringun IPA noted that the establishment and maintenance of very long-term relationships is critical to the various outcomes of the IPA. Research partners have been associated with the Girringun IPA recognise that work needs to be grounded in traditional structures and systems and that Elders maintain control. The research partners found that 'research is more culturally appropriate and cost effective', and 'researchers' careers are advanced through research outcomes'.[48]

Most of the IPA's NGO partners sit on the co-management committee resulting in close, regular contact. It was noted this was a two-way relationship with both the IPA and NGO partner stating that each was able to provide significant in-kind support, generating mutually beneficial relationships and improved outcomes for each stakeholder.[49]

Finlayson's (2007) report[50] also outlined that Indigenous organisations that have been successful in building relationships with partners have:

- been strategic in establishing and nurturing partnerships and have considered where they can contribute to achieving their objectives
- adopted a robust negotiating style so that contracts are realistic for their organisation
- insisted on maintaining their cultural identity while engaging in partnerships
- formed beneficial relationships with local government agencies, businesses and other community groups.

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[47] SVA Consulting (2016, p. 24)
[48] SVA Consulting (2015, p. 39)
[49] SVA Consulting (2015, p. 39)
[50] Finlayson (2007)
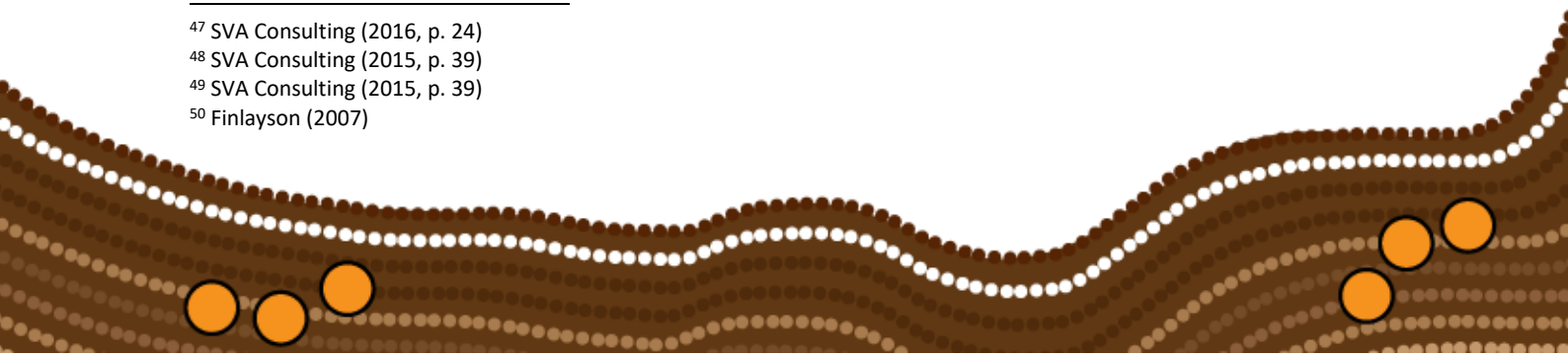
3. Evaluation findings

Over the past 10 years, ILSM groups have increasingly built FfS activities into their ranger operations. These activities have developed organically as extensions of ILSM operations, creating additional benefit through employment and income generation and associated social benefits.

FfS activities have developed without specifically earmarked funding from PM&C, but are made possible by the use of ranger or IPA program resources including administration, governance and capacity building. The types of FfS set-ups vary between projects and ranger groups. This variation is driven by local context, availability of commercial opportunities and partners, ranger group size and capacity, governance arrangements, types of ILSM organisations and other local differences.

This chapter presents the findings from Parts 1 and 2 of the online survey, in-depth case studies and administrative data made available to the research team. The specific evaluation questions answered in the following section are:

1. Overview: What is the extent of FfS activities across IPAs and ranger projects and what models have been developed? (FfS activities description: 3.1; How they link to ranger program funding: 3.2: Life cycle of FfS 3.3; Role of partnerships in FfS: 3.4)

2. Impact: Can we quantify the economic and employment impact of FfS activities and any other (selected) associated outcomes? (Impacts of FfS: 3.5)

3. Analysis: What are the drivers for success in FfS activity? What lessons have been learned? What approaches have proved themselves and may be shared? What conditions support success? (Enablers for initiating or growing FfS 3.6; Barriers to initiating or growing FfS: 3.7; Opportunities and aspirations for FfS: 3.8).

3.1 FfS activities

This section of the report summarises information generated in Part 1 of the online survey, which asked reflective questions about the types of FfS activity currently operating and the client bases for ranger groups.

3.1.1 Current FfS activities undertaken

Ranger groups are funded to conduct a range of core land and sea management-related activities. Groups may also conduct some of these activities as FfS for other partner organisations (see **Table 1**). The five most commonly occurring core activity types identified by respondents in the reflective survey were cultural heritage survey and management (95%), feral animal management (95%), weed management (89%), fire management (89%) and biodiversity monitoring and surveys (coastal or land-based) (84%). In relation to core business, the five most frequently occurring activities for which a fee was charged were weed management (63%), biodiversity management (58%), feral animal management (47%), fire management (47%) and quarantine work (47%). These results demonstrate a strong alignment between the core business of the ranger groups and the types of activities conducted under FfS contracts. The results also show that where partner organisations like state government and local councils also have responsibility for the types of core activities done by rangers, like weed management and biodiversity monitoring/surveys, there are more opportunities for FfS.

Table 1 Core ILSM activities (IPA and Ranger programs) and most common FFS activities

	Core funded ILSM activity	Most common Fee for Service activity
	Yes	**Yes**
Cultural heritage surveys/management	**95%**	**47%**
Feral animal management	**95%**	**37%**
Weed management	**89%**	**63%**
Fire management	**89%**	**47%**
Biodiversity monitoring/surveys (coastal or land-based)	**84%**	**58%**
Training provision	**74%**	**5%**
Tourism guide/visitor management/installation management	**74%**	**32%**
School-based activities	**68%**	**21%**
Water management	**53%**	**26%**
Quarantine work	**47%**	**47%**
Governance assistance	**37%**	**-**
Soil conservation	**21%**	**11%**
Border force patrols	**21%**	**16%**
Other	**16%**	

Q9a For each of the following activities please indicate if these are core business activities for your Ranger group.
Q9b Do you charge Fee for Service for these types of activities?
n=19

3.1.2 Length of time undertaking Fee for Service

Respondents that were undertaking FfS were asked how long they had been doing FfS. In response, 65% indicated that they had been undertaking FfS for over five years (*Figure 2*).
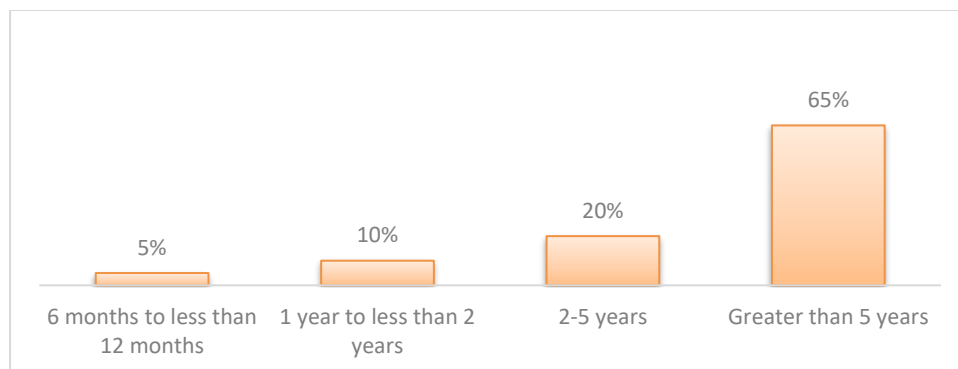
Q4a How long have you been doing Fee for Service? n=20

Figure 2 Length of time doing Fee for Service

3.1.3 Percentage of organisations engaged in FfS for each activity type

Respondents were asked to identify which activities they were engaged in. **Figure 3** shows that the most frequently occurring activity was weed management (63%), followed by biodiversity monitoring (58%).
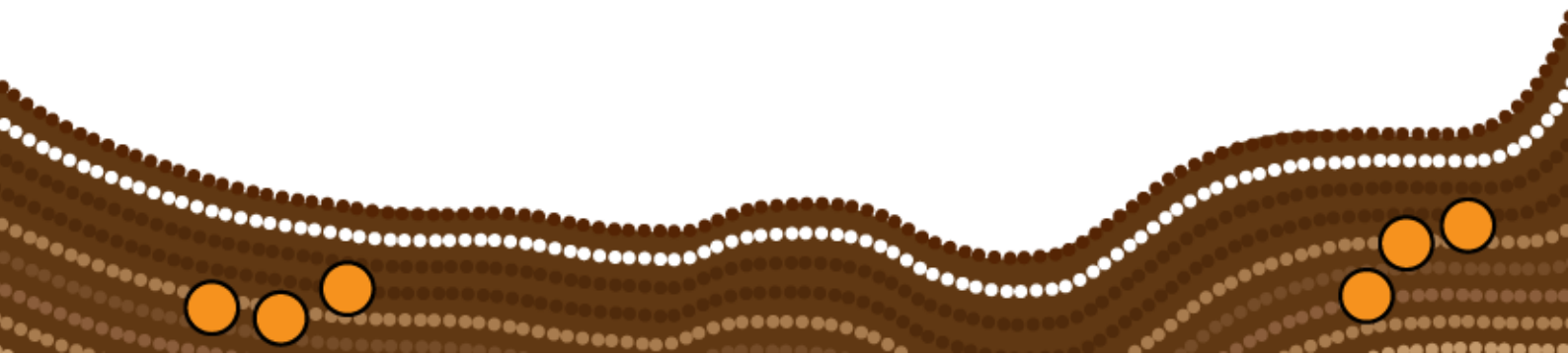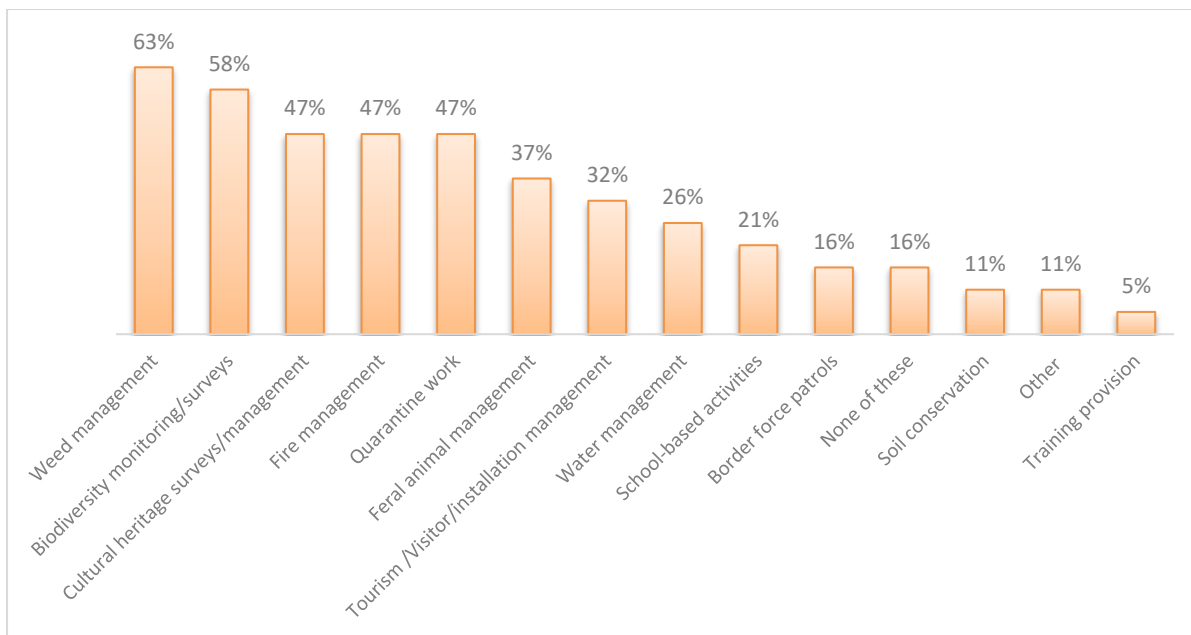
Q9b Do you do Fee for Service for these types of activities? n=19

Figure 3 Percentage of responding ranger groups involved in FfS for each activity type

3.1.4 **Fee for Service by client type**

Respondents were asked to identify the range of FfS activities they were conducting for each type of partner organisation. **Table 2** shows that state government agencies are engaging rangers across all 11 common activities, followed by local councils engaging rangers across 9 activity types. Commonwealth agencies and NGOs engage across a range of 8 areas, with other partners engaging with ILSM organisations on more specific activities.

Table 2 Range of Fee for Service by partner organisation

Clients	Weed management	Biodiversity monitoring/surveys	Cultural heritage surveys/mgt.	Fire management	Quarantine work	Tourism /visitor installation mgt.	Water management	Soil conservation	School-based activities	Border force patrols	Training provision	None of these	Other
State government	7	8	5	4	5	4	2	2	2	1	1	2	2
Local council	5	2	4	1	1	3	1	1	2			1	
Commonwealth agency	3	5			7	2	1		1	3	1	1	
Other NGO	4	4	3	6		2	1	1	1				
Mining company	4	4	6	4			3	1				1	1
Other corporate	2	2	1	2		1	1						
Farmers/ pastoralists	3		1	1				1				1	
University		2	3				1						

Q9c Who is the partner organisation n=19
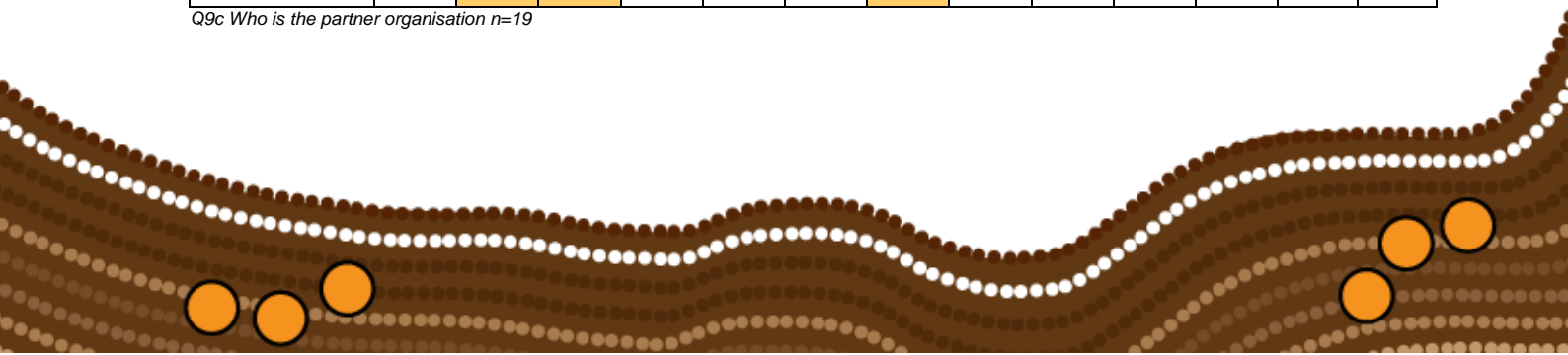
3.1.5 Why do FfS activities emerge?

Respondents were asked to describe how FfS first began, who was involved in the development of the idea and what key events/meetings helped to move it from idea to reality (Q4, n=20).

The most common reason cited for the initiation of FfS was that the ranger group was approached by the partner organisations to do contract work (63%). A catalyst for the approaches was that partners became aware that the ranger groups could do the work partners desired. Less than a third (31%) of respondents actively seek FfS opportunities, indicating that ranger groups are responding to demand for FfS activity reactively.

> "It evolved through requests for ranger services, so FfS development was not driven by the ranger group; it was a response. As FfS requests grew, the ranger coordinator started to make it known within the local community that the services were available." *Ranger group doing FfS*

> "FfS first came about because of a clear acknowledgement from researchers of the central knowledge base that rangers and TOs hold and the absolute importance to meaningful research outcomes. Opportunities were pursued collaboratively between the [respondent], individual ranger groups and research institutions." *Ranger group doing FfS*

The key reasons respondents gave for FfS becoming a reality for their ranger group are:

- stable funding arrangements
- the capacity of the rangers to do the work they are contracted to do
- the capacity of the organisation to deliver on outcomes
- the ability to capitalise on opportunities within the region/area
- the development of meaningful and long-term relationships with partner organisations
- the ability to use FfS money to support the rangers between grant allocations (stability of employment means no loss of employees).

Survey respondents felt that a lot can be achieved with FfS income that would not have been achieved otherwise:

- It generates additional funds for the organisation and community priorities.
- It allows equipment to be purchased that cannot be purchased with grant money.
- It helps generate new jobs and new skills for the community and the organisation and helps to create new opportunities for the organisation and community to become more financially self-reliant.

> "These extra funds support other community needs that are not always funded or easy to report such as supporting community members and Traditional Owners in getting onto country, supporting funerals and ceremonies, supporting mental health patients to go fishing or out bush for the day and other similar activities around the community." *Ranger group doing FfS*

The major message from survey respondents about expanding FfS opportunities is the need to increase, continue to engage and communicate with potential partners through:

- increased networking, engagement and promotion opportunities
- potential partners' increased understanding of the ranger groups' ability to deliver on outcomes
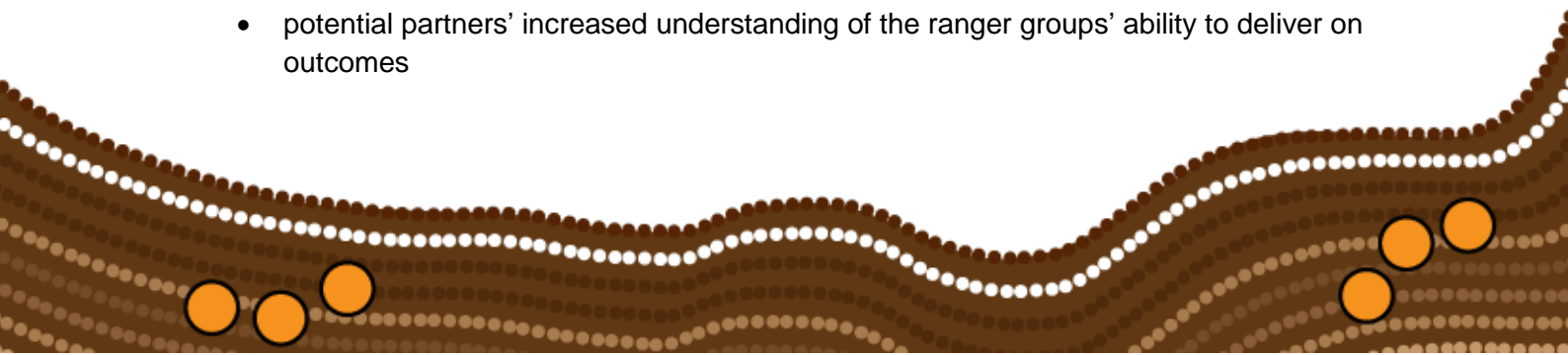
- increased ranger capacity, including additional supervisory/coordination staff, and funds for formal training programs.

> *"There is a need for ongoing dialogue with partnerships as to what Indigenous rangers can do in regards to Fee for Service expectations. We do not set the bar too high and manage both ranger & partnership aspirations – it is not set up to fail." Ranger group doing FfS*

3.1.6 Geographic location of the ranger group in relation to FfS opportunity

FfS is more likely to occur in more remote areas with ranger groups who receive WoC funding only or WoC and IPA funding concurrently, but not IPA funding alone. This simple analysis was done through cross-tabulated administration data of FfS by region looking at groups remoteness. It is unclear from the administration data as to why this might be the case, and the sample size is quite low from the survey to contribute to understanding this finding. However, through the case studies the following findings can provide some insight:

- Remote ranger groups are more motivated due to being further away from the real economy
- Ranger groups are more innovative with regard to the arrangements that are generated with partner organisations in remote locations compared to more urban areas
- Fewer competitors exist when tendering for FfS opportunities
- There are greater opportunities with regard to mining and pastoral companies in proximity of remote areas
- There is reduced competition for commercial tourism opportunities as they are further removed from main tourism areas
- There are greater opportunities for cultural heritage maintenance work due to remoteness.

3.2 The role of ranger funding as a catalyst for FfS

The evaluation sought to understand the role of ranger funding in creating opportunities for FfS activity to emerge. Ranger groups have reported benefits from WoC and IPA funding arrangements. These arrangements are seen as stable, integral and long-term enough to allow people to train and study, and for business operations to continue. In turn, this stability means the ranger groups can offer FfS activities to partner organisations.

This section discusses the conditions that make it possible for FfS to take place under different funding contexts. Specifically, what does FfS leverage from the ranger program funding to initiate and support FfS activities? And what do ranger programs use from FfS that strengthen and support existing programs?

This section also discusses key findings about limitations and inflexibility within the funded programs, such as lack of equipment, the administrative capacity of organisations being a constraint to expanding FfS activity and formal ranger training constraints. Resource constraints, or the inflexibility of the funding to obtain the resources they needed, meant that 44% of respondents reported missing out on FfS opportunities – essentially, because they did not have the human or capital equipment capacity to deliver the services required by the partner.

3.2.1 Potential for FfS to emerge in various funding contexts

From the survey data and in-depth discussions during the case studies it is evident that a wide range of factors play a role in generating FfS activity for organisations. How FfS emerges may be specific
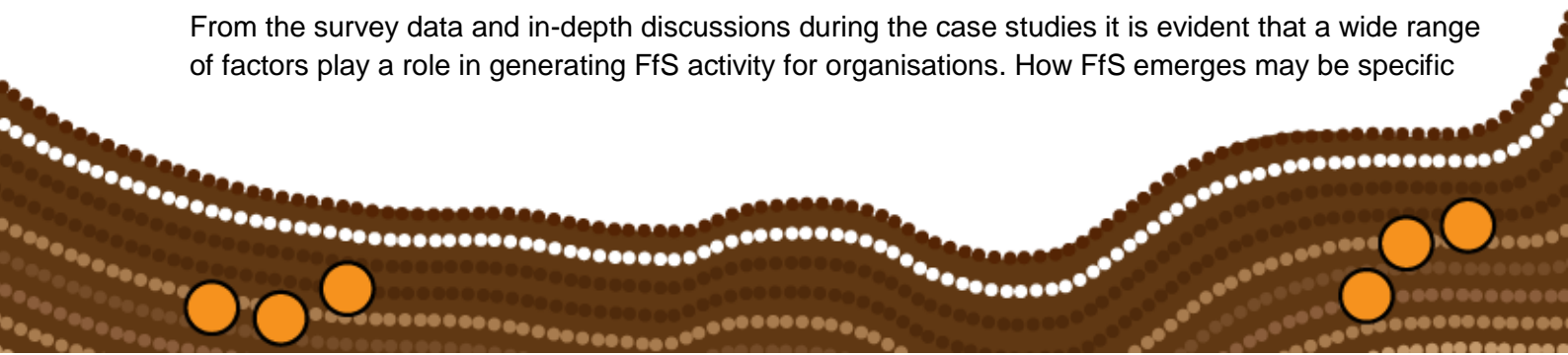
to particular ranger groups or the geographic area, however this section focuses on the context of the various ranger program funding arrangements is examined in this section.

There are two main types of ranger funding arrangements WoC and IPA with other less common funding arrangements through IAS and ILSM. There are now 118 ranger groups funded under the Indigenous Ranger/WoC program established in 2007. Funding has been committed to current ranger groups until 2021. New ranger groups can apply to the IAS for grant funding and will be considered case by case or receive funding as part of general funding rounds.

IPAs are funded from the National Landcare Program under the Natural Heritage Trust. There are 75 dedicated IPAs that make up more than 44% of Australia's National Reserve System. Additional Funds for 15 new IPAs were announced in 2017; a grant application round is expected to be finalised by the end of 2018. Over half (60%) of IPA projects are supported by a workforce funded through the Indigenous ranger/WoC program.

From the quantitative data provided by PM&C shown in **Table 3** below, it appears that FfS occurs where:

- both IPA and WoC funding is received: 100% (10/10 conducting FfS)
- only WoC funding is received: 71% (25 of 35 conducting FfS)
- only IPA funding is received: 50% (16 of 32 conducting FfS)

The administration data provided by PM&C indicates that there may be particular synergies and capacity between the WoC and IPA funding programs that allow FfS activity to more readily emerge. The qualitative data from the online surveys and in-depth discussions found that when both funded programs are in place the ranger group has been established for longer. This longevity or sustainability is associated with the capacity to do FfS. Further, where only one of the programs exists, IPA (50%) funding is less likely to be a catalyst to FfS activity than WoC (71%) funding by itself.

Table 3 Ranger groups doing Fee for Service – by program

Column %	Overall (n=82)	IPA/WoC (n=10)	WoC (n=35)	IPA (n=32)	IAS (n=2)	ILSR (n=1)	IPA/IAS (n=2)
YES	67%	100%	71%	50%	50%	100%	100%
NO	33%	0%	29%	50%	50%	0%	0%
NET	100%	100%	100%	100%	100%	100%	100%

n = 82; administrative data (PART D - ACTIVITY WAGES EXPENDITURE SUMMARY) supplied for 74 unique entities plus 8 survey respondents who indicated they were doing FfS but were missing from the Administration data.

The qualitative data from the online surveys and in-depth discussions found that when only funded by IPA, ranger groups were unable to take on further work without additional support to build capacity. The qualitative in-depth discussions supported this conclusion, with respondents reporting that the IPA funding is unable to facilitate FfS opportunities or resource those opportunities if they arise because ranger groups are stretched to deliver even their core program outcomes. The qualitative data also suggests there are constraints within the IPA program funding arrangements (i.e. less positions funded and the type of training funded for not matching the skills needed for FfS) that may inhibit the emergence of FfS activity in those areas where IPA is the only funding available. Respondents with WoC funding said that it provides the benefit of more rangers positions funded and extends the skill set of the rangers to provide more specialised services needed for FfS activities.
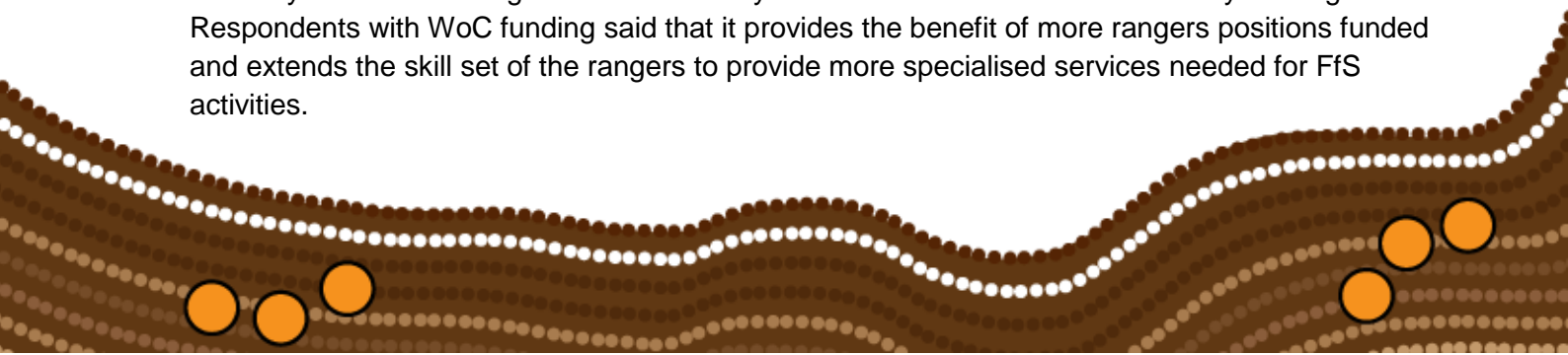
The quantitative survey data, further supports there are relationships between ranger funding arrangements and FfS. Of the 20 ranger groups surveyed in Stage 1 who do FfS there were 8 WoC and IPA funded, 7 WoC only funded, 2 IPA only funded, 2 IPA/IAS funded and 1 IAS.

3.2.2 How does WoC and IPA funding support FfS activities?

Of those respondents who had funding identified WoC in particular, and IPA funding to a lesser extent as the foundational basis from which they could develop FfS opportunities. The key enablers of FfS work from the funded ranger programs include:

- intimate knowledge of the area through working on the IPA and WoC
- strengthening and strong cultural connections to country
- the range of skills learned working on the IPA
- recognised professionalism and capacity to do the work.

> "A range of skills developed through the WoC and IPA programs has allowed the rangers to develop … skills that makes transitioning to FfS work and delivering outcomes far easier. These include things like literacy, numeracy, driver's licences, skills in time management, boating and 4WD." *Ranger group doing FfS*

The ILSM program funding (WoC and IPA) has enabled many groups to develop significant skills and capacities so that when FfS opportunities arise they are able to quickly assess the viability of the proposal and undertake the work to a high standard. Program funding supports the payment of award wages and the ongoing training of rangers. FfS opportunities are often ad hoc needing a readily available trained workforce of rangers to call upon to deliver services. To develop this workforce for ad hoc activities is not economical for partners and would be make the activity cost prohibitive if partners had to fund the creation and training of rangers for each FfS project.

When the first FfS project is delivered to satisfaction, respondents said it demonstrated the valuable skills available they had to offer. This motivated the partner to continue to identify opportunities where they could tap into this workforce to create more FfS activities. The initial FfS projects were said to led to more work as partners become familiar with the expertise of the ranger groups and the high level of outcomes they can deliver. The key to repeat business is good services, delivered through good relationships with partners and community connections and the professionalism of the workforce.

> "The 1-1 relationships are very cordial and familiar, building trust and program activity within the communities." *Ranger group doing FfS*

> "The main positive is visibility: this ranger group is relatively young and greatly gained by being exposed to FfS opportunities. It's also a great driver of professionalism for the entire group." *Ranger group doing FfS*

3.2.3 How is FfS being used to meet funded contracts?

The survey results and in-depth discussions gave no indication that FfS generates additional capacity to undertake and meet the obligations of the funded programs. There is a general sense that capacity building through WoC and IPA funding arrangements are one-way. That is, the skills and capacity developed through WoC and IPA funded programs generate a capacity for ranger groups to undertake FfS work, but that FfS work does not generate the same benefits back into the funded programs. It could be assumed that the additional experience gained during FfS activities contributes to improving the skills of the ranger group; however, this was only mentioned by one

ranger group when prompted in the qualitative discussions. The online survey questions did not directly prompt for this and did not have any mentions of this.

> "AQIS were particularly interested in getting info on [pest animals and insects], and [ranger group] were happy to do the fee for service work as it was good training for rangers, and of benefit to the IPA." *Ranger group doing FfS*

3.2.4 Ranger program funding and FfS guidelines

There are currently no specific guidelines for FfS, only overall funding guidelines for the ranger programs. When asked in the survey what they would change about the ranger program funding guidelines in relation to FfS, respondents said:

- Include what fees to charge for FfS activities (by way of providing some type of formula that could be applied or guidance when contracting with partners)
- Include what the FfS money could or could not be used for (one group reported they thought FfS money had to be put back into IPA programs and not the organisation contracted).

> "We are not aware of any guidelines for FfS." *Ranger group doing FfS*

> "FfS earnings need to stay as additional earnings outside of grants as there are always gaps in eligible grant items that FfS can fill." *Ranger group doing FfS*

Some ranger groups said the making changes to the ranger funding guidelines or creating specific guidelines with regards to FfS would make them feel disempowered. Respondents who felt this way said that any informal guidelines developed about the nature and structure of FfS would need explicit freedom and autonomy built in to the intent of the document. This is specifically regarding how ranger groups could use any income generated.

> "Importantly, rangers need to be empowered by having control over how the money they earned is spent, without imposed rules as occurs with grants. This is the only way we have found to build capacity in budget concepts/priority spending decision-making. Grants do not do this, as it is seen as money that keeps coming, and if you run out you apply again. Rangers don't feel involved in grant spending decision-making, but do in FfS spending decision-making." *Ranger group doing FfS*

Flexibility of grant funding guidelines was a significant issue discussed in the surveys and interviews. Ranger program funding arrangements need to be flexible enough to allow FfS opportunities to be taken up as they arise. Ranger groups felt that the WoC and IPA funding guidelines were too restrictive and that they were not able to use those resources funded under ranger programs for pursuing FfS activities. This was especially true if they needed equipment to demonstrate capability or needed staff time to pursue FfS opportunities.

Almost half (44%) of survey respondents said they were missing out on FfS opportunities due to lack of equipment or training to gain necessary qualifications. This limitation was seen to be due to the funding constraints under the funded programs, such as restrictions on the type of equipment able to be purchased and used within and outside of the IPA/WoC funding guidelines. **Table 4** shows that 67% had access to all-terrain vehicles, 61% had access to boats and 17% had access to graders sufficient for ranger groups to perform FfS and one-third (33%) said they had other relevant assets to do FfS. The need to access such equipment is specific to local context.
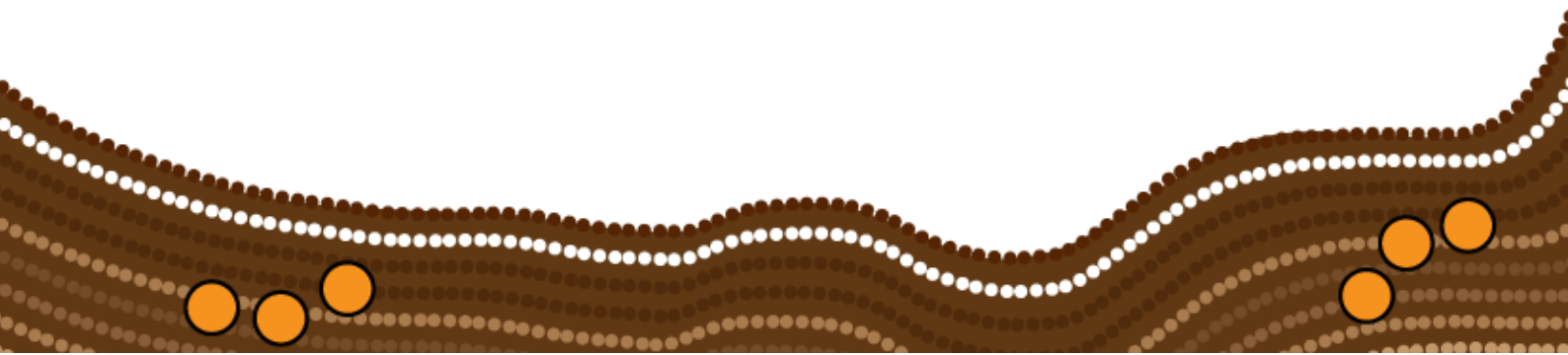
Table 4 Percentage of ranger groups that have access to the following equipment

	% reporting organisations with access to equipment
Four-wheel drive vehicles (not including ATVs)	100%
All-terrain vehicles	67%
Boats sufficient to perform your Fee for Service activities	61%
Graders (for roadwork)	17%
Airplanes/helicopters	-
Other Fee for Service relevant assets	33%

Q29 Which of the following do your Rangers have access to? n=18

In addition, some partners need contractors to have a high level of qualifications or training to meet Occupational Health and Safety (OH&S) standards. The cost for rangers in remote communities to gain those qualifications or even access formal training prevents ranger groups contracting with these partners.

Over half of the survey respondents indicated that they have rangers either undertaking or who have completed Certificate II or III qualifications. This does not take into account those individuals who may hold a lower qualification and are currently undertaking a higher-level qualification. **Table 5** shows that most qualifications or training being undertaken is at the lower Certificate II or III levels.

Qualitative responses stated that it is challenging for organisations to offer training in Certificate IV and above with their ranger groups due to a range of factors including:

- remoteness
- cost of training provision / lack of funding for higher level qualifications
- lack of funding for salaries of higher level qualified staff
- reluctance of rangers to undertake higher responsibilities
- lack of suitable training provider.

Table 5 Rangers undertaking (not yet completed) or completed (holding) the following qualifications

	% reporting organisations with rangers undertaking qualifications (Q27)	% reporting organisations with rangers holding qualifications (Q28)
Cert II in Conservation and Land Management or other relevant field	50%	67%
Cert III in Conservation and Land Management or other relevant field	56%	67%
Cert IV in Conservation and Land Management or other relevant field	33%	17%
Other specify e.g. diploma, bachelor degree (or similar)	6%	11%

Q27 How many of your Rangers are undertaking (not yet completed) the following qualifications?
Q29 How many of your Rangers hold the following qualifications? n=18

3.3 Fee for Service life cycle

This section discusses interrelated factors relevant in the FfS life cycle, from developing or generating opportunities, to initiating and then contracting the FfS activity. To develop or generate opportunities, ranger groups must be both willing and able to do FfS; if both conditions are not present then the organisation is not ready to take on FfS. Most FfS activities are initiated by partners
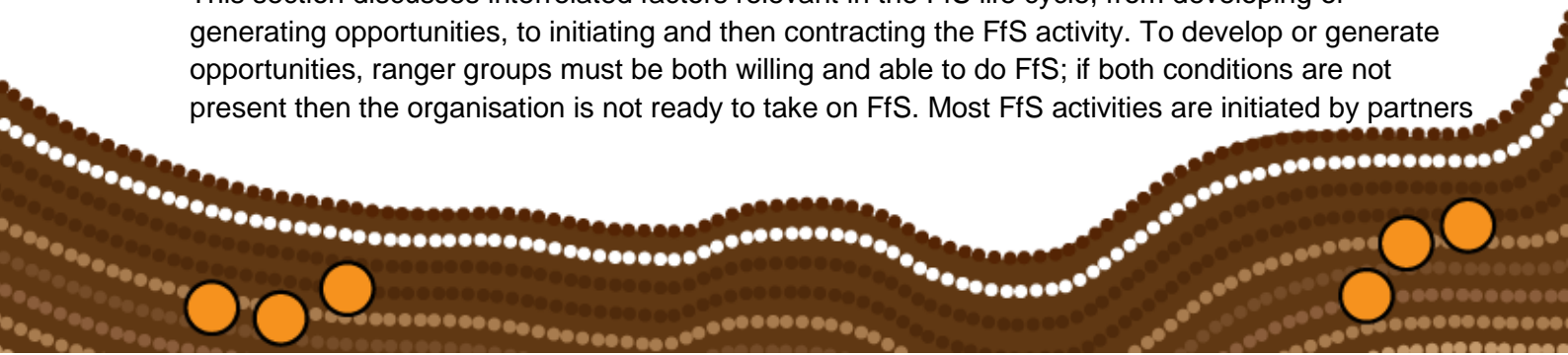
that have limited options to meet their service needs, and therefore necessity and scarcity are driving demand. Ranger groups report they need more administration resources and increased capacity to better negotiate and contract FfS.

3.3.1 Generating opportunities for Fee for Service activity

Ranger groups reported that their contracting partners see rangers' skills as essential for the type of work being contracted. Ranger groups also regard their unique skills and capacity as central to their ability to conduct FfS work on Country.

Demand for FfS work with Indigenous rangers is stimulated by government regulations or procurement practice (i.e. Indigenous Procurement Policy) or by market pressure for corporate social responsibility (i.e. Reconciliation Action Plans). The specific cultural skills and local knowledge ranger groups bring from working on country are scarce, which further stimulates demand and generates the opportunities for FfS activities. Ranger groups also recognise that their expertise contributes to high quality outcomes for partner projects, resulting in more momentum for future FfS work.

> *"We have a work pool with capacity and organisation support to ensure that it is delivered on." Ranger group doing FfS*

Respondents reported that private and government partners find it cost effective to employ locals in remote areas who have expertise and knowledge of the environment and landscape. This is said to be because there is no need for familiarisation, or preparation time to set up the project and no travel costs to get to the area.

> *"A need for work to be done in remote areas for government departments or other organisations, where they may not have the resources to do the work themselves due to distance, time etc. There is also a commitment to Indigenous ranger groups to provide them with meaningful work where possible." Ranger group doing FfS*

> *"Rangers have the capacity to do this kind of work where other local agencies don't (personnel, supervision, vehicles/equipment, training)." Ranger group doing FfS*

A range of other factors were also identified by ranger groups to generate the desire for FfS activities, including:

- the organisation sees a good fit with the ranger groups expertise, the FfS activity and the core business of the ranger group
- ranger groups actively looking for FfS opportunities and raising the organisational profile
- willingness of private industry to help less experienced ranger groups increase their skills, which increases the available local workforce and meets their local workforce development strategies
- alignment with core work of caring for country and public benefits of the work (environmental sustainability, food security, biodiversity, etc.)

3.3.2 Initiation of Fee for Service activity

Three main themes emerge from the survey responses with regard to initiating and deciding to undertake FfS activity: 1) ranger groups are reactive to opportunities and not proactive, 2) opportunities are more likely to arise with partners already working with the organisation, 3) ranger groups proactively seeking opportunities will look to those organisations that they already have a relationship with. The literature review supports this finding by further evidence that FfS relationships with partners do not emerge in isolation, but are interdependent to varying extents with other

commercial activity or funding arrangements outside of land and sea management and very dependent on the networks of the ranger group in question.
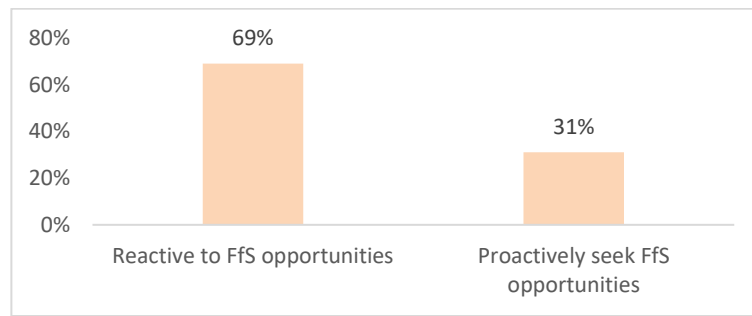
Figure 4 Assessing and pursuing Fee for Service opportunities

One-third of respondents indicated they are actively looking for FfS opportunities: scanning the landscape and contacting organisations and potential partners regarding FfS work opportunities (**Figure 4**).

Figure 5 shows that two-thirds of respondents are alerted to FfS opportunities by their partner organisations. However, the partners must know about the availability and skills of ranger groups. FfS is often generated through networks, which ranger groups reported can be formal and informal. Informal arrangements include keeping lines of communication with various local stakeholders open, so ranger groups can connect to these organisations. Formal arrangements include Joint Management Agreements and formal networking opportunities or meet and greets.

> "Key reasons are good communications and training involving interested FfS partners."
> *Ranger group doing FfS*

Most ranger groups (63%) are reactive to FfS opportunities, that is, they respond only when partners or other organisations approach them with a FfS work opportunity.
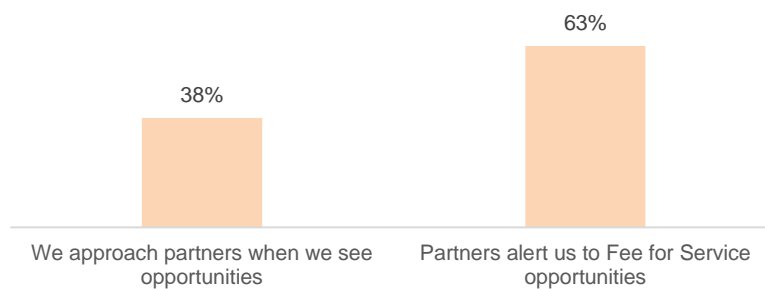
Figure 5 Assessing and pursuing Fee for Service opportunities in regard to partners

Identifying potential work, or identifying gaps in existing programs and then approaching current or potential partners to generate FfS work, depends on establishing and maintaining the networks mentioned above as well as having a positive reputation in the community for delivering the desired services.

Survey responses indicate that a centralised portal or hub may be needed to promote ranger groups and connect potential partners who may advertise their service needs. It would also allow ranger
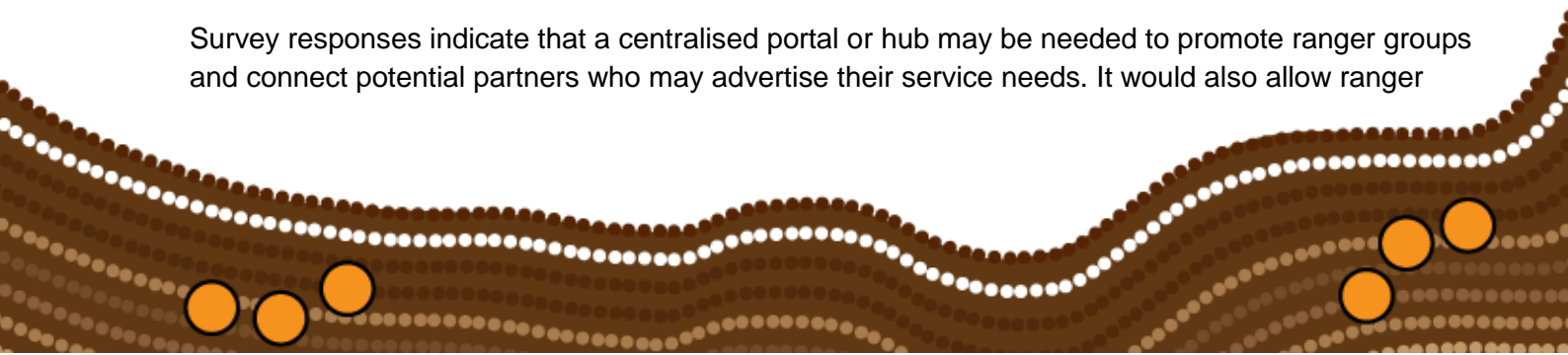
groups to access FfS opportunities in a more proactive manner, increasing the sense of ownership and control in the FfS process for ranger groups.

Once an FfS opportunity becomes available, there are still a number of governance processes and decisions to be made before the work can begin. **Table 6** shows that employees other than rangers (76%) and Traditional Owners (65%) are the main decision-makers when it comes to FfS. Rangers are involved in making decisions about FfS activity according to 59% of respondents, and 83% are 'always or almost always' supportive of the decisions. Half (53%) say that the Head Ranger is involved in making decisions about FfS, and that all head rangers were 'always' or 'almost always' involved, as well as being 'very supportive' of the FfS initiatives.

Interestingly, only 35% of respondents reported that elected board members were involved in making decisions about FfS activity. Reasons were:

- that the governance structures are sufficiently evolved to allow responsibilities to be delegated beyond the board members
- that the organisational structures are sufficiently evolved to allow ranger groups to make their own decisions regarding FfS and regularly report back to the board about these arrangements
- that the FfS income is not significant enough to warrant involvement at board level.

Possible reasons for the board to be directly involved in decision-making include that the organisational capacity does not exist, or there are sufficient cultural, economic or social reasons for its involvement.

Table 6 People who are making decisions about Fee for Service activities

	% making decisions on FfS	Involvement making decisions on FfS				Support for doing FfS	
	Yes	Never or hardly ever	Sometimes	Usually	Always or almost always	Somewhat supportive	Very supportive
Community members	24%		83%		17%	17%	83%
Traditional Owners/title holders	63%		31%	23%	46%	23%	77%
The Executive Committee of the organisation hosting the ranger group	41%	11%		22%	67%	22%	78%
The Lands Council	24%		33%	17%	50%	17%	83%
Elected members of the organisation/board members	35%	13%	50%	25%	13%	13%	88%
Employees (other than Rangers) e.g. Coordinators/land managers	76%		7%		93%	27%	73%
Head Ranger/s	53%				100%		100%
Rangers themselves	59%		8%	8%	83%	8%	92%
Other	12%	50%			50%		100%

Q10 People who are making decisions in your organisation about Fee for Service activities
Q10c How involved are these groups in making decisions about Fee for Services activities?
Q10d How supportive are these groups of doing Fee for Service in general? n=16

Only 24% of ranger groups said they involved the community in decision-making. Yet when respondents were asked about the reasons for taking up FfS opportunities, the most common response (62%) was for the development of economic opportunities for the community (**Table 7**). Qualitative data demonstrates that ranger groups felt that communities wanted to be more
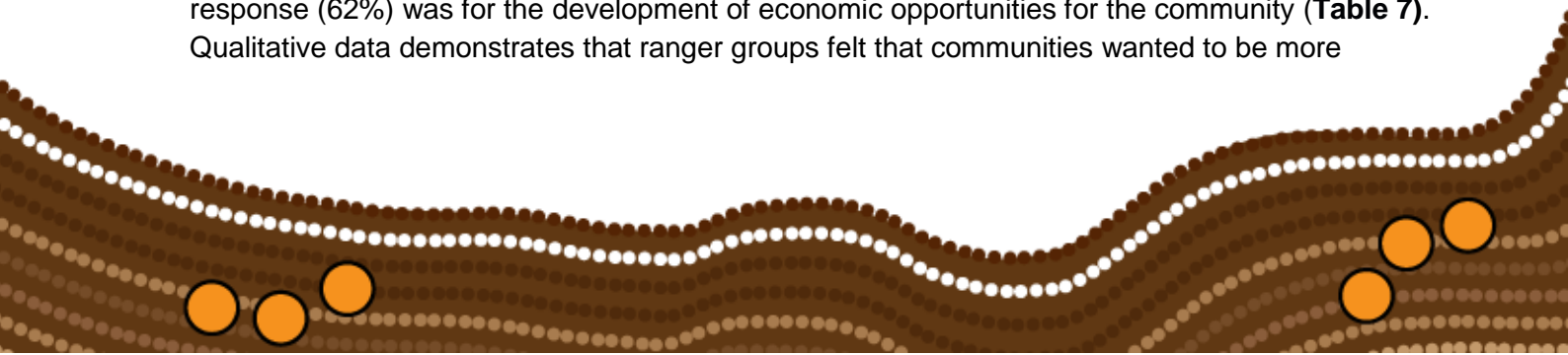
economically self-reliant and that Indigenous organisations want commercial activities to generate economic outcomes that lead to greater economic self-sufficiency on traditional lands.

The next most significant factor influencing decision making is that FfS activity aligns with land management practices. Qualitative data indicates that ranger groups have clearly identified a link between economic opportunity and the opportunity to manage traditional lands in a sustainable manner.

This is supported by the third most significant factor: the development of long-term contracts. A steady income stream, the development of long-term organisational and community capacity and the ability to manage country long term are stated aims for doing FfS activities and highlight the ranger groups desire to work, live on and care for country.

Other responses indicated that alignment between cultural, social and employment outcomes of FfS and the organisational goals are what motivates organisations to conduct FfS.

Table 7 Factors important in deciding to take up a Fee for Service opportunity

	% Ranking attribute in their 'top 3'	% Ranking attribute 1st	% Ranking attribute 2nd	% Ranking attribute 3rd
Development of economic opportunities for the community	63%	25%	25%	13%
Overall alignment with objectives of the land management program	31%	13%	6%	13%
Opportunities for long-term rather than one-off contracts	31%	19%	-	13%
Fair remuneration for services	31%	-	25%	6%
Career opportunities for rangers	25%	6%	6%	13%
Alignment with customary land management	25%	13%	-	13%
Opportunities to educate non-Indigenous partners about the use of traditional knowledge	25%	6%	19%	-
Opportunities for rangers to learn new skills	19%	6%	6%	6%
Opportunities for rangers to develop leadership capacity	19%	6%	13%	-
Ability to hold meetings in person / on country to discuss the Fee for Service opportunity	13%	6%	-	6%
Opportunities to put Indigenous knowledge to use / transfer to other Indigenous people	13%	-	-	13%
Respectful relationships that allow for flexibility to meet cultural obligations	6%	-	-	6%

Q22 While all of these factors might be important, please rank the following statements from least important to most important in deciding to take up an FfS opportunity n=16

The qualitative data further explains the survey data with the main motivating factors for FfS activities mentioned being:

- FfS means additional funds are generated that can be used for organisation and community needs
- FfS helps generate new jobs and new skills for the community and for ILSM organisations
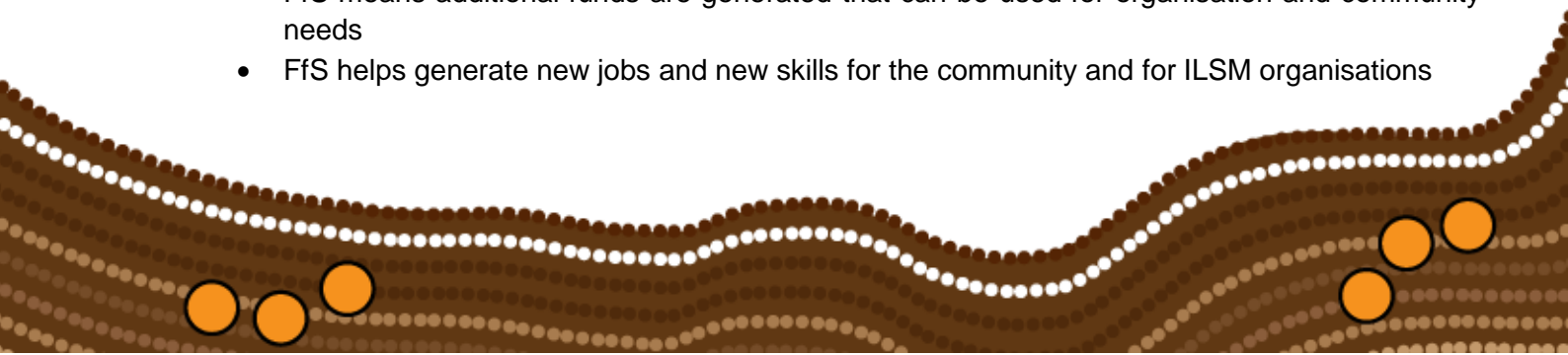
- FfS helps to create new opportunities for ILSM organisations and communities to become more financially self-reliant
- rangers can do the work that government and non-government partners cannot do as they are on country, have the expertise and can do the work more cost-effectively than the contracting partner bringing in their own experts
- FfS helps to create sustainable, beneficial relationships with partner organisations.

3.3.3 Contracting Fee for Service activity

Once a FfS opportunity is deemed feasible a contact needs to be drafted between the partner and the ranger group, and the activity needs to be specified, costed, and requirements negotiated before contracting. *Figure 6*, shows that for some ranger groups (12%) the ability to negotiate and 'seal the deal' with partners is not easy, while for 11% they find it very easy.
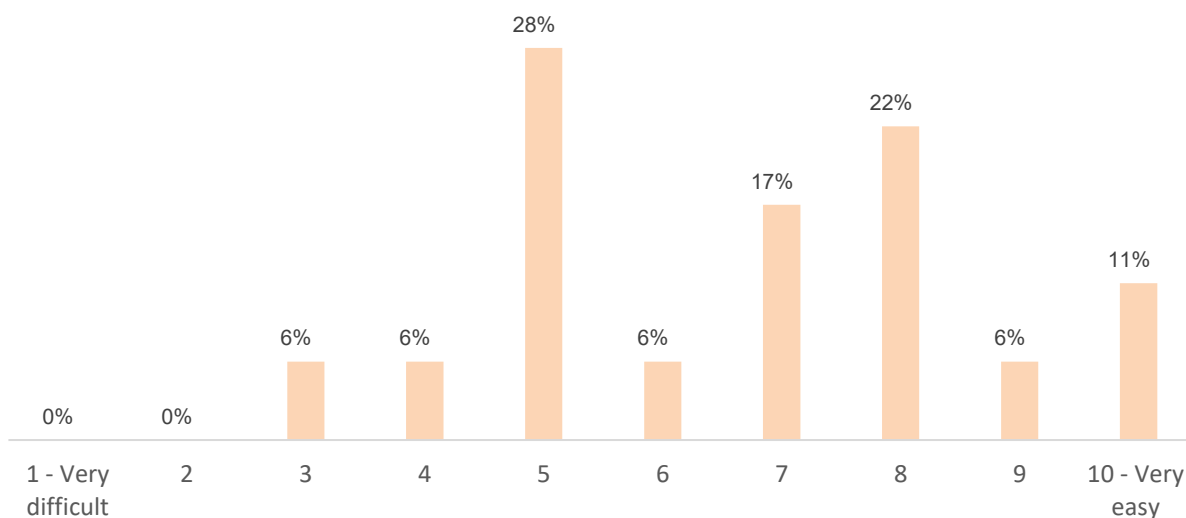
Q26b On a scale of 1 – 10 where 1 is very difficult and 10 is very easy, please rate the ability of your organisation to negotiate and 'seal the deal' with an organisation who wants to purchase Fee for Service services from your Ranger group n=18

Figure 6 Ability to negotiate and 'seal the deal' with partner organisations

Ranger groups identified a number of difficulties when attempting to negotiate and 'seal the deal' for fee for service activities. The tender processes for government and large corporations can be time consuming or complex and ranger groups do not have enough administration support or resources. Ranger groups are only funded for those roles directly related to the funded ranger programs and do not have administration resources. A few groups indicated they have not had an opportunity to respond to tenders outside of government contracts due to a lack of administration resources. Respondents suggested that streamlining tendering processes with some form of generic tender document that companies and government agencies could use with ranger groups would benefit all parties.

"Not time to go through process, very busy delivering." *Ranger group doing FfS*

"There have been no opportunities to tender for long-term contracts apart from the Federal Government quarantine surveillance contract." *Ranger group doing FfS*

"Some tender request documents can be extremely complex and time consuming to complete." *Ranger group doing FfS*

"The workload of the Ranger team is already quite high and some tenders require weeks of full-time work." *Ranger group doing FfS*

> "While responding to formal tenders is often onerous and time dependent we do have a capable manager and grant support person within the corporation to support this." *Ranger group doing FfS*

Once contracts are signed, ranger groups need to work on their relationships with their partners.

3.4 Partnership arrangements in Fee for Service

The reasons that ranger groups establish and continue relationships is unique for each group. There is a significant range of partners that ranger groups conduct FfS work with. The most commonly cited partners are:

- government
- mining companies
- universities conducting research
- organisations with joint land use agreements
- private pastoral lease holders.

Numerous innovative projects are being explored by some groups regarding cultural tourism and unique forms of land use in partnership with community organisations. Some of these activities are subject to Non-Disclosure Agreements and commercial-in-confidence arrangements. The reasons for partnerships are unique for each ranger group and include:

- generation of economic opportunity
- a mutual benefit for both the ranger group and the partner (for example, biosecurity monitoring also helps conservation of native species important to the local group)
- alignment of the proposed work with the core business of the ranger group or Indigenous organisation
- the availability of small contracts to tide groups over between grants
- the ability to expand the ranger program due to the nature/size of the partnership.

> "More experience for rangers. They get to work with different people with different styles and skills. More people can be employed as casual rangers – opportunity to test them out." *Ranger Group doing FfS*

In almost all domains (except quarantine work) most ranger groups reported that an existing relationship developed into an FfS contract.
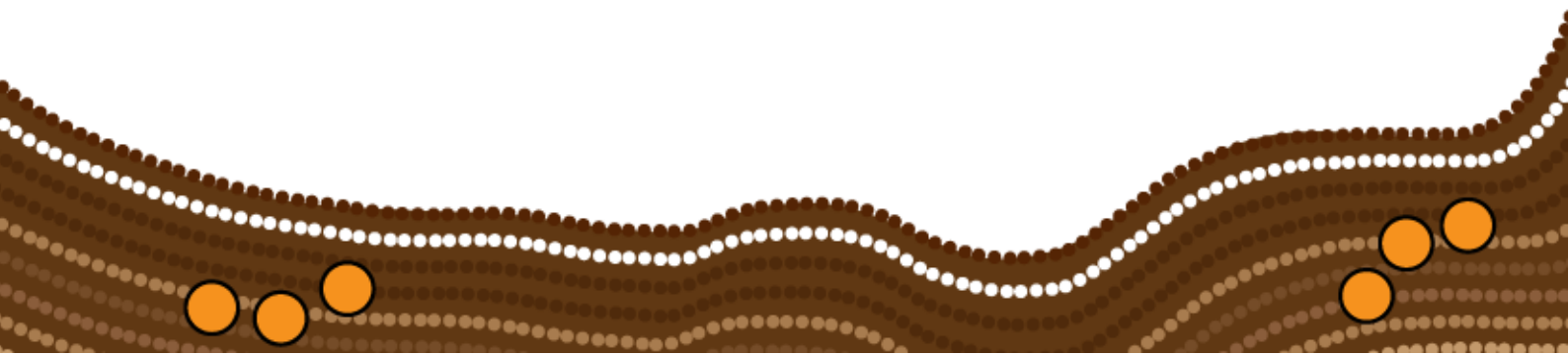
Table 8 shows the extent of this for each area of work, and the proportion that had relationships established for the sole purpose of an FfS contract. It is clear from this data that existing and/or long-term relationships are a key factor in the development of most FfS activity.

Table 8 Existing and new partnerships

	Existing partnership	Relationship established for the purpose of a Fee for Service activity
Soil conservation	100%	
Border force patrols	100%	
Training provision	100%	
Tourism guide/visitor management/installation management	100%	
School-based activities	100%	
Cultural heritage surveys/management	89%	11%
Feral animal management	71%	29%
Biodiversity monitoring/surveys (coastal or land-based)	70%	30%
Weed management	64%	36%
Fire management	63%	38%
Water management	50%	50%
Quarantine work	25%	75%
Other	50%	50%

Q16 For [pre-named activity] did you have an existing partnership with your clients that developed into a relationship that included this Fee for Service activity or was your relationship established for the purpose of a Fee for Service contract? n=18

This finding is supported by the literature review, which also identifies existing partnerships, networks and long-term relationships as key drivers of activity and opportunity for Indigenous organisations linking with partner organisations.

The types of relationships that pre-existed between the organisation and their partner were quite diverse across the respondents in the survey. Relationships were said to have developed over varying periods of time and through different sets of cultural, geographical, financial and legal arrangements. There is nothing to suggest that FfS emerges more often in one relationship context than another.

> "Usually all-ready contracted arrangements with additional work as a Fee for Service." *Ranger group doing FfS*

> "[The organisation's] Aboriginal archaeologist and cultural heritage team had worked for [the organisation] on the CDEP program." *Ranger group doing FfS*

> "Research agreement between [the organisation]-University-PBC focused on rock art surveys." *Ranger group doing FfS*

> "It's mainly the Joint Management Agreement that paved the way for a wide range of activities." *Ranger group doing FfS*

> "Regarding mining/exploration agreements Company, TOs & [the organisation] are party to agreement separate to ranger FfS." *Ranger group doing FfS*

> "The development of an exploration agreement." *Ranger group doing FfS*

Table 9 shows that many respondents have formed a variety of non-commercial arrangements with their FfS partners, and all of them have received additional training (accredited and non-accredited). Some ranger groups said they felt this was because FfS partners want to support capacity building in ranger groups to ensure the rangers' valuable skills are available for their future FfS contracts. Respondents said that partners contributed to the ranger group beyond the contractual agreement by sponsoring community events, additional training and by inclusion of the ranger group in other forums.

> "ENI support social and training activities such as festival and coastal marine environment trainings for TOs and rangers." *Ranger group doing FfS*

> "Sometimes provision of additional training (both accredited and non-accredited)." *Ranger group doing FfS*

> "Indigenous fire knowledge and bushfire training. Unmanned aerial vehicle (drone) training. Pest management training." *Ranger group doing FfS*

> "Monitoring of threatened species. Sitting memberships on Recovery Groups." *Ranger group doing FfS*

> "Additional training & participation in quarantine activities." *Ranger group doing FfS*

For some respondents, other non-commercial aspects of the relationship extend beyond the ranger group and into the broader community, where the ranger groups' FfS partnerships are openings into socially beneficial programs.

> "A relationship with the Remote Community School was enhanced including support for a breakfast program (resource partner) and provision of training services to the ranger pool (brokered by DSS)." *Ranger group doing FfS*

Other respondents said they gained other social benefit from the non-commercial component of the relationship include:

> "Important partner for future careers days, skills day out expo." *Ranger group doing FfS*

> "On occasion we have seen rangers or ex-rangers later moving into employment with previous clients." *Ranger group doing FfS*

> "ENI gas plant support community events through rangers." *Ranger group doing FfS*

Table 9 Percentage that had relationships expand into other non-commercial aspects

	Yes	No
Cultural heritage surveys/management	44%	56%
Feral animal management	67%	33%
Water management	25%	75%
Soil conservation		100%
Weed management	45%	55%
Biodiversity monitoring/surveys (coastal or land-based)	60%	40%
Fire management	38%	63%
Quarantine work	50%	50%
Border force patrols	33%	67%
Training provision	100%	
Tourism guide/visitor management/installation management	40%	60%
School-based activities	33%	67%
Other		100%

Q19 Has the relationship broadened into other non-commercial aspects as a result of the Fee for Service activity? n=20

3.4.1 Two-way relationships

The majority of respondents (70%) reported positive relationships with their partner organisations, describing them as respectful, transparent and two-way.

> "The relationships are respectful/equal and 2-way due the information sharing, a common purpose of caring for country." *Ranger group doing FfS*

> "They are professional business relationships." *Ranger group doing FfS*

> "FfS relationships are based on free-prior-informed-consent mechanisms. There is complete transparency in FfS arrangements and clear accountabilities in delivery. FfS arrangements are mostly negotiated at coordinator level following an internal FfS policy
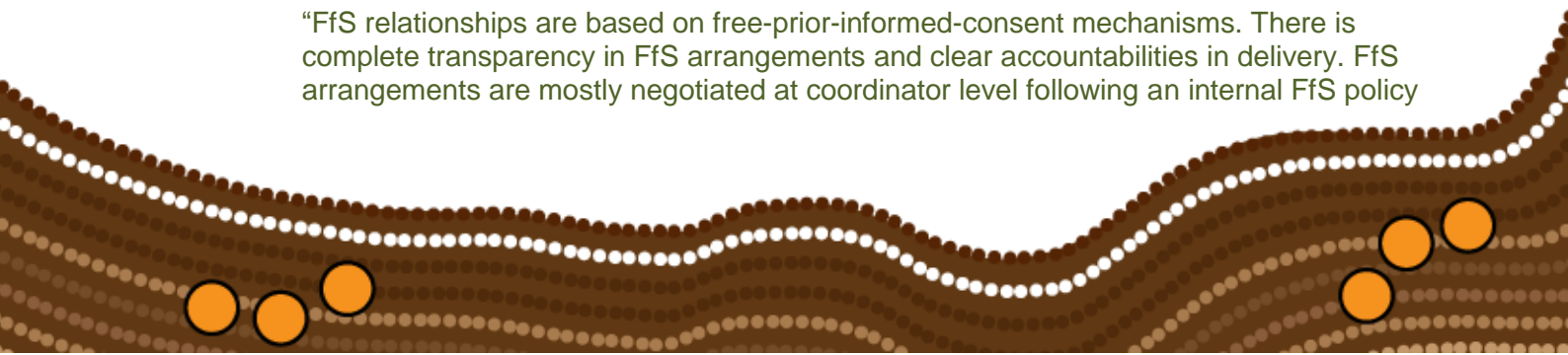
that assures alignment with WoC/IPA priorities." *Ranger group doing FfS*
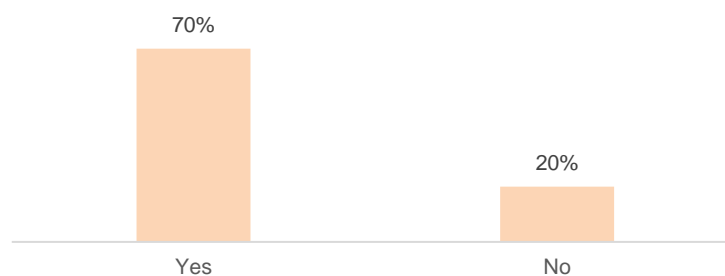
Q12 Would you describe most of your Fee for Service relationships as equal, respectful and two-way? n=20

Figure 7 Ranger groups who describe FfS relationships as equal, respectful and two-way

However, 20% reported they felt relationships were not respectful or two-way with their FfS partner and 10% did not answer this question (Figure 7).

Reasons for this included:

- partners being unfamiliar in working with Indigenous ranger groups
- clash of culture between Western and Indigenous ways of doing things
- partners not recognising the skill levels of Indigenous ranger groups.

> "There is a lack of understanding of and experience with working in remote Aboriginal communities and with Indigenous employees. Strong culture and language often clash with Western systems and mentalities; different social norms and different languages (not strong in English), are also barriers to cultural respect." *Ranger group doing FfS*

Some ways to improve relationships are to provide additional training and awareness for government and non-government partners about the ranger program, showcasing the skills and abilities that ranger groups and IPAs bring to the table, as well as additional regional forums about jointly using Western and Indigenous ways of doing business on country.

3.4.2 Positive outcomes for partnerships

Responses to questions about the positive outcomes of working with partners in FfS activities revealed the following themes; demonstrating ranger skills, delivering quality outcomes, earning local discretionary income and lifting the visibility of the ranger group.

The ability of the ranger group to demonstrate their capacity to do the work and the skills they have developed, means they can deliver quality outcomes. It increases their exposure so they can promote themselves and generate more opportunities.

> "Clearly having an attentive client for a piece of work means that the work is valued and monitored for quality. This is good for everyone involved." *Ranger group doing FfS*

> "It has helped the reputation of our ranger group in dealing with organisations and also increased our own confidence in negotiating with and working with organisations. Increased our skill and experience base in doing new jobs, learning new skills and specialising or needing to be reliable and work at professional levels. Rangers increasing seen as capable, reliable, professional with attention to detail." *Ranger group doing FfS*
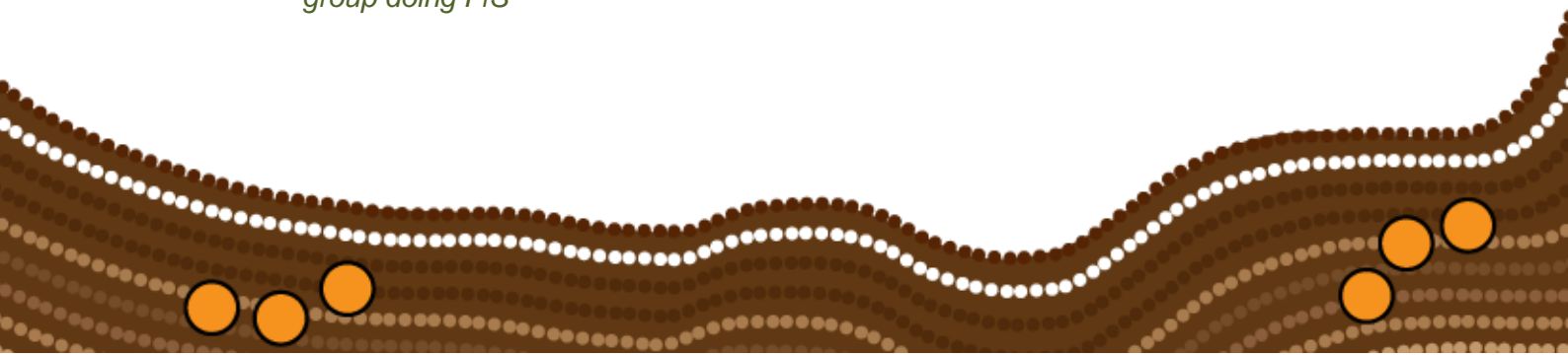
The positive endorsement and appreciation the ranger groups receive from the partner organisations improve their motivation and confidence, leading to a greater respect and alignment to ranger groups and their goals.

> "Enhanced appreciation by partners of local skill sets and relationship building. The value proposition is compelling and quickly understood; tick's multiple boxes. Allows industry to showcase, attract and retain Indigenous workers who become familiar with company values." *Ranger group doing FfS*

> When genuine FfS work is undertaken there has been a greater level of respect and acknowledgement of the high quality of work that can be achieved by the team." *Ranger group doing FfS*

Another positive outcome is the additional discretionary income, even in small amounts, and the associated local benefits of having income outside of the grant funding arrangements. This income be used to support the ILSM organisation and community in multiple ways:

- purchasing of additional capital equipment
- diversifying income for the organisation
- offsetting operational shortfalls from other programs
- additional training not covered by other grant money
- additional maintenance of assets that cannot be done through grant money
- supporting programs of cultural and social benefit to the community
- increased economic independence
- increased employment for locals, including increased casual work.

> "Additional discretionary income to the ranger program; ranger training." *Ranger group doing FfS*

> "Main outcome is we can increase overall Indigenous employment (we have 16 rangers, 14 FT and 2 PT) and are only funded for 13 FT WoC positions. These extra funds support other community needs that are not always funded or easy to report such as supporting community members and TOs in getting onto country, supporting funerals and ceremonies, supporting mental health patients to go fishing or out bush for the day and other similar activities around the community. We can also use extra funds to upgrade some of our equipment when needed, and not wait until we have more grant funds (such as HF/UHF/VHF radios, new tires, lost or broken tools, etc.). We also share some of our resources with neighbouring ranger groups in fire management and mimosa management to support regional best practice in land management." *Ranger group doing FfS*

> "Besides a small amount of additional income - the main benefit is exposure that rangers obtain by working with third party organisations - an eye opener to different western and organisational cultures." *Ranger group doing FfS*

> "The employment and training of an additional five casual Aboriginal rangers. The relationships built from this have increased [*Ranger group doing FfS*] range of services and the rangers have been able to participate in training in cultural burning, fire control & management, canoe and boat-based spraying, drone pilot licences, spatial mapping and campsite management." *Ranger group doing FfS*

> "At times it has helped to keep rangers going in between grants. It has allowed us to purchase small capital items that are not eligible expenses in some grants. Has allowed us to send rangers to more (or send more of them) mainland and interstate workshops/seminars, etc. Some years we have also been able to pay for a Christmas
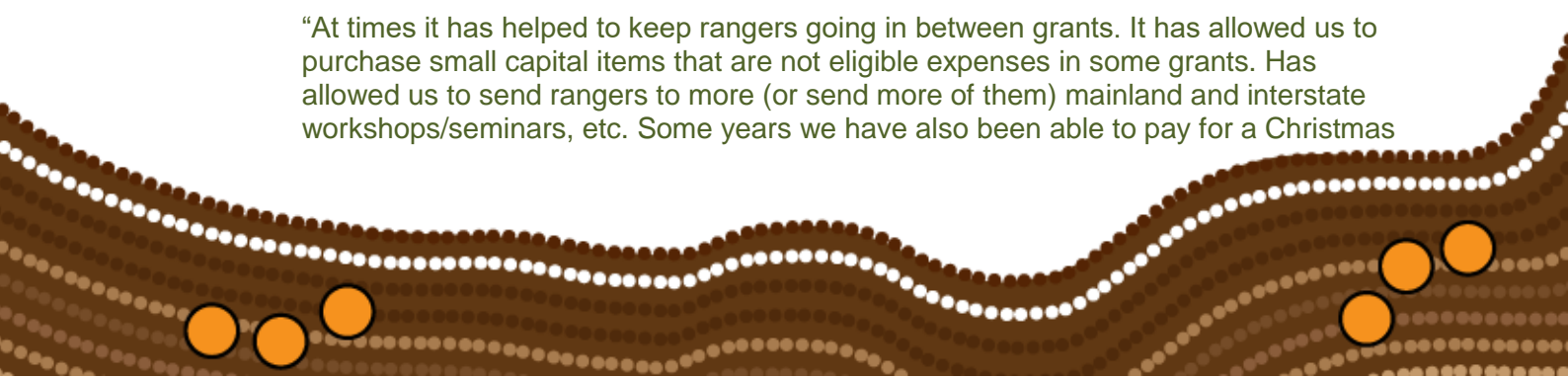
party for the rangers in recognition of their FfS efforts." *Ranger group doing FfS*

FfS activities expose rangers to working in a commercial capacity and learning about how the partners go about their business.

"More experience for ranger. They get to work with different people with different styles and skills. More people can be employed as casual rangers, opportunity to test them out." *Ranger group doing FfS*

Another positive outcome of FfS activities was the increased visibility of the ranger group and associated benefits that come from doing more meaningful work in the community.

"The main positive is visibility: this ranger group is relatively young and greatly gained in being exposed to FfS opportunities. It's also a great driver of professionalism for the entire group." *Ranger group doing FfS*

"Additional income additional skills/work experience, pride. Opportunities to employ more local people. Opportunities to do additional meaningful work on country." *Ranger group doing FfS*

3.4.3 Negative outcomes from partnerships

Ranger groups were asked what they saw as the negative aspects of working with partners in FfS activities. Of the wide range of responses, the most common (33%) was that FfS can divert ranger groups focus from core business. Increased pressure occurs when the work that needs to be conducted under IPA or WoC arrangements is not managed with high priority.

"Can make our work very busy, and at times hectic to manage all contracts, and ensure attention to details, professionalism within and between all our various grants. [We] need sufficient leadership, admin/finance/grant & contract management support within the organisation. [We] need high levels of English and computer literacy. Often opportunities come quickly and we need to be able to absorb new work when arises." *Ranger group doing FfS*

"If not systematically managed and appropriately prioritised, FfS work can detract from important natural and cultural resource management activities already holding high priority within the work plan and expectations of TOs and primary funders." *Ranger group doing FfS*

"The only drawbacks relate to getting side-tracked from "core business" by taking on FfS that may not be relevant to ranger work. The other is in taking on too much, and not being able to fulfil contract arrangements due to too many competing priorities." *Ranger group doing FfS*

Other responses included:

- lack of cultural competence of FfS partners
- unrealistic expectations from FfS partners regarding contract rates and program costs
- gradual shifts in focus of ILSM programs towards pursuing FfS opportunities rather than looking after core business
- unrealistic expectation of FfS partners with regards to time for completion and the need for supervision of rangers on projects in remote locations
- non-participation of FfS partners in planning meetings by Land Councils
- unrealistic expectations from ranger group members (internally) regarding:
  - Where FfS income comes from, and the future purpose of that income

     o the nature of FfS work itself and how ranger groups operate locally within FfS arrangements.

3.4.4   Maintaining long-term partnerships

Respondents said there were three main ways to develop and maintain these FfS relationships for the long term: a commitment to the relationship; strong and clear lines of communication; and delivering high quality outcomes.

Long-term commitment to the relationship requires both parties to value the relationship and work together on how this can be accomplished. Roles, responsibilities and expectations of each party need to be well understood and communicated so that both are satisfied with the process and deliverables.

> "A commitment to the relationship over time and through challenges. A compelling, robust and well understood business case that is championed at high level by all partners. Regular reviews of the program to reassess and realign." *Ranger group doing FfS*

> "A longer-term commitment to certain types of contracts and a willingness to commit to contracts in advance so there is time to build the capacity of the team." *Ranger group doing FfS*

> "Building on current relationships. Maintaining capacity of Indigenous rangers. State legislation that allows for greater control by the Traditional Owners in relation to program development, timelines and budget. Greater recognition of Indigenous Intellectual Property." *Ranger group doing FfS*

Maintaining strong levels of communication is seen as crucial so that expectations between the FfS partner and ranger group can be managed, the local community is informed and on-side, each partner contributes to designing the work and the needs of the project can be met.

> "Reliability and high levels of communication and reporting are key for partners. Following high levels of OHS especially within mining, and maintaining professionalism. Involving rangers/managers in all levels of decision-making. Having enough assets and equipment and ability to maintain these in remote/rough conditions." *Ranger group doing FfS*

> "Keeping project partners and the Aboriginal community involved. Creating and maintaining a sense of ownership of the ranger program among the Aboriginal communities in our service area. Ongoing and adequate funding for the agencies for whom we provide services." *Ranger group doing FfS*

> "Managing expectations open ongoing communication." *Ranger group doing FfS*

Delivering high quality outcomes is seen by many respondents as key to developing trust and maintaining relationships, because it demonstrates to partners the professionalism of the group and generates a positive perception of the group and community.

> "Delivering outcomes to a high level; good communication; addressing and managing any potential misaligned expectation upfront; ensuring contingencies and flexibility are built into scope of works allow for unexpected impacts i.e. rangers requiring cultural leave." *Ranger group doing FfS*

> "Developing trust and delivering the service." *Ranger group doing FfS*

> "The key is probably to demonstrate professionalism and quality in the work performed. Many of the FfS activities so far have involved working in collaboration with state employees or private consultants. There is an obvious element of two-way learning in

these activities, with mutual benefits clearly enjoyed by both parties." Ranger group doing FfS

3.5 Beneficial impacts of undertaking Fee for Service

Ranger groups were asked to identify the benefits for doing FfS. The most common responses included financial and employment benefits, increased work hours of rangers, skills development and corporate social responsibility benefits.

3.5.1 Financial and employment benefits of FfS

Part 2 of the online survey asked respondents about the specific types of financial and employment benefits including:

- the revenue and profits generated by FfS activities
- how the surplus generated from FfS was used
- whether or not FfS activities created more employment for existing rangers and coordinators
- whether any additional employment was created in the community as a direct consequence of FfS.

There were 13 organisations that completed Part 1 of the survey but not Part 2. [51] Of this small sample of ranger groups the length of time the ranger groups have been doing FfS ranged between three and six years, and the reported FfS hours ranged from 180 hours to 50,000 hours. This implies that FfS has generally been a sustained business generating a sizeable number of hours of work for those ranger groups who did not respond to Part 2 of the survey.

Part 2 of the survey received only nine completed responses. Of these only six of these organisations had also completed Part 1 of the survey.[52] As with the partial responses, this group also reported a reasonable association with FfS activities ranging from four to six years.

The average FfS revenue reported by nine respondents (invoiced amount excluding GST) was $92,000 in 2015–16 and $112,000 in 2016–17. There is some variability within the data: the lowest revenues recorded were $1000 (in 2015–16) and $2000 (in 2016–17), while the highest revenues were $377,000 (in 2015–16) and $447,000 (in 2016–17). Due to the small sample and variability little conclusion can be drawn from this data.

Although some organisations generated sizeable revenue (specifically, three of the nine in the usable sample), when divided by the number of rangers the scale of FfS does not appear large for most organisations. Only two organisations generated a revenue of more than $10,000 per ranger – with one organisation generating nearly $40,000 of business per ranger. This appears to be an exception, but there may be others generating significant revenue per ranger as there are non-responding organisations to the survey in the administration data that reported sizeable FfS hours.

Profits from FfS were not large. The average profits in the sample were $14,000 in 2015–16 and $23,000 in 2016–17. Some of the organisations reported zero profits. The highest profit reported was $44,000 in 2015–16 and $106,000 in 2016–17.

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[51] There were 13 survey participants who completed Part 1 but did not respond to Part 2 of the survey, the only information extractable about whether or not the organisation was involved in FfS and, if so, how long it had been. The 13 survey responses in Part 1 only revealed whether the organisation was involved in FfS.

[52] Of the nine complete responses, three were from Queensland, four from the Northern Territory and one each from Western Australia and New South Wales. Although there is representation from several states, the low number of responses prevents any generalisations.

The sample was skewed as three of the organisations in the sample accounted for 92–93% of the revenue and profits from FfS in both 2015–16 and 2016–17. This indicates that some organisations are more seriously invested in FfS than others. Those heavily invested in FfS appear to generate sizeable revenue and non-zero profits where there is an extremely low (near-zero) cost of entry and supply exceeds demand. In general, the revenue and profit numbers are greater in 2016–17 relative to 2015–16, but there is not enough data to show a trend.

One of the key areas of interest in this study was to investigate how any surplus from FfS activites is used by the organisation. Only three respondents had a significant operating surplus, and they appear to have deliberate strategies on how to use it:

- Organisation A invested almost all its surplus (93%) in field equipment and the remainder 7% in other assets.
- Organisation B used the surplus in community development, education programs for rangers and infrastructure development.
- Organisation C had a more layered strategy: 20% towards assets, 20% towards operational costs and 60% for financial reserves. This organisation also had specific future areas of priority for these reserves: assets acquisition, followed by investment in commercial opportunities and investment towards employment stability and training.

Another area of interest in this study was whether FfS resulted in more employment opportunities. There insufficient information about the number of new positions from the administration data provided for analysis of increased employment.[53] There is information available about the additional hours of employment that indicates a small increase. The reported data on the additional employment hours created for existing rangers and coordinators post-FfS is an average of three hours per year per ranger and, for coordinators the number is two hours per year.

Only two of the nine organisations reported data on employment of new rangers. One ranger group had one new ranger employed while the other ranger group reported an addition of 23 new rangers. The organisation with 23 new rangers reported an additional 6500 hours for work per year for the new rangers, which translates to roughly 6 hours per week. In case of the other organisation, the new ranger was employed for about 40 hours a week. Of the seven who did not report employment data it is not likely that new rangers would have been employed at all if the additional hours created by FfS for the existing rangers was so miniscule compared to the two ranger groups that did report.

Some tentative observations are made from these findings (mindful of the limitations of sample sizes) are:

- There is significant variability on FfS take-up, even among organisations that are participating in the program
- The majority of the ranger groups said they are reactive and not proactive, and this is reflected in the administrative data with no dedicated effort to build the FfS business (i.e. they build supply to meet demand but not build supply to stimulate demand)
- A few organisations seem to have taken to FfS very well. Unfortunately, most of these organisations did not respond to Part 1 of the online survey to enable analysis on why or how this occurred

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[53] Across the sample, the number of rangers prior to FfS ranged from 3 to 50. The number of coordinators prior to FfS were few in most organisations (in single digits), except in one land council managing several ranger groups where there were 17 and 13 Indigenous and non-Indigenous coordinators, respectively.

- Of the organisations that did respond with reasonable data, a third of them (n=3) accounted for more than 90% of the revenue and profit. This indicates that some organisations are pursuing FfS with interest, and this is supported by employment data and their detailed strategic plans for the future.
- The organisations that generate surplus appear to be using it strategically. Much of the surplus is going towards capital assets acquisition.

3.5.2 Increased work hours through FfS

Ranger groups said an important benefit to them, their families and communities was increasing part time hours to full time hours due to more FfS activities. A fifth (22%) of the rangers employed gained additional hours, showing that not all rangers benefited through extra FfS activities.

From the self-reported surveys two thirds (64%) of respondents reported an increase in FfS hours worked by existing rangers from the previous year, while 24% of groups indicated no increase year on year due to FfS. Ranger groups who did not have an increase in their hours said it was because the ranger group was already at full capacity and unable to take on further work. This is a significant constraint mentioned by the majority of ranger groups (i.e. FfS taking resources away from core funded ranger program responsibilities or an increase in core WoC or IPA work with less capacity to expand for FfS work). Other reasons given are a lack of opportunity due to geography or corporate partners and simple roll over of work from year to year but with no expansion of the program of work.

3.5.3 Skills development through FfS

Many of the ranger groups reported that through WoC and IPA funding they had already developed significant skill sets that improved their readiness to work in FfS. 94% of ranger groups (94%) reported that they have access to rangers trained Certificates II–IV level, although how much access they have is highly variable between groups: The level of Certificate level training varies between 2 rangers for one group, and 90 rangers for the largest groups with such qualifications.

FfS work has given many ranger groups the opportunity to enhance existing skills and develop new ones such as plant host mapping, mosquito mapping and pest insect identification. Such new skills are acquired through working alongside expert scientists as a part of a FfS contract. This type of exposure also allows two-way learning to take place, where traditional ecological knowledge combines with Western science to create a new form of knowledge and expertise in the FfS space.

In another example, FfS income was used for additional fire suppression, biosecurity and feral plant and animal identification training. The additional income from FfS is seen as directly enhancing the capacity of the ranger group to do more on country and meet their own management priorities.

FfS activities have assisted groups to develop their skills and capacity through:

- additional formal and informal training
- increased exposure for the group
- recognition of the expertise of the ranger group
- increased professionalisation of the workforce through exposure to industry and additional specialised training through FfS projects
- increased exposure for the rangers to get other work outside of the ranger group
- enhancement of skills sets when working in different areas of demand
- development of policies and procedures to ensure legislative requirements are met.

Other benefits for skills development were reported as:

- the ability to build and expand their networking skills (outside their current networks)
- enhanced two-ways understanding between the partners
- further skills in understanding intellectual property issues.

3.5.4 Organisation or community benefits of FfS

FfS income was reported to benefit the broader community beyond the ranger program. Such benefits include:

- supporting community members and Traditional Owners getting back on country. This means more young people see the importance of this and do likewise
- supporting mental health patients to undertake cultural activity
- Financially supporting community members to attend funerals
- investing in casual work in the community to beautify the amenities for tourists passing through
- rangers are seen as role models for members of the community.

3.5.5 Organisational and partner benefits of FfS

ILSM organisations reported the benefit of the FfS was the changes in how their partners regard them. The ILSM organisations reputation with their partners improved because there is:

- increased visibility of the ranger group organisation in the corporate and government sectors
- enhanced reputation of the organisation to deliver a quality product/outcome
- enhanced reputation of the skills of the ranger group
- higher profile and enhanced reputation in the local community as more jobs and income are generated
- greater engagement between government, corporate partners and Traditional Owners, generating sustainable, meaningful relationships.

ILSM organisations also reported a number of benefits for their FfS partners from working with rangers including:

- cost effectiveness, as work done on country is cheaper than bringing in outside staff, especially in remote areas
- greater two-ways learning
- greater contact with Traditional Owners and enhanced relationships as a result
- higher visibility of rangers' skills means partners offer employment in their organisations, resulting in better relationships and communication between the ranger group and company/government agency
- sponsorship of community events outside of the royalty system improving the social profile of the corporate partner, e.g. one partner sponsoring the community festival annually
- greater awareness from the partners of the corporate social responsibilities of working on country
- greater awareness of the expertise and knowledge base of ranger groups
- greater alignment of FfS work plans on country resulting in mutually beneficial outcomes.

3.6 Enablers for initiating or growing Fee for Service

This section of the report draws together, from the qualitative and quantitative survey data, the themes of what enables ranger groups to initiate or grow FfS activity. The themes are presented in

no specific order. It is clear some enablers may be interdependent and dependent on the circumstances of each ranger group.

3.6.1 Building ranger capacity through WoC and IPA funding programs

A number of ranger groups indicated that WoC and IPA funding was an essential precursor to FfS arrangements. One group, for example, stated that their FfS activity opportunity originated before WoC and IPA funding but the partner waited for WoC and IPA to be in place before contracting the activity.

> *"WoC and IPA programs were a bucket of flexible funding. Flexible in allowing Traditional Owners to pursue programs on country, and to pursue respective priorities. Now the rangers are recognised as a professional group on country and the FfS partners notice this." Ranger group doing FfS*

3.6.2 Governance

Indigenous governance is seen as critical to the successful management of IPAs, WoC and ranger programs and central to the empowerment and self-determination of communities and organisations. **Table 6** shows the range of people involved in decision making with relation to FfS activities. The level of engagement by various groups involved in FfS decision making varied due to:

- that the community is broadly supportive of the work being conducted by the bodies representing them so they didn't need to be involved every time
- that community organisations lack time and resources to engage community more meaningfully in discussion and decision-making processes
- that organisations do not have the capacity to engage with community in decision-making due to barriers in communicating more complex financial, contractual or scientific information
- given the high level of input by TOs, that communities are acting within a more traditional governance structure, allowing Elders to make decisions on behalf of the community as a whole.

It is also important to note that the range of people making decisions about FfS are also members of the community; their high levels of support for the FfS work is likely to filter into the broader community.

- *"We are creating and maintaining a sense of ownership of the ranger program among the Aboriginal communities in our service area." Ranger group doing FfS*
- *"Keeping project partners and the Aboriginal community involved." Ranger group doing FfS*

3.6.3 Funding certainty

The certainty of long term funding arrangements and bipartisan political support underpinning this, has been critical to the success of ranger groups and the program more broadly, fostering investment confidence, encouraging long-term planning and attracting co-funders and potential project partners to initiate and expand FfS activity.

This has been borne out in the in-depth online surveys, with some groups reporting long term funding arrangements as a crucial base through which the expansion of FfS activity can occur.

> *"The organisation commenced as a small fee for service contracting team that undertook bush regen activities in partnership with landholders and landcare groups prior to the commencement of the ranger team however this did not provide full-time work for the four people originally employed by the business. The WoC Project allowed*

the staff involved in the original contracting team to have full-time work and expand their activities to care more broadly for country." *Ranger group doing FfS*

"[FfS work] originated with IPA/WoC funding for specific activities." *Ranger group doing FfS*"

3.6.4 Links with partner organisations with capacity

Numerous Indigenous organisations reported significant benefits from collaborating with partner organisations. Organisations have capacities that enable ranger groups and the organisations more broadly to expand on their own training, expertise and capacities.

"… increase exposure to industry for rangers and program." *Ranger group doing FfS*

The generation of the partner's positive perceptions of the Indigenous organisation or ranger group is another enabler of FfS activity. Partners see the rangers and how supported they are by community.

"Presence of rangers in community, organisational profile." *Ranger group doing FfS*

"Because if the ranger group is supported by the community you know that the decisions they make regarding FfS arrangements with partner organisations will also be supported." *Ranger group doing FfS*

3.6.5 Making best use of previous funding grants

The survey data shows a significant correlation between WoC and IPA funding and the ability of ranger groups to initiate and conduct FfS activities (see section 3.2) and become mature FfS providers.

WoC and IPA funding allows ranger groups to develop administrative, organisational and practical skills and attributes. When an organisation outside of the WoC and IPA funding arrangements approaches with an FfS opportunity (or one is identified by the ranger group), ranger groups can then earn the additional non-grant money.

"The WoC Project allowed the staff involved in the original contracting team to have full-time work and expand their activities to care more broadly for country." *Ranger group doing FfS repeat from above*

"Contracts that get off the ground are either closely related to the core business of the organisation and are similar to the functions of the ranger team or where there is a willingness for private industry to engage less experienced contractors and support them, to build their capacity for service delivery." *Ranger group doing FfS*

3.6.6 Capacity of ranger groups developed over time

Stable and long-term WoC and IPA grants have allowed groups to develop significant skill sets over an extended period of time. Many groups are located remotely, where it is difficult to access formal training due to the high cost of training delivery

However, most ranger groups have developed their staff over time to achieve Certificate II–IV and post-certificate qualifications. This has increased the professionalisation of the ranger workforce, and generates internal capacities that make the ranger groups more sustainable and able to respond to FfS opportunities over time.

A range of informal training and non-formal arrangements have also added to the skills and attributes of ranger groups. Scientific, cultural and administrative experts have helped develop ranger skills pro-bono, increasing the skills of the groups involved.
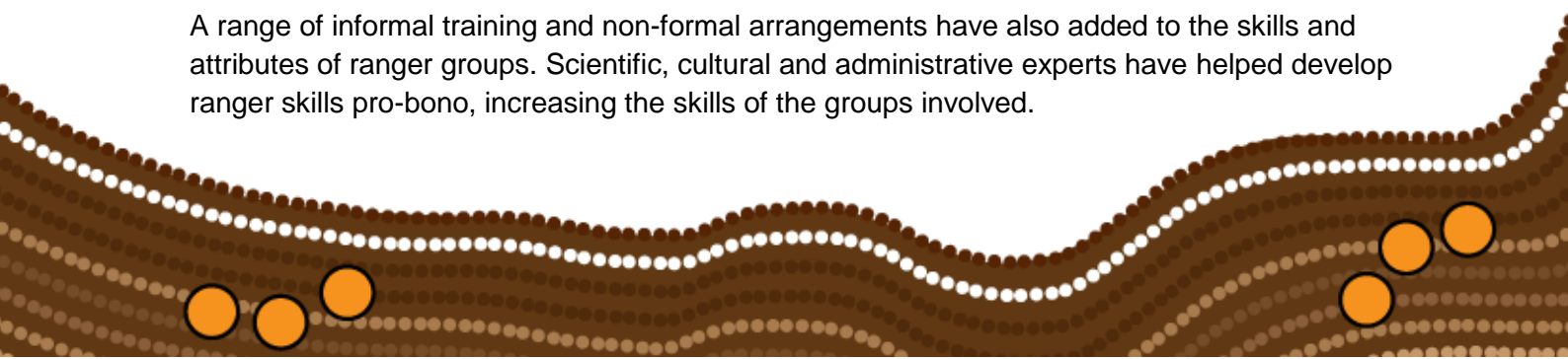
"Skills and experience of the ranger group increasing, making the rangers more marketable." *Ranger group doing FfS*

"Key reasons include ongoing professionalisation of the ranger force (through accredited training and mentoring support)" *Ranger group doing FfS*

3.6.7 Reputation for delivering high quality outcomes

Ranger groups report that their FfS partners understand how significant and unique their skill sets are. Indigenous rangers have intimate knowledge of country, have developed a range of formal and informal skills on country, are locally based, can draw on knowledge from Traditional Owners and can deliver the high-quality outcomes in reasonable timeframes that non-locals cannot.

Local ranger groups are highly motivated to ensure that work meets the requirements of the contracting partner, so that more work is forthcoming and the local community benefits.

"FfS first came about because of a clear acknowledgement from researchers of the central knowledge based that rangers and TOs hold and the absolute importance to meaningful research outcomes. Opportunities were pursued collaboratively between the [organisation], individual ranger groups and research institutions." *Ranger group doing FfS*

"Recognition by government departments and other organisations (NT Fisheries & DoA, DENR) that Indigenous rangers are important organisations and have capacity to do much of the work on the ground to support their own work." *Ranger group doing FfS*

3.6.8 Perception of partners towards ranger groups

The development of positive, long-term relationships with their partners is central to the work of the ranger groups, especially in generating and sustaining FfS opportunities. Many organisations are not local and can be unfamiliar with the local context on a range of levels.

"Reliability and high levels of communication and reporting are key for partners. Following high levels of OHS, especially within mining, and maintaining professionalism. Involving rangers/managers in all levels of decision-making. Having enough assets and equipment and ability to maintain these in remote/rough conditions." *Ranger group doing FfS*

"We've been undertaking FfS activities on a relatively small scale for over a decade. [Ranger Group] can be looked upon as a significant driver. Their proximity to and good relationship with the [Partner] allowed them to be consider preferred providers for park contracts." *Ranger group doing FfS*

3.7 Barriers to initiating or growing Fee for Service

Barriers to initiating or growing FfS are listed here in order of barriers most commonly cited.

only one ranger group identified ranger capacity constraints as a limiting factor, that is, whether the rangers had the abilities and skills to deliver the outcomes of the contracted work. A number of groups identified that a key capacity need is to be able to employ a ranger coordinator or more staff specifically to chase FfS opportunities.

Key barriers were identified as:

- The need to complete their core business leaving limited time to pursue FfS opportunities
- not being funded for business development.

The challenges of responding formally to FfS tenders
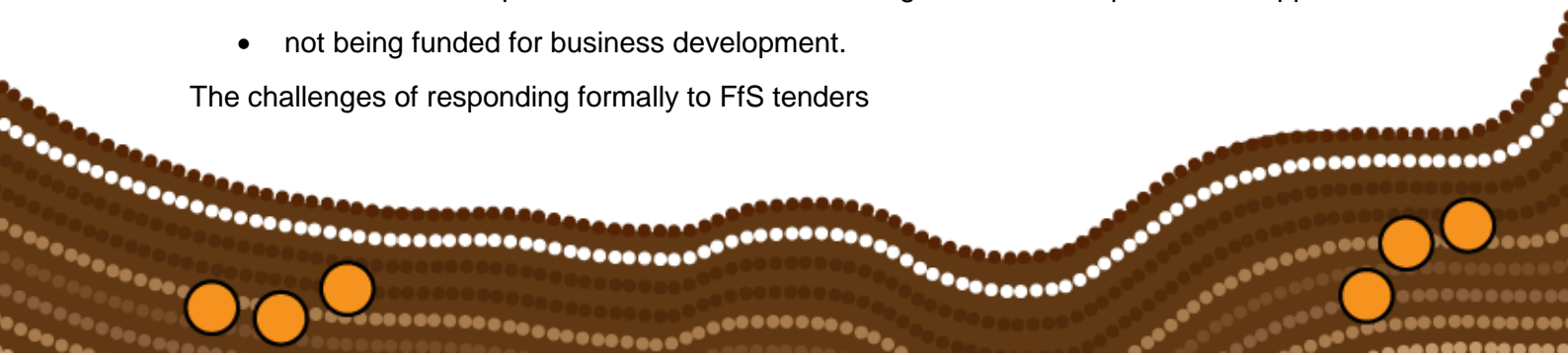
- Additional barriers such as: high administrative loads associated with other programs; limited computer skills, literacy and numeracy levels, Project management skills and internal organisational and administrative constraints.

> "Managing the ranger program in itself is complex. Additional admin expertise to assist in the negotiation of contracts and preparation of tenders would be useful." *Ranger group doing FfS*

> "We feel we need to be 100% ready for the opportunities to take advantage of them" BUT the "lack of physical resources-physical and capital" is a key constraint to generating FfS opportunities." *Ranger group doing FfS*

> "Some [tenders are] easy, some [tenders are] hard. Depends on the agency." *Ranger group doing FfS*

> "Bureaucratic nature of the [organisation] requires a number of approvals through various management levels for even relatively small contracts. This can be onerous and time consuming, when commercial clients are expecting extremely fast responses." *Ranger group doing FfS*

> "Ranger groups have extensive annual workplans that are meticulously planned in consultation with their Traditional Owner reference groups, the work plan activities are strictly related to the groups resourcing, adhoc commercial opportunities can be difficult to fit in the structured work plans and for adequate team staffing/capacity to be available at short notice." *Ranger group doing FfS*

Some ranger groups considered that their partners' perceptions of ranger groups were a barrier to FfS, including lack of cross-cultural awareness (see section 3.4.1).

> "Several organisations we work with do not understand the social and cultural context nor the aspect of remoteness and how this impacts work outputs and professionalism." Ranger group doing FfS

Another barrier for FfS is that formal training and education to increase capacity for managing FfS business might not be readily available or affordable.

> "WoC funds for training are fairly inadequate due to being so remote. MAJOR barrier is distance and budget ... Cost is $200/person/unit (15-person min) plus additional expenses." *Ranger group doing FfS*

> "Increased internal project management and administrative capacity to handle associated, tendering, quoting, invoicing, milestone management." *Ranger group doing FfS*

Also, non-Indigenous people need to step back to Indigenous people and organisations have control over the work process of FfS.

> "I think there is still a barrier to recognising the skill level of the ranger team and that people get stuck in thinking rangers require training and experience. This isn't the case with all project partners but it is a perspective that is harder to break than being in private business." *Ranger group doing FfS*

Further barriers were to do with communication channels between ILSM groups and potential partners and the lack of networking opportunities to build awareness and promote opportunities.

> "[We need] more awareness among potential clients (government, Telstra, etc.) that FfS capacity exists locally." *Ranger group doing FfS*

> "[We need a] website portal dedicated to Aboriginal organisation services." *Ranger group doing FfS*

A lack of incentives for potential clients or partners to contract Indigenous rangers was also seen to be a barrier to FfS opportunities.

> "[We need to be] encouraging government agencies to contract Aboriginal organisations." *Ranger group doing FfS*

> "There have been no opportunities to tender for long-term contracts apart from the Federal Govt quarantine surveillance contract." *Ranger group doing FfS*

3.8 Potential opportunities and aspirations for Fee for Service

The online survey asked respondents about what the organisation needs to conduct more FfS.

1. Communication strategies via online portals and centralising of tendering opportunities could reduce red tape in responding to tenders, initiating contracts and developing networks, this needs to occur along with increased organisational capacity to respond to the tenders.
2. Commitments from FfS partners that would enable more stability in the FfS program rather than ad hoc or sporadic contracts
3. Expansion of partner networks
4. Increased ranger staffing (ranger coordinators, project managers, rangers, etc.) so that the capacity to respond formally to FfS opportunities and conduct FfS activity is enhanced
5. Additional equipment and training for ranger groups to be able to respond to tendering opportunities, and to be able to manage the job to a high standard
6. Development of internal guidelines by ILSM groups regarding FfS to give some structure to how to cost and contract FfS initiatives
7. Development of business approaches so that fee structures, for example, can be adequately calculated and communicated to partners
8. Further training or skills development of employees or rangers so that FfS activity can be expanded and better supported within the organisation
9. Development of better communication strategies so that ranger groups can access more opportunities within their region.

The respondents felt that FfS could be better communicated in the following ways:

1. by developing portals for communication, including websites that list FfS opportunities or tenders. This portal would be able to link ranger groups with government agencies and departments that want FfS work conducted, as well as with private sector clients and networks in their region
2. by creating a communications strategy to educate and inform potential government, private and local clients of the capacity of ranger groups to do FfS activities, with the aim of encouraging Indigenous contracts across various sectors. This would have the potential to increase ranger groups' client base and range of funding sources
3. awareness, clarity and consistency of strategy and policy regarding FfS, which would give some structure to partner organisations wanting to do FfS initiatives but not sure how
4. advertising training and strategies so that ranger groups can access more opportunities within their region.

4. Community case studies

Taree Indigenous Development and Employment LTD (TIDE)

Provider Profile

Provider name: Taree Indigenous Development and Employment (TIDE) Inc.

Location: Taree

Profile: TIDE was formed in 2008 and began Working on Country activities in 2009. There is a strong emphasis on Aboriginal control and training (both formal education and cultural knowledge). TIDE has developed a "Commercial Interface Model" and has been using this since 2014.

Fee-for-Service and TIDE

TIDE manages seven Indigenous Working on Country Rangers and three commercial 'Green Team' Rangers assisted by a part-time Coordinator to undertake natural resource management activities across the NSW Mid North Coast Region.

The Rangers undertake work on lands managed by several agencies including the NSW National Parks and Wildlife Service (NPWS), Shire Councils, and local Aboriginal Land Councils. While the WoC Rangers receive Government funding, the Green Team Project was offered to TIDE as TIDE already had fee for service operating alongside WoC. The Green Team funding provided 60% of the funding for three full time equivalent Rangers with TIDE agreeing to fund the remaining 40% from FFS.

Commercial contracts are largely generated through partner agencies, particularly the NSW NPWS. The aim is to maintain an ongoing employment arrangement for the commercial Green Team Rangers.

TIDE believes that by providing consistent employment it will lead to social stability, professional development and personal improvement, including the capacity to purchase and maintain housing. TIDE believes this will provide better outcomes for the business because they can invest in, develop and retain Ranger skills and expertise.

Ultimately, TIDE is aiming to create a land conservation and management business that is commercially independent and sustainable within the market place.

"More skills mean higher productivity which leads to higher demand."
CEO and local elder

Examples of Fee-for-Service

TIDE has contracted with:

- Mid Coast Council to undertake maintenance and replacement of fencing around a Koori burial site.
- NPWS to treat and remove weeds at Seal Rocks.
- NPWS to treat and contain weed invasion across Dark Point Headland.
- NPWS to monitor and maintain fencing to protect an Aboriginal Midden.
- NPWS ongoing weed management.
- Crown Lands Taree to collect camping fees and service and maintain Farquhar Park Camping Area.
- Providing marine debris management services
- Fire hazard reduction services.
- Aerial monitoring, mapping and imagery services with Remotely Piloted Aircraft.

Fee-for-Service Partners

TIDE has an MOU with three LALCs in which the WoC rangers work. – Birpai, Forster, Karuah. These are political relationships (and largely symbolic) to ensure TIDE Rangers can move on and off country and can work on the land in the jurisdiction of each of the LALCs.

TIDE has partnerships with:

- NSW National Parks and Wildlife Service (Great Lakes and Taree)
- Mid Coast Council
- Local Land Services
- Crown Lands
- Weeds officers at council
- Mid Coast Water
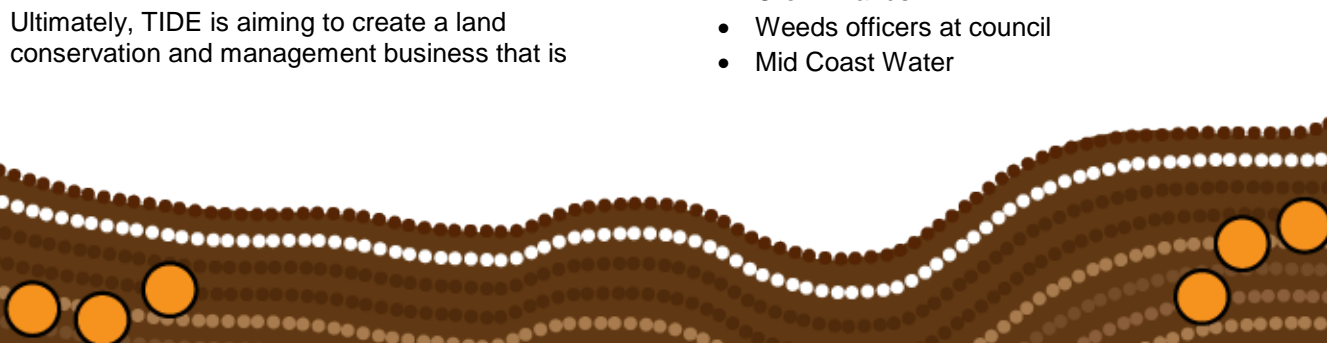
FFS Opportunities

Commercial contracts are largely generated through partner agencies, particularly the NSW NPWS.

TIDE will respond to advertisements for tenders. In 2013, the Manning Aboriginal Community Working Party was established and TIDE discusses proposed projects with this committee.

TIDE is often approached directly when there is a need in the community.

Partners and relationships also lead to projects being proposed or they are approached by project sponsors.

Impacts of FFS

The opportunity to undertake FFS activities has led to personal empowerment for the Aboriginal participants in the program. There is a strong desire for training in the region. As such, the impact is as much about formal education as community and environmental achievements. All of the rangers are undertaking ongoing training and have achieved:

- 5 x rangers with Diplomas
- 1 x commencing a Diploma
- 6 x starting/undergoing Cert IV

The rangers are quick to point out the training they've undertaken, the qualifications each has received and the pride it instils in one another.

This on-going education has enabled TIDE to move from offering labour-only services to consulting-type activities where the team are able to identify problems and provide solutions to potential clients.

The commercial team also use the newly acquired training and skills to allow them to seek employment elsewhere.

However, commercial work is inconsistent and experiences periods of both nil and intense activity. As a result, the WoC's Government funding provides the required base funding to enable TIDE to offer FFS activities. Without the ongoing, longer-term Government funding, TIDE would be only be able to offer FFS on a small scale with perhaps two or three fulltime Rangers.

Consequently, the commercial Green Team Rangers were recently re-employed as casuals as their former permanent positions could not be

matched to the unreliability of commercial contracting.

Ultimately, TIDE aims to create a commercially viable business but the current demand for land conservation and management in the Taree and surrounding areas is a limiting factor to reliable employment, as is the fact that this type of work is often seasonal.

Outcomes

Fee for service creates opportunities to employ additional staff. The Government subsidy under IAS Green Team contract allows TIDE to hold onto staff, reducing attrition and maximising the benefits of training employees that want to stay at TIDE.

The long-term benefits of FFS is more employees with Certificate IV/Diploma qualifications. Once they have the skills there is a chance for them to setup their own business or find employment elsewhere. TIDE has:

- Purchased a boat to better provide marine activities.
- Obtained a Fire Truck from Rural Fire Service to undertake hazard reduction services.
- Gained Remote Pilots Licences (drone) for four Rangers for aerial monitoring, mapping and imagery services.

Lessons: What TIDE has learned! Risk:

- The success of the TIDE FFS is built on the ongoing funding for IAS programs. Should this be altered it may place FFS & activity generated income (AGI) in jeopardy.
- The demand for this type of service in the local area is limited. New services need to be constantly sought and included in their offering.
- Due to the seasonal nature of the operations, planning needs to meet the requirements in high and low demand periods.

Things we learned the hard way:

- The planned pipeline of training the unemployed, creating a ready workforce and creating Aboriginal owned businesses has been limited. The expectation was that once trained, the staff would move on and apply for other jobs as opportunities arise. Very few have. According to the TIDE Chairman, in hindsight the program

may have created greater employment opportunities if TIDE had instituted a fixed term of employment that would see staff looking at moving on once they had the skills. However, one ranger has left to start their own business and one ranger has recently gained a full-time position as a Field Officer with NPWS.

- Non-frontline staff are not adequately covered in the IAS Ranger program funding. The complex nature of running the Ranger program as well as the FFS requires an adequate investment in management, admin and HR/Staff development.

Things to pass on to others:

- Developing good relationships with traditional owners and Local Aboriginal Land Councils is important to enable FFS and Rangers to work on country.
- There is a need to identify critical partners and develop MOUs with each to ensure both supply and demand can be met.
- Developing an understanding and smooth working relationship with the local PM&C office

is critical to ensure your needs are met and the line between IAS funding and AGI/FFS income is clear.

Outlook – where will FFS go next?

TIDE wishes to acquire their own land and building. The office/operations can be based in the building and the rangers can work and train on the land and preserve the habitat.

The rangers have recently learned to fly and control drones for mapping and vegetation monitoring purposes. This is an exciting development and shows the value TIDE can bring to the local economy and the opportunities they provide for young Aboriginal people.

The opportunity in the near future to go to regional places to witness cultural burning and fire management. To bring that land management skill back to their region is something the rangers are anticipating would be of benefit to their culture and to the environment.
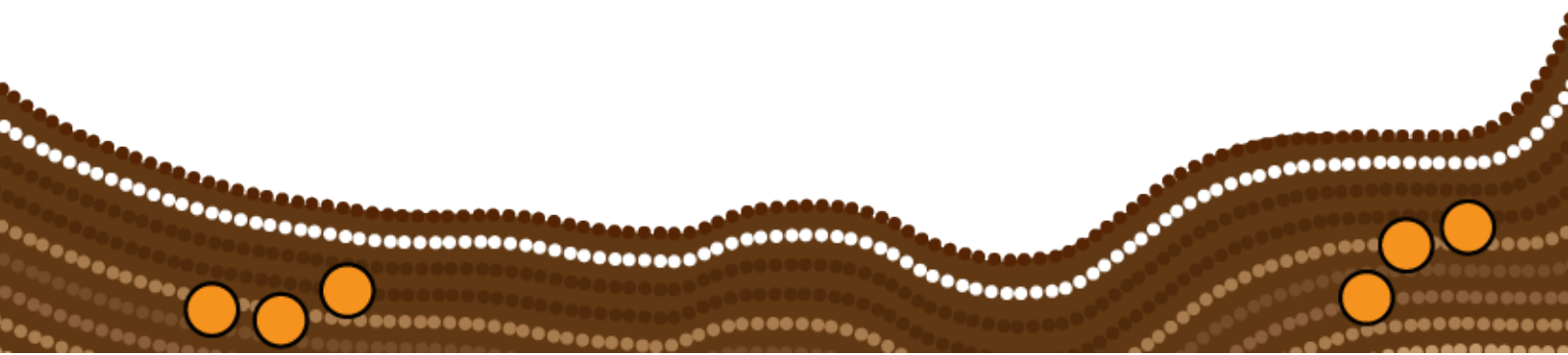
Thamarrurr Development Corporation

Provider Profile

Provider name: Thamarrurr Development Corporation

Location: Wadeye Community, NT

Profile: Thamarrurr Development Corporation Ltd is a not-for-profit corporate entity owned by members of the Wangka, Lirrga and Tjanpa peoples. It has been established by the 20 clans of the Thamarrurr Region, to represent them in relation to business, socio-economic development, employment and training. TDC is the representative entity for people of the Region, as they strive for economic independence and freedom from reliance on welfare and government subsidies.

Thamarrurr Development Corporation was established in 2008, prior to the implementation of the NT Local Government Reforms in 2009. The people were conscious of the potential impact the reform would have on their own model of local governance, through Thamarrurr Regional Council (TRC). They commenced the establishment of TDC to ensure they still had their own structure to undertake business activities and continue to address socio-economic development in the Region.

Fee-for-Service and TDC

Thamarrurr Rangers commenced operation in 2001, and was established and supported by the Traditional Owners of the Thamarrurr Region, who saw a need to actively address land and sea management issues.

The Thamarrurr Rangers have grown from their beginnings via the CDEP and consider themselves to be a well-developed and resourced program, able to actively seek out fee for service opportunities and deliver high quality outcomes.

Currently, Fee for Service work includes an annual contract with NT Fisheries for coastal patrols, documenting on-water activity and ranger training and capacity building.

NAQS annual contract to conduct surveys of food plants, animal populations, pest populations, blood and tissue samples.

ENI Gas facility including monitoring ground-water, weeds, nesting turtles and off shore monitoring, and seasonal back-burning for fire management.

NorForce contract including maintenance of local compounds.

"Before we take on a contract, we understand what it is going to take, and be able to do it to a professional standard" Land and Sea Manager

Fee-for-Service Partners

Thamarrurr Rangers have a significant variety of contracts with State and Federal government partners. These include;

- Northern Australia Quarantine Service – Biosecurity monitoring and training.
- Fisheries NT - a long term contract supporting coastal management and capacity building.
- West Daly Shire Council - Contracts the ranger group to support weed management in and around Wadeye and key Homelands.
- ENI Gas Facility - Another long-term relationship which extends corporate social responsibility platform to support community led environmental monitoring and management activities.
- NorForce – maintenance of local assets.
- Department of Infrastructure, Planning and Logistics – road maintenance and reporting.

Impacts of FFS

Fee for Service has helped the professional reputation of our ranger group in working in partnership with organisations and also increased confidence in negotiating with organisations. It has increased our skills and experience base in doing new jobs, learning new skills and specialising or needing to be reliable and work at professionally relevant levels. Our rangers are increasingly seen as capable, reliable, professional with attention to detail.

As an example of the partnerships that have formed with the Thamarrurr rangers, ENI and rangers together have identified additional activities which the rangers are capable of completing such as collecting water and marine samples and weed surveys and control which has increased our scope of works. Likewise, joint proposals are in place to support ranger and TO training and capacity in LLN and sea country issues.

"There is definitely a mutual benefit, wherein rangers get increased work opportunities and chance to upskill and ENI are able to avoid the need to fly contractors from Darwin or interstate to undertake these jobs. ENI are also keenly aware of trying to support the local community when the opportunity arises. This makes economic sense, leads to an enhanced local reputation and can have the effect of improving their social license in the eyes of the broader community and in communities where they may wish to undertake future projects."
Land and Sea Manager

Similarly, rangers support DENR marine research unit by providing important data on marine megafauna sightings, fish kills, or stranding's which adds to the NT database. DENR will work with rangers to provide training and education sessions in the community and also engage rangers in FfS on projects such as aerial marine surveys.

Sometimes there are gaps in understanding of, and experience working in partnership within a remote Aboriginal community context and with Indigenous employees. Strong local culture often clashes with western systems and mentalities; different social norms, values and language can also be barriers to mutual respect and effective partnerships. But we do our best to communicate and work with our partners in a respectful way to get the best outcomes for all.

Outcomes

The ranger group has an excellent capacity to do the work that is contracted. Development of robust structures and routines due to the skills and capacity developed via the WoC program has assisted this. The increased capacity means the ranger group is able to take on FfS opportunities as they arise, and to leverage other FfS opportunities from these.

IAS base funding means the group have a trained and work ready workforce along with admin and reporting structures and operational assets in place to take advantage of FfS opportunities. Without this solid foundation it would not be feasible in remote regions to provide these services.

Currently there are 16 rangers, and they are the key to taking on new FfS contracts. Some of the rangers have been around for more than 10 years, with many of them doing Certificate 3-4 training through VET. Local people and local organisations all know and trust the rangers, the organisation and the work that they do.

This trust and confidence from the community is also marketable in pursuing FfS opportunities, as partners know the community and Traditional Owners are onside, the rangers are professional and trusted.

TDC also has a mentoring and training system that allows them to build basic skills within the team as well as to support and upskill higher achieving rangers. Coordinators work 1:1 with the rangers to write reports, compile databases and provide mentoring in computer and English literacy. In this way we are able to encourage more able rangers to step up and take on more responsibility into more senior roles.

TDC also support rangers with lower computer and English literacy. They have a mentoring contract for a trainer to come out for on-the-job training once a month. This helps to reinforce good work behaviours and habits and skilling rangers in basic literacy, numeracy, computer skills. The program has helped build confidence in the rangers and this shows in their work and the pride they take in it.

Lessons: What Thamarrurr Rangers have learned!

- Build on core work established through IAS to expand FfS in similar areas;
- Build on current capacities and structures to empower rangers;
- Consider all opportunities carefully and do not say no potential prospects for FfS;
- Actively look for FfS opportunities by acknowledging gaps in service provision or needs of community people.

Large companies often expect a high level of professionalism and be risk averse, for example strict use of personal protection equipment and OH&S procedures, so your organisations risk management and training framework needs to be set up right. Go in with your eyes open for large contracts, make sure you know what you need to do it properly.

Outlook – where will FFS go next?

"The Thamarrurr Rangers want other organisations to know that we are a capable of land and sea management organisation with a variety of work programs and a diversity of partners. Whilst support and funding through the IAS program remains the foundation of our program, pursuing fee-for-service relationships

further diversifies our capacity, increases our income security and ultimately allows us to employ more local people in the Wadeye area".
Land & Sea Manager

This also means that the groups can generate money for priorities such as supporting projects and small-scale infrastructure on homelands in remote areas, increased employment, training and capacity building that they cannot currently afford, and do more ranger exchanges to gain new skills and insights. Ultimately it is about self-determination.
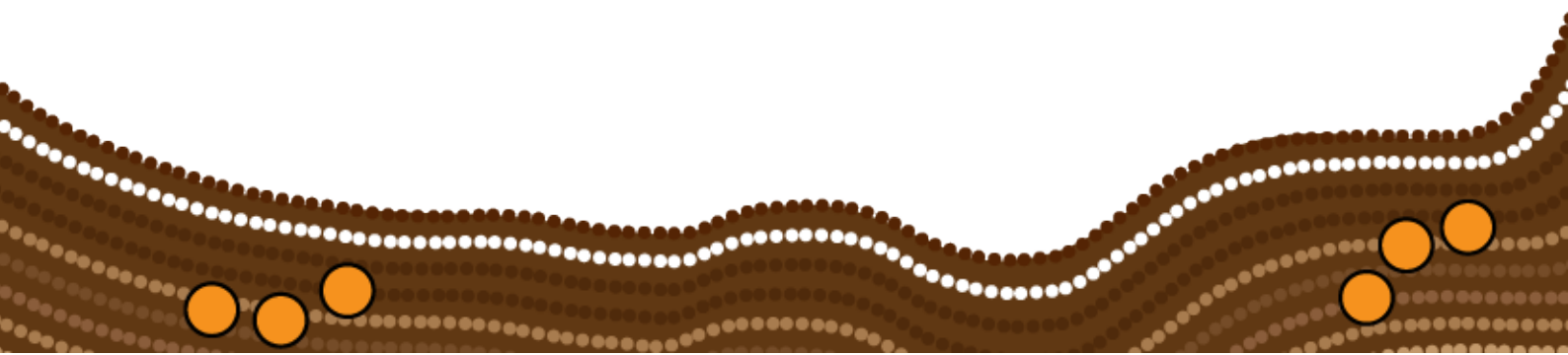
Quandamooka Yoolooburrabee Aboriginal Corporation

Provider Profile

Provider name: Quandamooka Yoolooburrabee Aboriginal Corporation (Qld)

Location: North Stradbroke Island, Qld

Profile: QYAC is a Registered Prescribed Body Corporate (PBC) created under the Native Title Act 1993 to manage the recognised Native Title rights and interests of the Quandamooka people following the determination on the 4th July 2011.

QYAC has approximately 630 members and has the largest membership of all PBC's in Australia. QYAC is now also the registered Cultural Heritage Body under the Aboriginal Cultural Heritage Act 2003 (Qld). It is responsible for cultural heritage management across the Quandamooka estate.

Quandamooka territory comprises the waters and lands of and around Moorgumpin (Moreton Island), Minjerribah, the Southern Moreton Bay islands and South Stradbroke Island. It includes the mainland from the mouth of the Brisbane River, Wynnum, Chandler, Lytton, Belmont, Tingalpa, south to Cleveland, to the Logan River. Quandamooka Country crosses the boundaries of four Queensland local governments.

Fee-for-Service and QYAC

QYAC began operating cultural resource management activities via the CDEP program in 1994. In 2000 they provided paid environmental management services with Qld Parks and Wildlife Service (QPWS). Fee for service grew from grants, cultural heritage survey activities and the provision of services for the local mining industry.

These activities saw the development of the Quandamooka Land and Sea Management Agency (QALSMA). This is the unit within QYAC responsible for the planning, management and protection of the Quandamooka Estate. QALSMA ensures compliance with regulations and local laws in the use of native title lands and waters and plays an active role in fire management, weed management, and pest management. QALSMA also advocates for the protection of sacred sites from activities that may impact them.

The success of the FFS activities can be attributed to the organisation's ability to leverage its Native Title and the associated ILUA into Cultural Heritage activities. These have resulted in organisational partnerships with real benefits for young Quandamooka people. QALSMA works collaboratively with local, state and federal agencies regarding joint management of Naree Budjong Djarra National Park to protect cultural heritage and preserve lands and seas for future generations.

QALSMA manages five Environment and Heritage Rangers, four IAS funded rangers, six working with QPWS and four commercial Quandamooka Rangers. The Rangers undertake work on native title land and seas managed by several agencies including the QPWS, Shire and City Councils.

The organisation actively solicits for work on their website as well as seeking commercial contracts through partner agencies. The aim is to maintain an ongoing employment arrangement for the commercial rangers.

Ultimately, QYAC is aiming to create a profitable program that supports organisational development, creates work and training opportunities for young people and strengthens the organisation.

"This programme picks up young people and gives them a direction in land and sea management. They become a beacon for other young ones to aim towards" Darren Burns – Joint Management Coordinator, QYAC

Examples of Fee-for-Service

The Quandamooka Ranger have been contracted to undertake:
- Bush and mangrove regeneration activities.
- Development and maintenance of paths, signs and walking tracks and trails.
- Development and maintenance of sitting and rest facilities.
- Fuel reduction management.
- Grass slashing in public spaces.
- Re-establish the sand dune eco system.
- Hazard reduction.
- Sensitively remove vegetation to enable movie companies (Roadshow and Netflix) to shoot.
- Re-establish vegetation following film shoots.
- Provide set security for film shoots.
- Trapping for species identification.
- Cultural heritage management advice and guidance.
- Site assessments including clearance for works to be carried out.
- Development of cultural heritage compliance procedures and assessment of obligations.

- Development and implementation of Conservation Management Plans.
- Photographic and archival recording of sites and artefacts
- Artefact analysis and removal if necessary.
- Cultural Heritage Awareness training.

Fee-for-Service Partners

The Quandamooka people have an Indigenous Land Use Agreement (ILUA) in place regarding the management and use of land and waters within the Quandamooka native title claim area.

The ILUA sets out the roles and relationships for partnership with the Quandamooka people. QYAC has partnerships with:

- Qld Parks and Wildlife Service
- Redland City Council
- Department of Natural Resources
- Brisbane City Council
- Netflix
- Roadshow Pictures

FFS Opportunities

QYAC actively seeks FFS Commercial contracts and potential opportunities.

QYAC will respond to advertisements for tenders but also leverage their existing relationships to identify opportunities.

Impacts of FFS

The opportunity to undertake FFS activities has not only led to personal empowerment for Aboriginal participants in the program, but also acts as an aspirational beacon for other young people in the community.

There is a strong desire for training. As such, the impact is as much about formal education as community and environmental achievements. The rangers are undertaking ongoing training in both resource management as well as equipment and vessel licences.

Outcomes

The long-term benefits of FFS include:

Employment opportunity for Quandamooka people on their own country.

It will lead to more community people with employment qualifications and experience.

Opportunities to employ additional staff to the QYAC cohort.

The ranger program is something young people want to join and aspire to become involved in post education.

It has provided an opportunity for local Aboriginal people to demonstrating their capacity to act and deliver professional services,

Strengthening the QYAC organisation overall.

Lessons we learned along the way

There are unexpected associated costs for developing an FFS offering. To deliver the program, QYAC needed to purchase:

Equipment, boots, uniforms, branding material

Community politics must be negotiated and piloted successfully to maximise the chances of success.

In developing teams, it is important to maintain a cohesive workforce. Whilst teaming a balanced group together will not ensure success, teaming a discordant group will affect productivity and affect successful outcomes.

Outlook – where will FFS go next?

QYAC has already attracted commercial interest from film companies and similar agencies for work on Quandamooka country. The team sees this as an opportunity for the future where the rangers can create environments conducive to commercial activities whilst maintaining cultural and environmental integrity.

Quandamooka people are expecting to be given Native Title to Moreton Island within the next 12 months. This will enable operations to progress to that locale and take with it the success and awareness already gained from existing activities.

The community and staff agree that land and sea come first. They must look after country because that sustains the community, provides spiritual health and enables art and culture programs to occur.
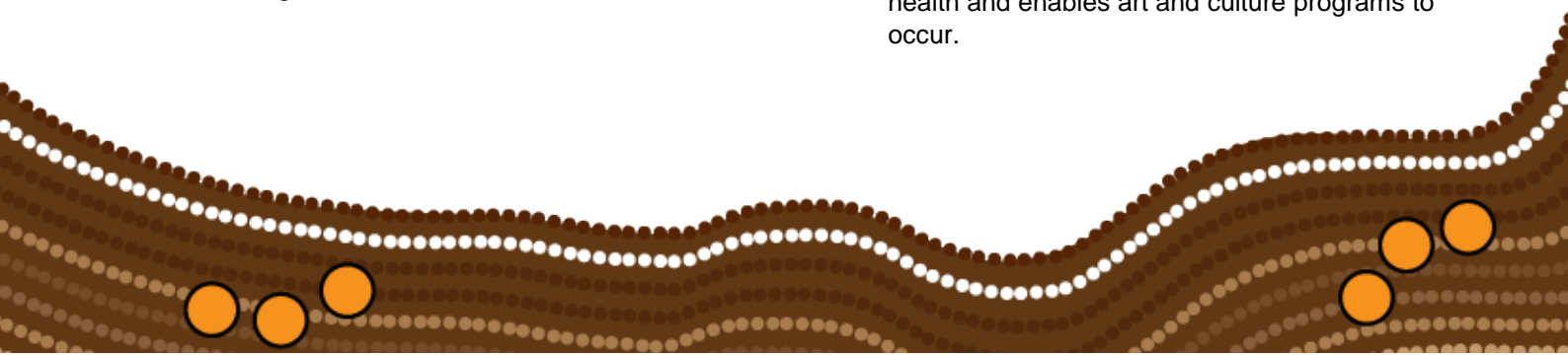
Kimberley Land Council (KLC) / Balanggarri Rangers

Provider Profile

Provider name: Kimberly Land Council: Balanggarra Rangers

Location: Kimberly Region, Western Australia

Profile: The Kimberley Land Council was formed in 1978 by Kimberley Aboriginal people as a political land rights organisation. The KLC has grown to become the peak Indigenous body in the Kimberley region working with Aboriginal people to secure native title recognition, conduct conservation and land & sea management activities and develop cultural business enterprises.

The KLC is located in the vast Kimberley region of northern Western Australia. The Kimberley covers about 423,000 sq. km with an estimated population of 35,000 people – half of whom are Indigenous.

The Balanggarra Ranger Program is one of several ranger programs in the Kimberly Region. The Balanggarra rangers, hosted through the KLC, receive funding through the Australian Government's Working on Country program. Balanggarra Rangers operate in an area roughly encompassing the Balanggarra Native Tile Determination area, totalling 26.000 km².

Balanggarra's Healthy Country Plan, published in 2011 and written by Balanggarra people and endorsed by the Federal Government, identifies key targets, threats, objectives, strategies and action plans. It helps Balanggarra people to carry out land & sea and cultural management activities in their Country. It set the foundation for what was to become the Balanggarra Indigenous Protected Area which was declared in 2013 and covers approximately 10.000 km².

The rangers look after country by blending modern scientific approaches with traditional knowledge systems; for example, through the prescribed burning program rangers blend age-old indigenous fire practices (fire walks, traditional calendars) with KLC's modern day best-practice fire management that recently became ISO certified. On the Cultural front, Rangers and cultural elders take world-leading rock art scientists out on Country to record and preserve cultural sites, which has led to numerous discoveries of rock art sites. Rangers have also demonstrated superior wildlife detection skills and work closely with researchers in a number of flora and fauna conservation programs. In addition, Rangers have increasingly been engaged in community engagement programs to both transfer cultural knowledge and setup diversionary youth engagement programs.

## *Fee-for-Service, KLC and Balanggarra Rangers*

Many scientists, government, corporate and other partners are interested in working on Balanggarra Country, which offers rich and rewarding opportunities to work on land, fresh and salt water environments and cultural sites. Working with the Balanggarra Rangers provides a pathway to delivering ecological, economic, social and cultural outcomes as well as enabling partners to deliver on reconciliation targets and Indigenous procurement outcomes.

Increasingly there is a clear acknowledgement from stakeholders that Balanggarra Rangers offer a highly specialised skill set and expertise in delivering a wide range of land & sea management activities. Fee-for-Service (FFS) became the primary vehicle of engagement between Ranger groups and other stakeholders. FFS activities in Balanggarra Country now primarily revolve around invasive species management, threatened species conservation, fire management, rock art preservation and biosecurity work.

Most of the Balanggarra rangers have a Certificate 3 level training background in conservation and Land Management. In delivering on FFS opportunities, rangers have increasingly been given the opportunity to augment their training with significant formal and informal training by researchers and government agencies. Although the capacity of the rangers has been there for years to do much of the work required, the additional training has diversified the number of specialised roles in the Kimberley Ranger Network including Indigenous Fire Officers, Threatened Species Rangers, Boat operators and so on.

Due to the success of the Kimberley Ranger groups in becoming a highly qualified labour force, many of the Kimberley Rangers funded through the WoC program have progressed in salary scales. This has put significant pressure on operational WoC funding which currently is severely restricted.

FFS opportunities have enabled some of the Kimberley ranger groups to offset these shortfalls
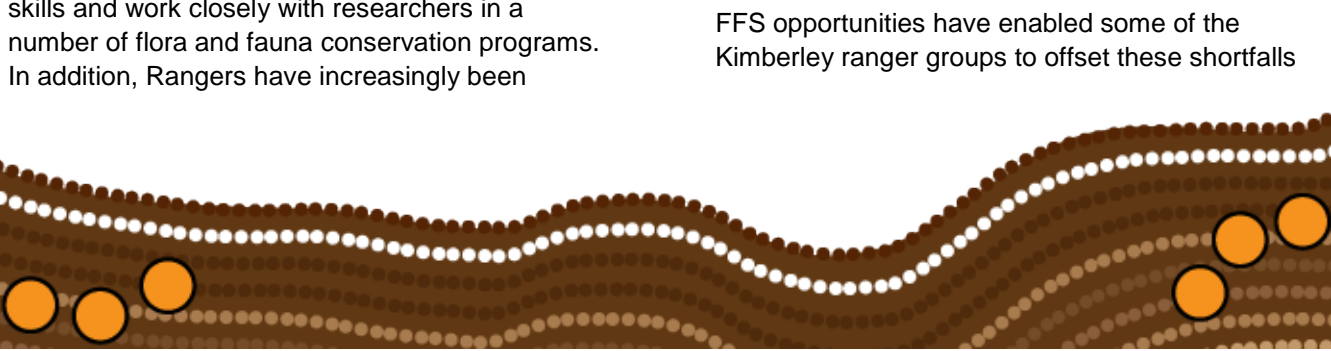
although the unpredictable nature of FFS work opportunities makes this a temporary solution.

Examples of Fee-for-Service

- Invasive species control (Rubber vine, Grader grass)
- Threatened Species surveys (Dugong, snubfin dolphin, whales, Gouldian Finch, native quolls, etc.)
- Biosecurity surveys (coastal debris, dogs in communities, etc.)
- Rock art surveys and preservation

Fee-for-Service Partners

- Department of Biodiversity, Conservation and Attractions (cane toads and threatened species surveys),
- Department of Water (training in fresh water monitoring),
- NAQIS (pest animal, plant and insect surveillance),
- Department of Agriculture
- Murdoch University
- The CSIRO
- University of Western Australia
- World Wide Fund for Nature

Impacts of FFS

- Access to additional formal training and increased on-the-job exposure to new work practices has enhanced the skill sets of the ranger groups.
- Better compliance with WH&S standards.
- Increased access to Balanggarra Country through FFS contracts.
- Better alignment between Balanggarra Healthy Country priorities and partner priorities through better communication and exchange of information.
- Better two-way understanding of priorities for partners in a FFS agreement has resulted in an exchange of knowledge between Balanggarra and Western science, and this leads to better outcomes for managing the country, waters and rock art sites.
- With the increased focus on training and professionalization of the workforce, there comes increased recognition of the ranger force being a capable workforce in delivering FFS outcomes.

Outcomes

Key reasons for FFS work being initiated and continuing include ongoing professionalization of the ranger force (through accredited training and mentoring support), better marketing of ranger capabilities and better alignment of ranger capabilities in delivering recognised public benefits (e.g. fire, feral animals).

WoC and IPA funding have provided KLC and the Balanggarra Rangers a funding source that has allowed Traditional Owners to pursue their own program priorities on country. In delivering on Healthy Country targets through both the WoC & IPA funding and FFS contracts, the ranger force has become a highly professionalised work force.

Partners recognise the capability of ranger groups and this means that rangers can increasingly leverage other funding opportunities such as FFS funding. Being in a position where rangers are capable in delivering FFS outcomes that align with Healthy Country targets ensures mutually satisfactory outcomes in partnership arrangements and delivery of better WoC & IPA program outcomes.

Highly specialised training opportunities that are needed to further FFS work opportunities are very expensive to provide in the Kimberly region.

The current priority for FFS generated funds is to offset operational shortfalls under the WoC program such as funding for travel, vehicles, meetings and so on. Given the unpredictable nature of FFS opportunities this is a temporary solution.

Partnerships with the vast majority of partners are outstanding. However, there can be some push back regarding the current FFS rates.

Lessons: What Balanggarra Rangers have learned!

- The presence of a Ranger Coordinator is crucial to enabling rangers to engage professionally with FfS partners and with ranger staff. They provide mentoring, coaching, building and maintaining relationships. Without this position, FFS work is hard to get off the ground.
- FFS work is not just about contracts generating money for the organisation. It is also about increasing the professionalization and capacity of the people in the organisation to ensure efficient management of programs within the ranger group.

- FFS work also can lead to more opportunities for formal accredited training (for example Coxswain). Specialised training is vital in generating more FFS opportunities as external organisations see the ever-increasing capacity and expertise of the ranger groups and their ability to deliver excellent outcomes for a project.
- FFS will not offset operational shortfalls under the current WoC & IPA programs, it can only temporarily do this as FFS opportunities are unpredictable.

Outlook – where will FFS go next?

The priorities moving forward centre around further increasing the professionalization of the ranger workforce through Certificate level training and targeted coaching and mentoring on-the-job. Ensuring that appropriate training, coaching and resources are available to the ranger groups to optimise FFS opportunities will mean that enough Balanggarra people are skilled up and have the opportunity to make a living from looking after their country.

The increased skills and professionalization will leverage new opportunities including tourism, biosecurity, youth diversion, border control, compliance and surveillance and many others. Many of these aforementioned activities are synergetic and once rolled out as a cohesive fee for service package delivered through Indigenous ranger groups, will deliver far greater efficiencies and effectiveness in public service delivery.
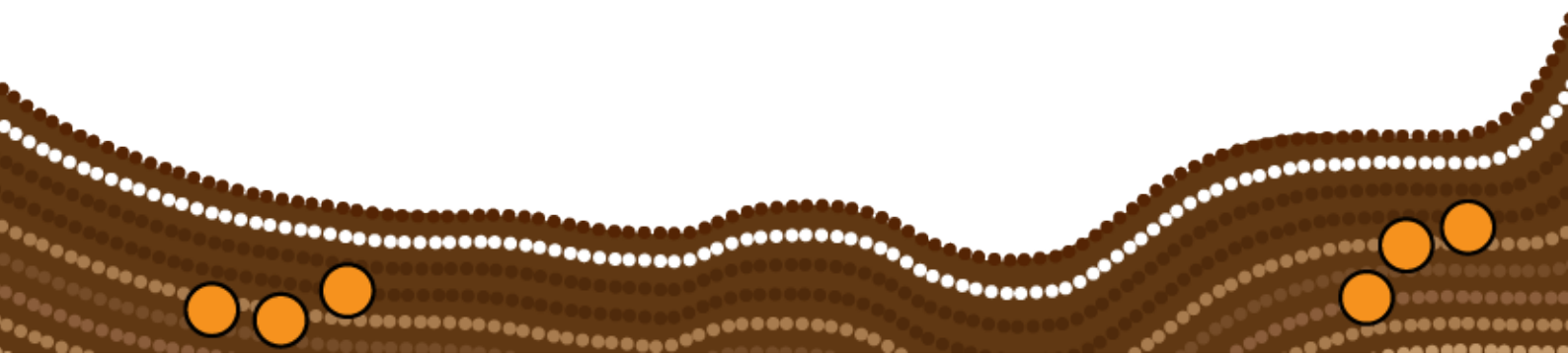
Dhimurru Aboriginal Corporation

Provider Profile

Provider name: Dhimurru Aboriginal Corporation

Location: NE Arnhem Land, NT

Profile: Dhimurru is an incorporated organisation established by Yolngu landowners in NE Arnhem Land in 1992.

In 2000 the Yolngu landowners made a voluntary Indigenous Protected Area (IPA) declaration over approximately 101,000 ha of their traditional country. This included 92,000 ha of their land and about 9,000 ha of their sea country, incorporating previously registered marine sacred sites. This declaration established the first IPA in the Northern Territory and the first IPA in Australia to include both terrestrial and marine areas. In 2013 the IPA was expanded to cover 550,000ha.

The main aims of Dhimurru are to address the cultural and natural management priorities, including a focus on recreation areas, under the careful direction of the landowners and custodians.

Fee-for-Service and Dhimurru

Fee for Service (FFS) originated with IPA/WoC funding for specific activities, for the Carpentaria Ghostnet Program and AQIS related activities. In regard to Ghostnet work, this was already being done but the fee for service assisted in the associated costs. AQIS activities, such as ant surveys, mosquito surveys, feral animal post mortem surveys and termite/driftwood surveys were new activities that AQIS were particularly interested in getting info on, and Dhimurru were happy to do the fee for service work as it was good training for rangers and of benefit to the IPA.

Before IPA, WoC and FFS we were just trying to get a little money to keep some activities happening. The WoC, IPA and FFS activities that have come about are things that fit with what the organisation was already doing, or wanted to achieve for the country, community and to improve the amenity of the area.

In the IPA there are around 20 recreational areas to look after. This combined with the Ghostnet project, weed control and fire management results in significant time being devoted to IPA work, leaving little spare capacity to chase and conduct FFS work. An example of the FFS work that has been conducted previously, is the fencing of car parks which helps with the amenity of the IPA and cost sharing, but there is no profit in it for Dhimurru.

Fee-for-Service Partners

- NT Department of Agriculture is the main FFS partner; and
- AQIS.

Impacts of FFS

The positives of working with the Department of Agriculture are the skills that rangers have learnt, such as plant host mapping, mosquito mapping, marine debris surveillance, termite and ant identification, and also mapping and involvement in the CSIRO Crazy Ant mapping program.

The rangers have had a positive experience being exposed to scientific processes such as biological science methods and reporting. It is also the case that Yolngu traditional knowledge plays a big part in ranger's work on country. These two systems are complimentary and form the foundation for ranger work.

This makes it more fun and interesting for the rangers who pick up skills in biological science, and we also get to impart local knowledge to scientists in a two-way learning process.

All of the rangers are enrolled in a Cert. 2 or 3 in Conservation and Land Management. The Department of Agriculture have recently covered costs of units that are directly relevant to biosecurity, for example increasing skills and proficiency in machinery and fire arm operation.

Examples of Fee for Service Work

- Fencing work with the Department of Transport.
- GhostNet program with AQIS.
- Weed management.
- Collaborative research with James Cook University researching dolphins on board a Dhimurru vessel.
- Yothu Yindi Foundation and the Garma Festival displays.

Outcomes

While we would like to be more involved with FFS activity, it comes down to available staff time, most of which is dedicated to core business in the IPA. We need a whole other arm of the organisation that is appropriately staffed, to expand on the small amount of money generated through FFS.

We rely heavily on grant funding and this is a Catch 22 situation, as chasing more FFS may result in not meeting IPA grant funding requirements.

The staffing constraints, as well as lack of office space and opportunity to actually partner with other organisations outside of the grant structures can put pressure on us to take on too much at times. It sometimes seems we are ticking of other peoples' agendas and not our own.

For example, biosecurity work is not our core business, but the department keeps looking to Dhimurru and other ranger groups to meet their biosecurity needs. Ultimately, we do some of the work for them, and we get benefits through a small amount of funding, but it is not core work for us.

Our significant partnership is with the Department of Agriculture, in particular their Community Liaison Officer (CLO), who is a Yolngu man who worked for many years with Dhimurru before joining the Department. This means a high level of communication and support from the CLO, a lot of informal training takes place, and there is a lot of 2-way learning between the rangers and officers from the Department.

Lessons: What Dhimurru Rangers have learned!

Build on the Relationships:
- Do not rush into it.
- Communicate in the right way for you.
- Be straight up with your expectations and get on the same page.

Do not do FFS for free
- Talk the hard talk regarding money.
- Make a profit (developed relationships make this easier).

Create a network
- We need a FFS hub where potential partners and ranger groups can meet online to link FFS opportunities.
- Smaller ranger groups also need additional support to take advantage of FFS opportunities.

Outlook – where will FFS go next?

Explore options for models which will most effectively deliver Ranger services to homeland communities.

Develop a plan in conjunction with homelands to expand Ranger services to the communities.

Locating Rangers in Homelands - Explore models which could enable Dhimurru to locate a Ranger or Rangers in homelands.
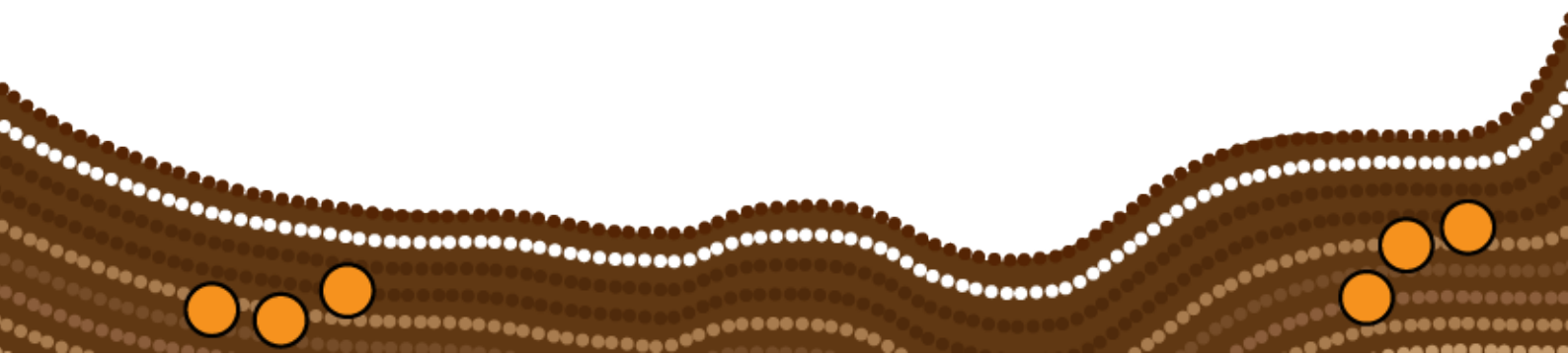
Yamatji Marlpa Aboriginal Corporation

Provider Profile

Provider name: Nyangumarta IPA

Location: Pilbara Region, WA

Profile: Nyangumarta Indigenous Protected Area (IPA) is supported by the Yamatji Marlpa Aboriginal Corporation (YMAC). YMAC represents 24 Native Title claimants and seven Prescribed Body Corporates (PBCs) across the Pilbara, Mid-West, Murchison and Gascoyne regions of Western Australia. It incorporates all the language, culture and traditions within these entities and advocates for its Traditional Owner clients. YMAC is governed by an Aboriginal Board of Directors who oversee the entire range of professional services to clients across over one million square kilometres of land. Nyangumarta rangers, supported through YMAC, work on the IPA, cultural and land management activities and skills development.

The Nyangumarta IPA was officially dedicated in July 2015. It is a land and sea management program that has developed quickly over the last three years into a strong and capable program. This capacity has come about through work in current programs including the IPA and Indigenous Advancement Strategy (IAS) initiatives.

The program now covers the spectrum of land and sea management activities – from feral animal control and fire management through to tourism.

There are currently 17 rangers employed, and as a result of the program, all rangers have successfully transitioned from the Community Development Program into casual or part-time employment within the program. Furthermore, 14 elders provide casual services as cultural advisors.

Fee-for-Service and YMAC

YMAC and the Nyangumarta PBC (Nyangumarta Warrarn Aboriginal Corporation) identified the need to develop as many options for funding as possible. They recognised that IPA and IAS funding may not continue forever and set upon a path to begin future proofing the organisation and programs within it. This decision was driven mainly by the PBC.

The very first Fee-for-Service (FfS) idea came from the negotiations around the joint management of a conservation reserve (Eighty Mile Beach Marine Park), between the (then) Department of Parks and Wildlife and the Nyangumarta Warrarn Aboriginal

Corporation in 2014. The Joint Management Agreement included a provision for direct employment of Traditional Owners (TOs) and the possibility for TOs to undertake FfS work for activities relating to land and sea management in the co-managed reserve.

Examples of Fee-for-Service

The skills and capacity established through the Nyangumarta IPA and IAS government initiatives led to opportunities for additional FfS work. It was recognised that in developing FfS activities the Nyangumarta ranger group has many advantages over other service providers, including:

- the capacity of the rangers to do the work,
- the unique skills that have been developed in looking after the IPA,
- having specific on-Country knowledge that is difficult for others to learn quickly,
- being on-Country offers an easier and more efficient process for clients to employ and mobilise Nyangumarta rangers to do the work,
- having a strong cultural connection and obligation to Country means the Nyangumarta IPA rangers will do the right thing for country.

The range of FfS work currently carried out includes;

- fauna and flora surveys
- biosecurity
- fencing
- cultural heritage protection and interpretation

Fee-for-Service Partners

YMAC's current FfS partners are:

- WA Department of Biodiversity, Conservation and Attractions (formerly Department of Parks and Wildlife)
- Federal Department of Agriculture and Water Resources
- Private environmental firms

"The 1-1 relationships are very cordial and familiar, building trust and delivering program activity within the communities". Nyaparu Rose, Nyangumarta Senior Cultural Advisor

Accessing FfS Work Opportunities

Most rangers have a Certificate II in Conservation and Land Management and the accompanying skills of 4WD, chainsaw handling, Occupational Health & Safety, first aid, enhanced literacy and numeracy and informal professional skills such as data collection, surveying and monitoring.

The FfS opportunities currently focus on land management activities. The aim is to develop future FfS opportunities that complement the cultural requirements of caring for Country and enable people to fulfil their obligations to Country. Examples include aerial fire management and associated hunting practices that allow for both cultural and environmental outcomes to be achieved.

The FfS work is currently a small part of the Nyangumarta IPA program. It is envisaged that this will grow as new FfS partners are established.

This array of skills, as well as the intimate knowledge of Country, makes the rangers more attractive to employers. It makes FfS work more visible due to the profile the rangers generate from their high quality of work. This work is also highly supported in the community and the PBC because FfS work is viewed as an opportunity to diversify funding sources and engage with Country.

Outcomes

Income generated from FfS is used to complement the resources provided by the IPA and IAS programs, mainly by enabling the employment of more Nyangumarta people. Diversifying IPA/IAS activities with FfS arrangements is a relatively simple process for the ranger group. The key enablers of FfS work from these programs include:

- Intimate knowledge of the area through working on the IPA and IAS.
- Strengthening and strong cultural connections to Country.

- The range of skills learned while working on the IPA.
- Recognised professionalism and capacity to do the work.
- Producing environmental outcomes for the National and State conservation reserve systems.
- Offering FfS providers and agencies the opportunity to be involved in Indigenous engagement and advancement.

"The main positive is visibility: this ranger group is relatively young and gained greatly in being exposed to fee for service opportunities. It's also a great driver of professionalism for the entire group." Nyaparu Rose, Nyangumarta Senior Cultural Advisor

Lessons: What Nyangumarta Rangers have learned!

The Nyangumarta Rangers have learned a great deal in terms of skills and knowledge, and personal identity. Here's what they have to say about the program:

- *"The Nyangumarta IPA Rangers have the capacity and appropriate skills to carry out and do this work."*
- *"The downstream benefits should be more than simple key performance indicators."*
- *"Rangers need to be recognised as appropriate people to carry out work on their Native Title lands."*
- *"The Rangers provide inspiration to Indigenous kids, showing there are good future opportunities for community Youth."*
- *"There is hope and opportunity."*

Outlook – where will FfS go next?

Additional FfS work and training opportunities should flow from this to maintain the project. Additional income from this project will support the aspirations of the local community.
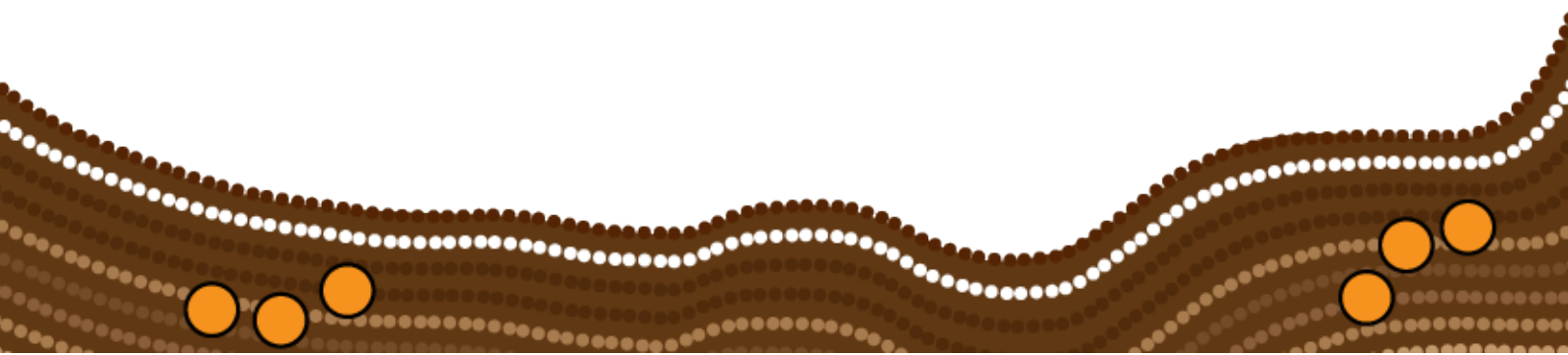
Central Land Council

Provider Profile

Provider name: Central Land Council (CLC)

Location: Alice Springs, NT

Profile: The Central Land Council is a representative body governed by 90 Aboriginal people elected from communities in the southern half of the Northern Territory. It represents and supports them to manage their land, make the most of available opportunities and promote their rights.

It emerged from the Aboriginal struggle for justice and land rights. In 1976 the Commonwealth's Aboriginal Land Rights Act (ALRA) gave Aboriginal people title to most of the Aboriginal reserve lands in the Northern Territory and the opportunity to claim other land not already owned, leased or being used.

The CLC divides its area covering almost 777,000 square kilometres into nine regions roughly based on 15 different language groups. Aboriginal people collectively own half of the land in the Northern Territory - more than 417,000 square kilometres in the CLC region alone.

Its Land Management and Ranger Group is guided by Traditional Owner Ranger Advisory Committees (TORAC), who oversee the work plans, help recruit rangers and provide cultural advice and direction. The CLC ranger program is composed of twelve different groups and there is growing demand from other communities for the CLC to help facilitate new groups in other regions.

Fee-for-Service and CLC

The ranger network in central Australia delivers huge benefits to Aboriginal landowners and to the Australian public. Through the program, Aboriginal landowners maintain and care for country while passing on knowledge and skills to young people. It offers employment and training in locations where few such opportunities exist, and through these activities it builds confidence, delivers economic, social, environmental and cultural benefits to the workers, traditional landowners and their communities.

Over the 15 years of the ranger program the number of groups has grown to 12 providing employment opportunities to over 460 Aboriginal people in that period. The program is largely funded through a grant system, nevertheless a small amount of revenue is generated from contracts to provide environmental services – that revenue is reinvested into the program.

Ranger groups have extensive annual workplans that are meticulously planned in consultation with their Traditional Owner reference groups, the work plan activities are strictly related to the groups resourcing, adhoc commercial opportunities can be difficult to fit in the structured work plans and for adequate team staffing/capacity to be available at short notice.

The 12 different ranger programs have been undertaking FFS activities on a relatively small scale for over a decade which help to benefit the local environment, economy and wider knowledge accumulation.

The geographic placement of one ranger group, the Tjuwanpa Rangers for example, has allowed them to be considered the preferred providers for contracts in the West MacDonnell and Finke Gorge National Park.

The main source of FFS contracts are from the parks and wildlife service and all FFS income is invested in WOC gear, salaries for seasonal wages or subsidising CDP wages.

The CLC developed a Ranger Program Development Strategy that emphasised the need to explore the potential of ranger group costs generated from non-government sources such as through contracting services, enterprise development and philanthropy.

"We all want more opportunities for our people to work on their land and look after country for future generations" Francis Kelly –CLC Chair

Examples of Fee-for-Service

Some of the Ranger groups are displaying a capability to successfully gain, manage and complete land-based fee-for-service contracts including:

- Visitor management.
- Pastoral station maintenance.
- National parks joint management with Northern Territory Parks & Wildlife.
- Mining rehabilitation.
- Weed management and eradication (especially athel pine)

- Environmental services/outstation maintenance
- Biodiversity monitoring,
- survey for the presence of bilbies and informed management strategies for local bilby populations.
- Maintenance of tourist sites and
- Feral animal management.

Fee-for-Service Partners

CLC is looking to increase its partnerships with external organisations with a view to increase commercial FFS income. The 2015 Ranger Program report details the actions being undertaken to achieve this goal. The CLC currently has partnerships with:

Barkly Landcare and Conservation Association,
Emerson Mining,
Excalibur Mining Corporation Ltd
Indigenous Land Corporation
Northern Territory Parks & Wildlife.
New Haven
GMAAC
CSIRO
Registered Training Organisations

FFS Opportunities

Organisations seeking FFS services typically approach the CLC. In these instances, the company/organisation was often incentivised by a requirement to demonstrate local employment outcomes either due to agreement conditions to work on Aboriginal land or as a result of government procurement policies.

If the CLC were actively pursuing other commercial opportunities they assess it might find the process more difficult because they are not setup to operate in a commercial manner.

Impacts of FFS

The opportunity to undertake FFS activities has not only led to personal empowerment for Aboriginal participants in the program, but also reinforces the value of cultural knowledge in the community.
The FFS has seen employees receive other employment opportunities and all participants have acquired new skillsets which will make them more employable in the future.
The pride that comes from feeling valued cannot be understated. The FFS allows workers to meet new people which increases their social confidence and

to work with other rangers which reinforces their pride in their own skills and an opportunity to learn new skills from others.

Outcomes

- The CLC has been led to a point of introspection as a result of its FFS program:
- What can the organisation do and what can't it do?
- It's sought clarity of where the program is going.
- The CLC seeks organisational flexibility and contract certainty to allow it to respond to FFS opportunities.
- Understanding it's not the panacea but it provides the icing on the cake the benefits to people trying to develop.
- An understanding that FFS isn't the be all and end all for an organisation like CLC which has strong community and TO obligations.

Lessons learned along the way:

- Retention rates for staff in CLC is difficult as they are unable to offer contracts past the date that it has funding agreements for. This impacts on the stability of employment across the board and would be especially critical to a FFS program.
- In general, if the CLC has no stability in funding there can be no FFS contracts.
- The CLC operates in a cost recovery model and has to meet non-competition guidelines.
- There is a level of bureaucracy required means CLC is unable to respond to commercial operations as other NGO's/Commercial organisations
- CLC doesn't have many contracts that overlap with T/O's requirements.

Outlook – where will FFS go next?

The Ranger Program Development Strategy details the steps CLC would like to take in developing the Ranger Program, including the "Development of land and culturally based enterprise".

To be successful, the CLC needs to scope out potential opportunities – identify training or skills gaps – undertake a level of marketing – gain trust from potential clients-motivate and retain staff to ensure a capable workforce to take up commercial opportunities as they arise. This includes training, mentoring and support for Rangers.
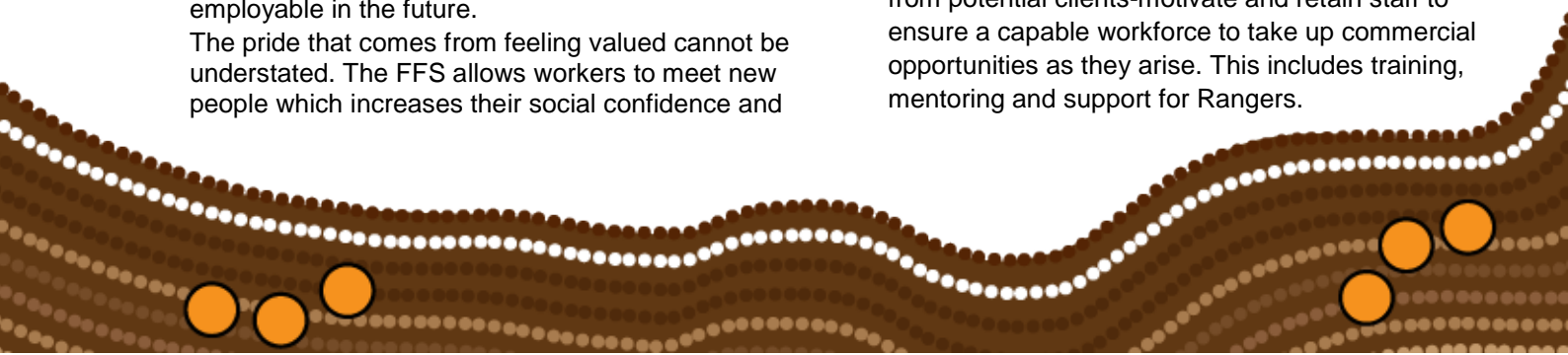
Bawinanga Aboriginal Corporation: BAC Rangers

Provider Profile

Provider name: Bawinanga Aboriginal Corporation

Location: Maningrida

Profile: Bawinanga Aboriginal Corporation (BAC) was initially set up to provide services to the outstations around Maningrida as an outstation resource agency in 1970. It grew out of the decision of local people to exercise their rights to live on ancestral country in the regions surrounding Manayingkarírra / Manawukan / Maningrida. Since inception, BAC has responded to the changing needs of its members and government policy.

The Bawinanga Rangers (formerly known as the Djelk Rangers) are based in the community of Maningrida in Arnhem Land and operate primarily within the Djelk Indigenous Protected Area (IPA) and the surrounding outstations. Under the direction of a representative body of senior landowners and Djungkay (land managers), they are responsible for the ongoing care and management of the sea and land country.

The Rangers began in the early 1990s through a strategic, community-based initiative, led by landowners, in response to contemporary environmental issues. In the first decade they focussed on land management responsibilities, and in 2002 operations expanded to include sea country. The Rangers plan and implement strategies that will make the most difference to the health of their land and sea country, as directed by the traditional landowners.

Over 90% of the Ranger team are Indigenous people, and they have targets and strategies in place to achieve gender equality over time. There is a growing team of Women Rangers who receive the same training and engage in the same work as the men's teams. Between them they speak more than ten different local languages and represent many different clans from across the region. The authority and integrity conferred by our cultural governance means that we are a ranger unit that knows its business and does it well.

'Djelk' is a Gurrgoni language word meaning 'land' and 'caring for land'.

Fee-for-Service and DJELK

According to the Rangers General Manager, the rangers have developed a wide range of skills and experience and have built a very good standing in the community. This is because they are able to demonstrate a high standard of work with professional and culturally appropriate outcomes. This has empowered the rangers to seek commercial contracts. Their success is based on the history and evidence base demonstrating this quality.

Dion Cooper, the Sea Ranger Team supervisor has been involved in the first contract with Customs to monitor border activity since it commenced in 2007. This was continued when the department became the Australian Border Force. Other contracts soon followed when AQIS and Fisheries approached BAC for services. The Border Force contract was not renewed in July 2017. Dion is concerned that Indonesian fishing boats will soon reappear in the region now the Rangers have had to reduce the number of patrols they undertake.

The FFS team search for illegal barramundi fishermen, crabbers or other fishers acting illegally. Because of their unique local knowledge, they can predict where the perpetrator might be active. It's their task to take photos, record net locations, check permits, confirm sacred sites are safe and "take photos of everything".

"Before when we was working we had good jobs. Now, this is a real job. This makes us proud. That makes other people want to be rangers." Dion Cooper – Ranger Supervisor
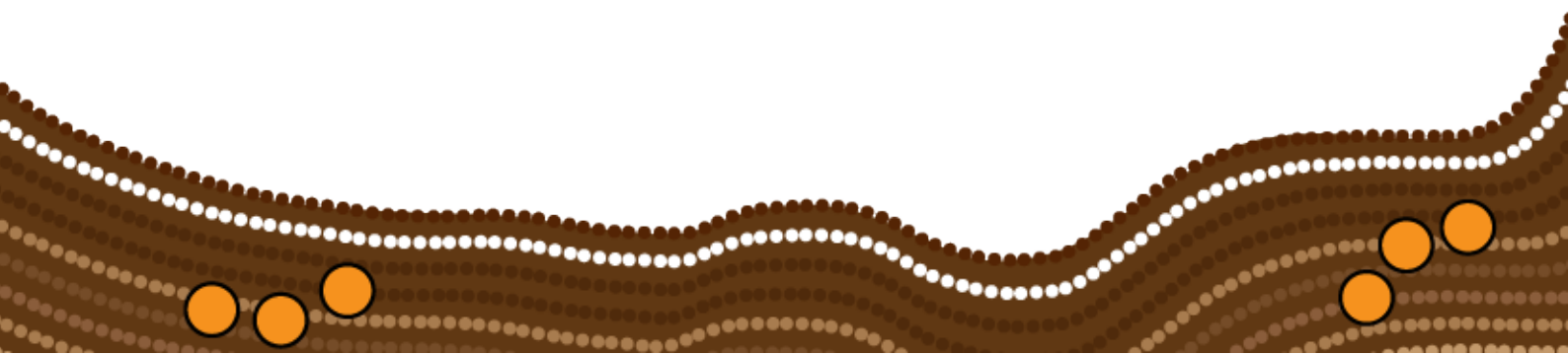
Examples of Fee-for-Service

THE Bawinanga Rangers have over the years contracted to:

- Undertake surveillance for illegal fishing boats,
- Spot illegal Indonesian boats in Australian waters
- Monitor buffalo for tuberculosis
- Carry out Border patrols
- Undertake fisheries work.
- Engage in carbon offset activities
- Remove problem crocodiles
- Collect and hatch crocodile eggs
- Carry out weed surveys
- Check the health of dog and cat populations

Fee-for-Service Partners

The Rangers have partnerships with a number of organisations:

- NAQS (formerly AQIS)
- Water Police
- Charles Darwin University
- Australian National University
- James Cook University
- NT Government – Land and Resource Management
- NT Fisheries
- NT Parks
- NAILSMA – North Australia Indigenous Land and Sea Management Alliance
- CSIRO – Commonwealth Scientific and Industrial Research Organisation
- WALFA - West Arnhem Land Fire Abatement
- Conoco Phillips

FFS Opportunities

Commercial contracts are largely generated through partner agencies. Partners and relationships also lead to projects being proposed or they are approached by project sponsors. Bawinanga is often approached directly when there is a need for their services. Contracts are negotiated and proposals completed by the Ranger Manager.

The Rangers also have commercial contracts for Problem Crocodile Removal and a Crocodile Hatchery Program.

Under the Problem Crocodile Permit rangers can remove 20 saltwater crocodiles per year at the request of landowners in the Djelk IPA to make their country safer.

The Rangers have been harvesting crocodile eggs from the river systems since 1990. They are permitted to harvest up to 2300 eggs per year from specified zones within the Djelk IPA. The Djelk women ranger team has responsibility for the Crocodile Hatchery Program. The Rangers artificially incubate the harvested eggs, caring for them until they hatch. A proportion of the young crocodile hatchlings are sold to commercial clients.

The programs are not primarily focussed on income but rather employment and capacity building of Indigenous Rangers.

Impacts of FFS

The impacts of FFS go beyond the obvious. There is a great sense of pride from being able to contribute to caring for country and an added value in being able to generate income for themselves and their community through commercial operations.

The non-Indigenous clients also realise that the Rangers and local community workers have specialist knowledge that the clients require. This awareness is the foundation of respect from outside the community.

Due to the success of the program and the recognised potential, more young people have become involved in ranger programs. The workers view the FFS as a real job that generates pride and leads to other people wanting to be rangers.

Outcomes

- The organisation has more money to resource its core tasks of land and sea activities and cultural heritage management tasks as a result of FFS contracts.
- There is more money to buy and replace much needed equipment.
- BAC is able to reinvest profits in projects that assist people to live and work on their homelands.
- More young people are engaged in work and training.

Lessons learned along the way:

- There is a need to protect the community's Intellectual Property and ensure they benefit – A new species of Tarantula spider was discovered in consultation with an academic partnership. Significant markets

exist for venom, the pet trade, pharmaceuticals and through biological property.

- In general, external partnerships work well when the people you work with understand the work that the rangers do and the environment they work in.
- Projects are more sustainable and have a higher success rate when they are locally driven

- A mix of FFS and grant funding income from WOC and IPA is essential to maintain the variety of programs the rangers deliver.

Outlook – where will FFS go next?

The future of the FFS program has been negatively impacted by the withdrawal of the Border Patrol contract in 2017. However new opportunities and the expansion of some existing activities are being considered and will result in FFS work being a regular and ongoing part of the ranger program.
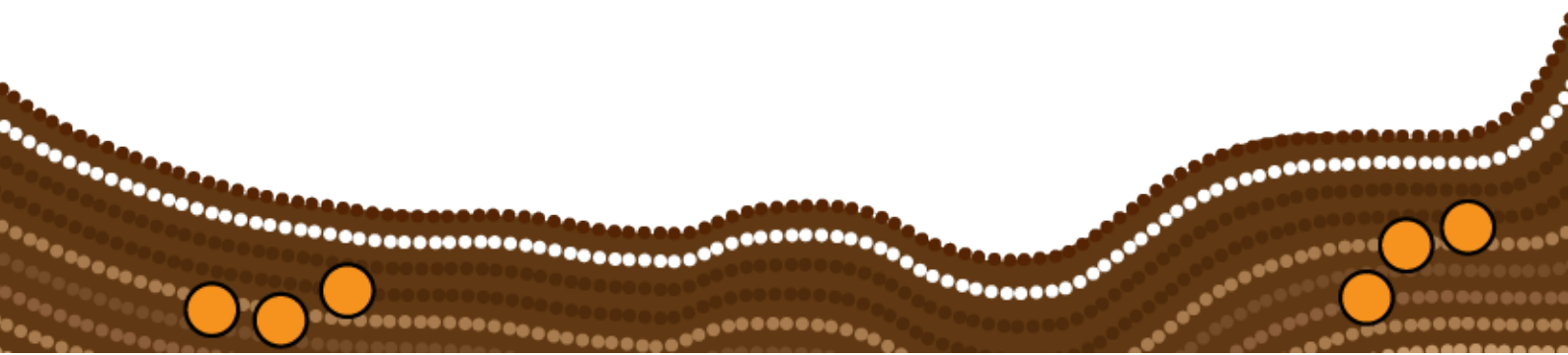
Anindilyakwa Land Council

Provider Profile

Provider name: Anindilyakwa Land and Sea Rangers

Location: Groote Eylandt, NT

Profile: The ALC is situated in the Groote Archipelago approximately 640km East-South-East of Darwin. The traditional owners of the archipelago are referred by their language name, Anindilyakwa. There are three main Indigenous communities within the archipelago, Angurugu and Umbakumba on Groote Eylandt and Milyakburra on Bickerton Island.

The land and sea within the IPA have significant conservation values and feature various sacred places, cultural songlines and traditional resources that are valued by the Anindilyakwa people. Both customary and contemporary practices are thus essential in the successful management of the IPA.

The ALC officially commenced in 1991, replacing the role previously carried out by the Northern Land Council (NLC). The NLC however, continues to function as the Native Title representative body for the Groote Archipelago. The Groote Archipelago has approximately 1600 Aboriginal residents, located across small family outstations and the main communities.

The Anindilyakwa Land and Sea Rangers, under direction by an IPA/Ranger Committee, a representative body of senior traditional owners, who are responsible for the ongoing management of both the land and sea. The Anindilyakwa IPA Advisory Committee, includes representatives from various industry, research and land management groups, also provides direction to the Land and Sea Management unit.

Fee-for-Service and ALC

The Anindilyakwa Land and Sea Ranger Program was established in 2002 and employs 12 FTE rangers funded through the Indigenous ranger WoC program. In April 2015 the ALC resolved to support an IPA/Ranger Committee responsible for reviewing seasonal ranger activity and to assist in planning and identifying priorities. The rangers undertakes traditional and contemporary management activities. By providing employment and cultural opportunities for traditional owners to pass on traditional ecological knowledge to younger generations, rangers assist in the facilitation of intergenerational transfer of knowledge.

The ranger group has a number of FfS arrangements with Federal and State government agencies. However, given the remote setting of Groote Eylandt and the Archipelago, the ALC and Anindilyakwa Land and Sea Rangers have limited opportunities to initiate FFS activity with the private sector. The experience of Anindilyakwa Land and Sea Rangers is that private companies do not come along very often.

"Fee for Service is often short-term project by contractual agreement" ... "It is only when private enterprise or government needs something done".

Examples of Fee-for-Service

The most recent two FFS projects initiated have been very successful, but short term. Project 1 was the identification and eradication of pest weeds for installation of a Solar farm for Power & Water at Umbakumba. This project took approximately 1 week to complete.

Project 2 was an invasive ant survey for the Groote Eylandt Mining Company. The project took less than a month from start to finish. The mining company needed to ensure that if there were any pest ants are identified that adequate controls are put in place to halt their spread to other parts of the island as a part of quarantine control. The ALC Quarantine and Biosecurity Officer on Groote Eylandt initiated contact with and contracted a specialist entomologist, with expertise in invasive ant identification from Biosecurity Queensland, and this contract was incorporated as a part of the FfS arrangement.

The specialist was able to assist the rangers to develop further skills in;

- Surveying (transects, mapping and reporting)
- Biosecurity surveillance techniques and standards
- Taxonomy and identification of ants
- Laboratory work

The ALC receives annual funding from GEMCO over a four year period to employ a Quarantine and Biosecurity Officer to prevent cane toad incursions and other biosecurity threats.

Ad Hoc funding opportunities such as;
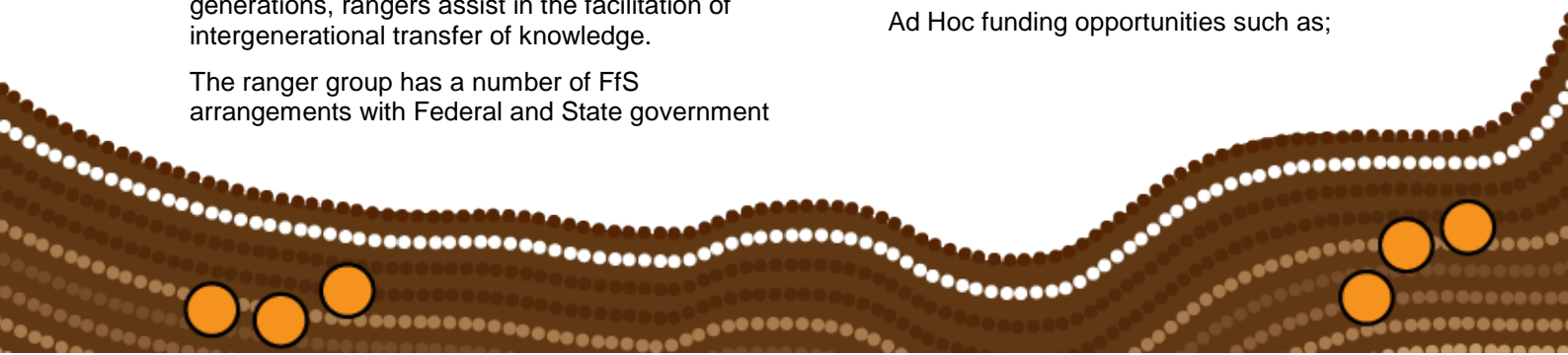
Participation in fauna surveys and assisting ecological consultants to fulfil requirements of EIS

Public Sector Fee-for-Service Partners

The Anindilyakwa Rangers supplements core funding by collecting fees for the use of ranger base resources (e.g. ranger shed, lab room / equipment and accommodation) and undertaking a range of fee-for-service works with various partner organisations

Anindilyakwa Rangers have regular contracts with:

- NT Department of Primary Industry and Resources
- Annual funding from DAWR for biosecurity work
- Annual funding from NT Dept. of Fisheries and Agriculture to undertake marine patrols around Archipelago
- Federal Department of Agriculture and Water Resources
- DENR (project partnership not fee for service)

FFS Opportunities

Given the limited opportunities that exist for private sector FFS activity, there is also minimal income generated as a result. What income is generated can be readily spent.

Outcomes

Anindilyakwa Land and Sea Rangers experience no significant challenges in their capacity to conduct FfS due to the skills and capacity development already established through WoC and IPA government initiatives in Land and Sea management. This makes it easy to transition quickly from WoC/IPA work to fee for service arrangements. Anindilyakwa Rangers are capable and confident of taking on fee for service activities, and able to develop the appropriate structures and plans for successful delivery of outcomes for private or government contracts.

One of the significant employment benefits of the Ranger program, tying in with FfS is transitioning CDP participants into the ranger program. CDP participants are taken on for a 1-week trial. In this time, they must demonstrate they are;

- Actively engaged

- Turn up every day and on time
- Are keen to learn and
- Display good behaviour

The CDP participants are expected to abide by the same formal set of values that the rangers are working with. These include;

- Culture
- Respect
- Open communication
- Continual improvement
- Accountability
- Integrity

"Some of our best rangers have come from the CDP program","" they really want to be rangers".

"Often for the first time they feel like being part of a team, and having the satisfaction of meaningful work"

Further benefits that arise from FfS work, as it links with other funded programs, is the establishment of relationships and reputation for the work.

"A lot of the companies are gaining an understanding that the group has the capacity" to do the work.

Through the Land and Sea groups there is a recognition that not only is there a capacity to do the work, but that the rangers produce high quality work. In turn the companies recognise that using the rangers is a more economic option while encouraging local employment.

Lessons learned the hard way:

Get the team functional first!

- You cannot do any of the work until the team is functional first. Don't get caught out, only do what you can realistically do, with the people you have.
- If you have a job and people don't turn up or are at a point where the team is not functional, it will collapse.
- Make sure your logistics are ironed out; leave arrangements, communication with staff, the organisations internal logistics need to be solid and reliable
- Our values system and the notification system has resulted in an almost 0% no-show rate for people turning up to work. This has worked amazingly well in ensuring people turn up for the project work.

- The groups need leaders who have the skills to get things to a highly functional stage and then you will see better business outcomes for the whole group.
- It has taken 12 months to get it to this stage, and things are working quite well now. But the first 6 months were the hardest in changing people's attitudes and behaviours.

Outlook – where will FFS go next?

- The priorities of saving FfS income for capital purchases at the moment include plans for the purchase of;

- A carport for the cars. This cannot be covered by the grant money and cars are currently exposed to the elements
- Larger capital equipment such as vehicles and boats

FfS income could also be used to employ more rangers, as currently all rangers are fully engaged with the IPA and WoC programs. More FfS opportunity and income would allow more rangers to be focused on generating and executing FfS activity for the IPA, if the market was large enough to support this.
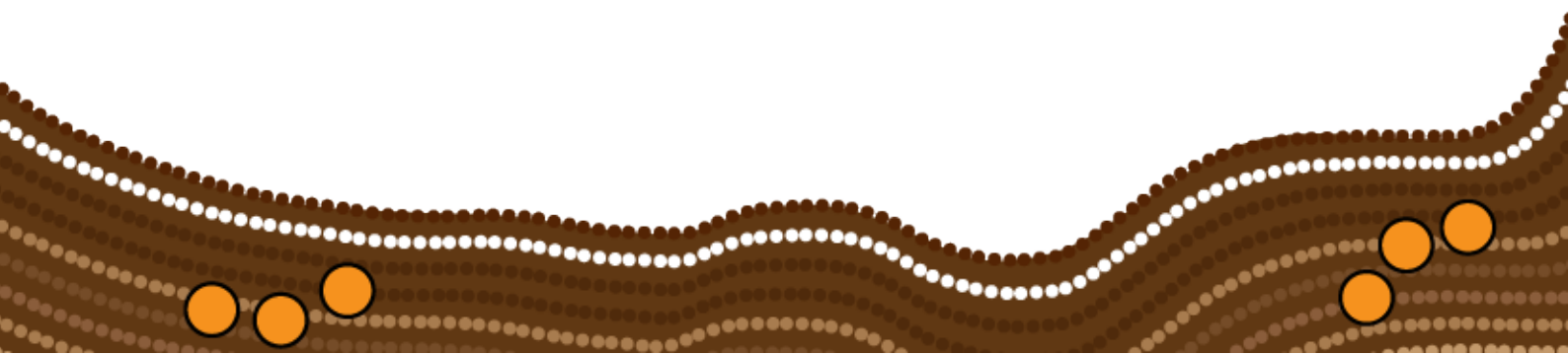
5. How to best support Fee for Service into the future

The evaluation findings indicate that the best way to support FfS into the future is to stimulate demand for FfS and supply of FfS.

Demand may be stimulated by making business and government agencies more aware of the expertise and capacity of ranger groups to deliver high quality outcomes. Awareness could increase with more connection between the ranger groups and potential partners by various formal and informal networking mechanisms.

Supply may be stimulated by increasing ranger groups capacity to do FfS. Capacity includes the skills and resources to proactively look for FfS. To encourage business development the ranger groups' need: more business skills to liaise with government and corporate partners; research and development or entrepreneurial skills to identify opportunities; administration and marketing skills to respond to tenders; legal skills to enter into and manage contracts; accounting skills to know what fees to charge to recoup all direct and indirect costs. Ranger groups must also have the equipment necessary and skilled staff ready to be able to enter into FfS and fulfil the contracts to completion without risk of cost overruns or draining resources from their core business and meeting the obligations under their funding agreements.

This evaluation does not recommend imposing greater control, restricting FfS activities or reducing funding provided for ILSM projects if the desired outcome is more FfS. Instead, FfS and other commercial opportunities can be stimulated though a number of strategies and supporting activities:

- While some ranger groups may be keen to do more FfS, they need to be ready to do so.

- Ranger groups/ILSM organisations and partner organisations are learning from each other and need to learn from other successful partnerships through sharing, learning and training strategies, which will be more beneficial to learn respectful relationships than any structured or formal or off the shelf program of cultural competency training.

- Collective or collaborative efforts in marketing and business development may be more efficient and effective than each ranger group working alone to promote FfS.

- Reducing the complexity and administration of contracting arrangements with government can assist in the reducing the burden on Indigenous organisations.

5.1 Identifying who is ready for Fee for Service

A number of key findings from the survey can be used to identify the characteristics that make organisations ready for FfS activity and how partners can help foster these characteristics in organisations they wish to partner with.

1. **Stable funding arrangements:** There appears to be a causal relationship between IPA/WoC funding and the likelihood of FfS activity occurring. The quantitative data showed that all the respondent organisations receiving both WoC and IPA funding were doing FfS, compared to only half of the organisations that received IPA funding only. This suggests there are certain synergies between the two funded programs that make the emergence or

expansion of FfS much more likely were a foundation of resources exists.

2. **Ranger capacity:** Rangers need to have capacity to do the work contracted and the organisation must be able to deliver on the outcomes of the FfF activity. Only one respondent suggested that the lack of ranger capacity was a limiting factor in the ability to deliver on FfS outcomes.

3. **Strong networks:** Increased networking, engagement and promotion opportunities allow expanded FfS activity through the development of meaningful partnerships. Ranger groups that have strong networking capacity and are able to make connections between community/organisational/land care needs and the needs of FfS partners show readiness to conduct FfS.

4. **Management capacity:** Additional supervisory/coordination staff (particularly for smaller ranger groups that already have limited capacity to initiate and expand FfS) and funds for formal training programs are key enablers of FfS activity. The addition of a ranger coordinator for some groups, or the ability to employ more staff specifically to chase FfS opportunities was seen by a number of groups as a key capacity need to generate income outside of government-funded ranger and IPA programs. With increased administrative capacity they felt they would be ready to identify and initiate FfS opportunities.

5. **Strong relationships:** Ranger groups that show readiness for FfS were found to be those that capitalise on opportunities within the region/area because they have developed meaningful and long-term relationships with partner organisations.

5.2 Sharing, learning and cultural competency

While the majority of respondents (70%) reported positive relationships with their partner organisations, describing them as respectful, transparent and two-way, a fifth of respondents in the online survey described the relationships they had with contracting partners as unequal, not respectful or not two-way. Reasons for this included:

- clients being unfamiliar with working with ranger groups or more generally ILSM organisations
- clash of culture between Western and Indigenous ways of doing things
- clients not recognising the skill levels of ranger groups.

Additional training and awareness for government and non-government partners about the ranger program and additional regional forums regarding the integration of Western and Indigenous ways of doing business on country may help to result in more productive FfS relationships. This type of cultural capacity building is best done through strategies and activities that are peer-led, skills-based and with experiential learning modules focusing on values and relationships. Experiential learning is a key ingredient for behaviour change; when it happens under conditions of peer support and shared experiences, it can be a powerful mechanism to change mindsets. This immersive experiential learning would be far more valuable that partners attending generic "cultural capacity" training.

5.3 Marketing, networking and business development

Collective or collaborative efforts in marketing, network and business development may be more efficient and effective to increase FfS than each ranger group working alone.

There is a reported need from ranger groups to improve on the communication and networking arrangements for FfS opportunities. The most prominent response was the need to communicate

positive stories about and opportunities for FfS projects, perhaps through a simple supplier listing and credentials guide for buyers. Ranger groups surveyed suggested this could occur through communication portals, including websites, to create an online marketplace. Such a portal would collate FfS opportunities across government departmental and private sector networks and streamline ranger groups' capacity details. For example, in the same way Supply Nation works across many industries it was suggested by ranger groups that a similar stand-alone directory just for ranger groups would be beneficial.

In the survey, some ranger groups reported unrealistic expectations from FfS partners regarding contract rates, program costs, time to project completion and need for high ratio of supervisors to rangers on projects in remote locations. Effectively communicating expectations about fee structures and completion times (as well as contracting parties being flexible in delivery time frames, given the complexities of navigating Indigenous social and economic spaces) would go some way to reducing tensions in communications between FfS parties. This would also help to professionalise the ranger groups to deliver FfS in a commercial environment.

Some ranger groups have reported that they would like the opportunity to market their services to potential clients. Additional training opportunities in marketing, including software, IT, design and promotion are seen as important ways in which that some ranger groups can grow their FfS base. However, it may not be feasible for each ranger group to be investing in this, and therefore it is suggested by respondents that perhaps a collective, collaborative or co-op marketing effort may be more suitable to market FfS at a national level rather than small efforts at a local level.

5.4 Clarity and no red tape

The need for clarity and consistency in ILSM strategy and policy as it intersects with contracting for FfS. With little reference to FfS in the ranger funding guidelines, respondents did not feel confident about what they can and cannot do with regards to using funded program resources for FfS activities. However, there was also a strong resistance to the introduction of more regulation or red tape. Ranger groups want autonomy and flexibility but just need to know where they stand.

The process of responding to formal tenders is an onerous task for many ranger groups. The complexity of tender documents, legalities, financial aspects and navigating the internal organisational approval processes of the tender process were reported as a major constraint in FfS. In addition, respondents wanted more guidance on how to charge fees for FfS activity (e.g. how do ranger groups set realistic and competitive fees for potential and current clients?). The standardisation of the tender process or a contract preparation pack for ranger groups would be one way to help reduce red tape and support ranger groups with limited administration resources. Ranger groups should be invited to co-design a suitable tendering document to suit their needs. With each consistency, clarity, and simplification of tenders of contracts, efficiencies could be generated for both the ranger group and the partner organisations.
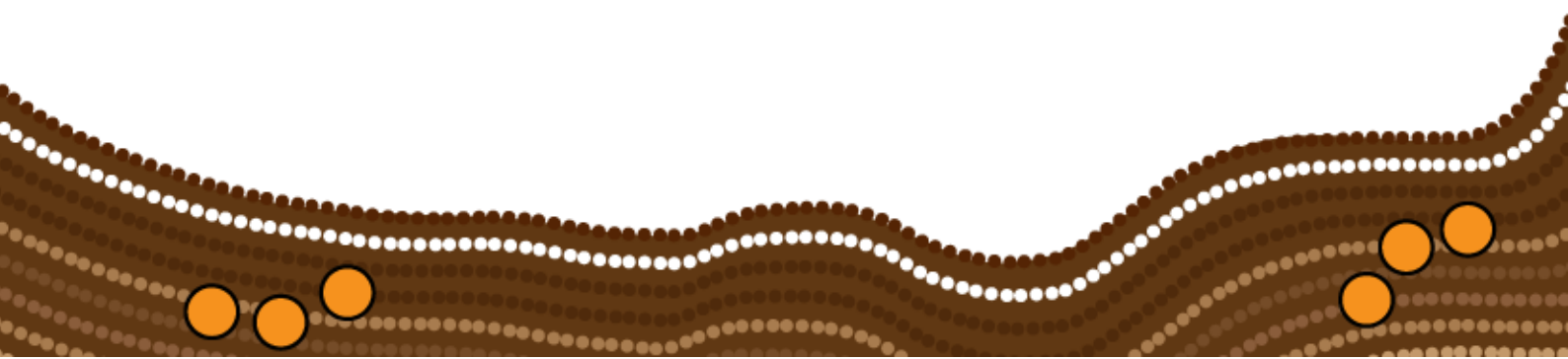
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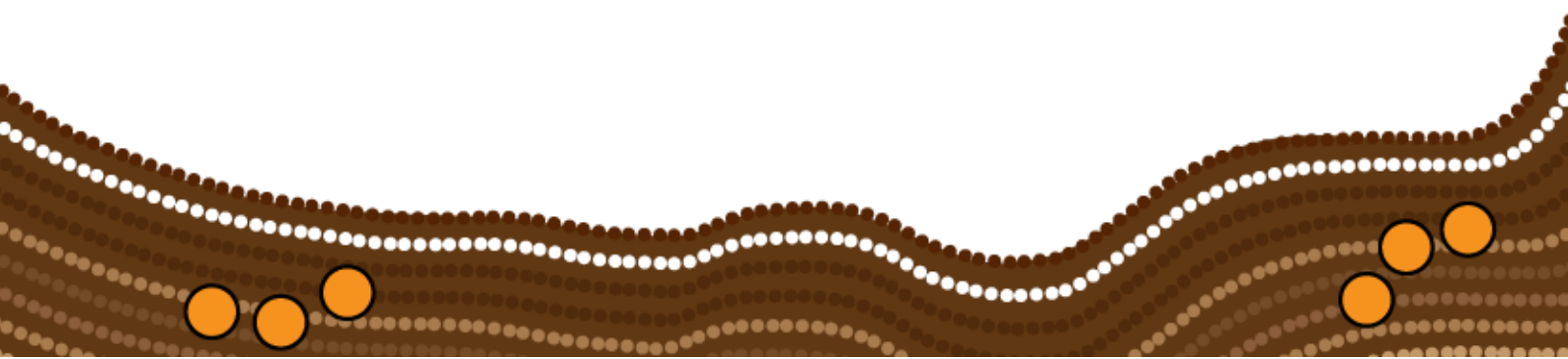
Appendix A – Detailed methodology

Introduction

The methodology was informed by a realist approach,[54] which means it aims to understand the causal mechanisms and the contexts in which ranger groups can generate different types and amounts of FfS activity.

This work was realist-informed because it anticipated from the outset there would be a number of valid reasons that different ranger groups conduct FfS. It anticipated that many of the reasons would be abstract and 'hidden' rather than related to obvious features of demography. The Indigenous researchers who conducted this work consider that a realist approach has implications for how people conceptualise meaning and culture, causation and diversity.[55] A realist approach does not expect that there is one policy or program response that will work to stimulate commercial activity like FfS in all contexts. The approach in this case was to first identify the breadth of reasons FfS may or may not occur, with a focus on the reasoning, as well as actual ability, of different groups to conduct FfS.

The evaluation began with a literature review and in-depth interviews with three key informants; together this information was used to develop theories about how FfS works. These theories were to be tested in the online survey and case studies.

The online survey was conducted in two consecutive parts and collected information about FfS from the full range of ILSM organisations involved, or potentially involved.

Part 1 of the survey asked reflective questions about the nature, amount and type of FfS activities, and Part 2 focused on economic impacts and outcomes. Participation in the survey was opt-in and voluntary. Some respondents did only Part 1 or only Part 2 of the survey and some did both parts. The survey measured an estimation (with varying survey data quality) of social and economic benefits of FfS in terms of the amount of income generated and the amount of employment generated. It also looked at the value added to organisations undertaking FfS due to what they achieved that could not have been achieved with Commonwealth funding.

The evaluation plan was to conduct Qualitative Comparative Analysis (QCA) to test the potential causal mechanisms identified in the first stage of the research (literature review and in-depth interviews). The plan was to incorporate the theoretically important components of FfS, as discovered in the literature review, into the survey and to collect data from all ranger groups: from those that do and those that do not do FfS. This would highlight what made these two sets different. However, a decision was made to exclude organisations not conducting FfS from the survey, which meant there would be insufficient data on the theoretically important components for FfS and that QCA would not be possible. An attempt was made to conduct QCA using available administrative data for groups thought to be doing and not doing FfS, but unfortunately that data was not sufficient across the range of theoretically important aspects of FfS to allow for QCA.

Descriptive analysis of survey data has been conducted in SPSS; however, sample sizes are too small for any sophisticated statistical tests. Thematic qualitative analysis of the case studies and verbatim responses has been conducted manually.

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[54] Pawson & Tilley (1997)
[55] An international group of Indigenous stakeholders agreed in October 2016 to discuss these issues further, and their findings will be published when available, probably in 2019.

Ethics

PM&C assessed the project as low risk and not requiring ethics approval. All ranger groups were sent an invitation by PM&C to participate in the evaluation, to which they could opt in. They could consent to just Part 1 or just Part 2 of the online survey or just the case study interview or any combination of the three components. Questions were not mandatory and could be left unanswered. Some ranger groups provided consent to be identified in the case studies; other ranger groups are deidentified.

Sample overview

A sample file of 167 individual projects across 88 ranger groups was supplied by PM&C, from which 31 ranger groups initially opted into the survey. The number that opted in increased to 37 by the end of Part 1 of the online survey with organisations identified by PM&C as not doing FfS moving across from the non-FfS ranger group to FfS group and a few late opt-ins (**Error! Reference source not f ound.0**). Five in-depth interviews were conducted with non-FfS ranger groups; these were selected by PM&C. Ten case studies were conducted: four before Part 1 of the online survey and six after Part 2 was completed (**Error! Reference source not found.11**).

Table 10 Online survey sample profile

Online survey						
Region by program	**Online survey Part 1: Reflective survey**				**Online survey Part 2: Income and employment outcomes from Fee for Service work**	
	Completed	**Partial** (some useable data)	**Incomplete** (not useable)	**No response**	**Completed**	**No response**
NSW						
IPA		1				1
WoC	2				1	1
NT						
IPA/WoC	4				1	3
WoC	4		1		3	2
QLD						
IAS	1					1
IPA/WoC	2		1		2	1
WoC		1			1	
WA						
IPA	1				1	
IPA/IAS	2					2
IPA/WoC	2					2
Total	18	2	2	15	9	13
Survey totals	37				22	

Table 11 Case study ranger groups
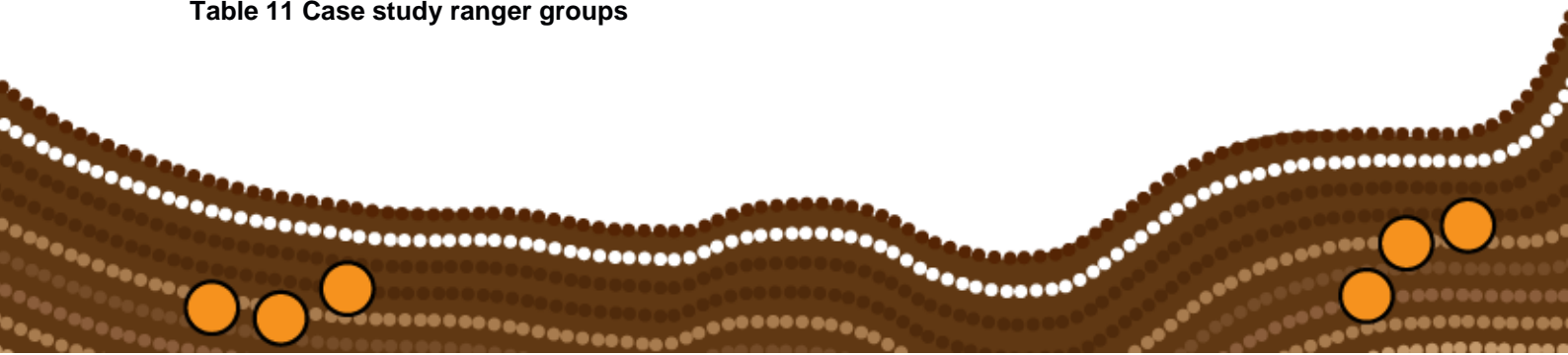
Case studies	State	Method	Date initial interview
Central Desert Native Title Services Ltd	**WA**	**F2F**	**August 2017**
Bawinanga Aboriginal Corporation	**NT**	**F2F**	**August 2017**
Taree Indigenous Development and Employment Ltd (TIDE)	**NSW**	**F2F**	**August 2017**
Central Land Council	**NT**	**F2F**	**August 2017**
Thamarrurr Development Corporation	**NT**	**Phone**	**March 2018**
Quandamooka Yoolooburrabee Aboriginal Corporation	**QLD**	**F2F**	**April 2018**
Yamatji Marlpa Aboriginal Corporation	**WA**	**Phone**	**March 2018**
Kimberley Land Council (KLC)/ Balanggarri Rangers	**WA**	**Phone**	**March 2018**
Dhimurru Aboriginal Corporation	**NT**	**Phone**	**March 2018**
Anindilyakwa Land Council	**NT**	**Phone**	**March 2018**

Administration data

PM&C provided an excel workbook containing a list of 131 ranger group projects, with individual worksheets containing employment information (PART D - ACTIVITY WAGES EXPENDITURE SUMMARY) for 74 ranger groups. The employment data supplied was either for individual ranger projects, for all projects within a host organisation or grouped by program type within a host organisation. The following variables were identified to be of interest and were extracted and consolidated into a single worksheet (a single row for each ranger group).

- Host Organisation

- Name of Project(s)

- Report type

- Report start date

- Report end date

- Wages Expenditure from Wages Budget - Total number - Male

- Wages Expenditure from Wages Budget - Total number - Female

- Wages Expenditure from Wages Budget - Total hours

- Wages Expenditure from Wages Budget - Total Casual wages (exc.On-costs+GST) paid

- Wages Expenditure from Wages Budget - Total F/t and P/t wages paid (excl. On-costs+GST)

- Wages Expenditure from Wages Budget - Total all wages paid from Wages Budget (excl. On-costs+GST)

- Wages Expenditure from Wages Budget - Total FTE all Casual Employees (Wages & Non-Wages Budget)

- Wages Expenditure from Non-Wages/Ops Budget (inc. Admin and Ops) - Total number - Male

- Wages Expenditure from Non-Wages/Ops Budget (inc. Admin and Ops) - Total number - Female
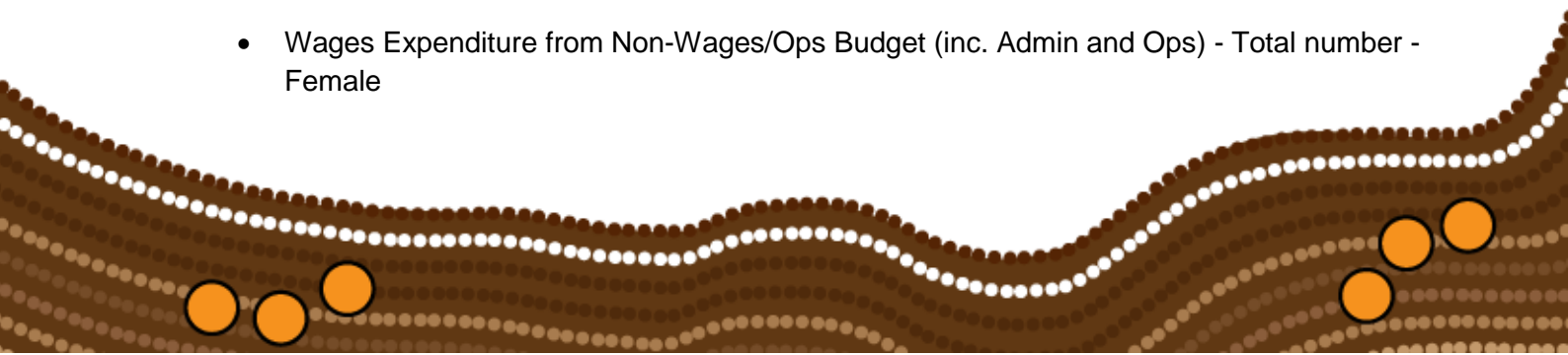
- Wages Expenditure from Non-Wages/Ops Budget (inc. Admin and Ops) - Total hours

- Wages Expenditure from Non-Wages/Ops Budget (inc. Admin and Ops) - Total Casual wages (exc.On-costs+GST) paid

- Wages Expenditure from Non-Wages/Ops Budget (inc. Admin and Ops) - Total F/t and P/t wages paid (excl. On-costs+GST)

- Wages Expenditure from Non-Wages/Ops Budget (inc. Admin and Ops) - Total all wages paid from Non-Wages Budget (excl. On-costs+GST)

- Wages Expenditure from Non-Wages/Ops Budget (inc. Admin and Ops) - Total all wages paid from both Wages & Non-Wages Budget (excl. On-costs+GST)

Data was checked for completeness, with 41% of data variables of interest missing. Concerns were also raised over the accuracy of some data, with inconsistent formulas and illogical values identified.

Given the grouping and incompleteness of the employment data, it was not possible to accurately match this data with the survey data.
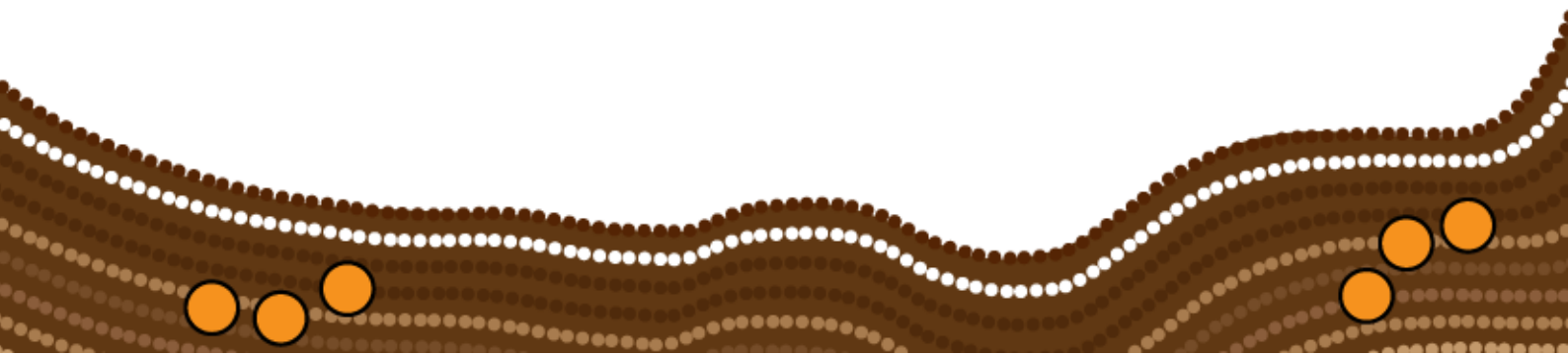
The evaluation used the following methods

- Desktop review (excel spreadsheets of administration data supplied by PM&C and a literature review, including the topic of Indigenous entrepreneurship)

- Realist interviews with three key informants (three stages: theory gleaning, theory development and theory refining); how and when FfS works; including telephone interviews with experts and case study site visits

- Online survey Part 1: reflective – current and recent FfS providers – all key factors, activities and outcomes

- Online survey Part 2: financial – economic and employment impacts

- In-depth interviews were conducted with non-FfS ranger groups

- Illustrative case studies (n=10): site visits to four of these were conducted with a view to having these as the case studies, so we developed a rapport to get the information needed for the reflective survey (and start the case studies). The additional six case studies were done as phone interviews or later field visits to further develop the themes that came out of the data collected from the review, the interviews and the online survey.

Summary of processes

1. Collate information from PM&C from past evaluations and on regional input–output approaches to economic analysis to inform development of interview guides, surveys and the economic impact analysis

2. Undertake literature review informed by the program theory

3. Conduct in-depth interviews with experts in ILSM FfS to glean the program theory (contacts provided by PM&C)

4. Opt-in email by PM&C to all organisations doing FfS activities with info flyer, invitation to participate, option to phone into info session, return email indicating participation

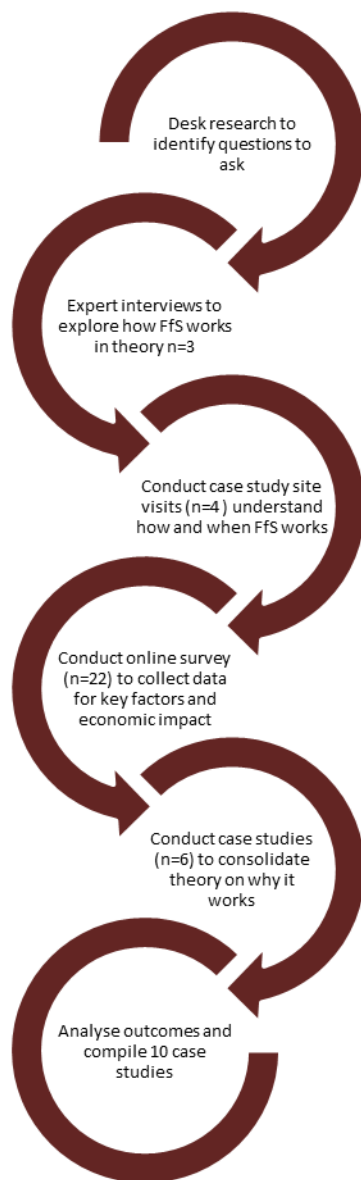5. Selection of initial four organisations for site visits

6. Conduct site visits and interviews for four ranger groups to understand how and when FfS works in terms of activities, contexts, mechanisms and outcomes.

7. Online survey Part 1: Reflective survey

   a) The survey was piloted with two selected ranger groups including in-depth feedback sessions with the respondents, 19–24 October 2017. Feedback was incorporated into the survey prior to the main survey launch.

   b) An invitation to complete the main survey was sent out to the 27 organisations that had opted in and conducted FfS.

   c) Over the course of the online survey administration, reminder emails were sent and follow-up phone calls were made to encourage participation. The target group were at times extremely difficult to contact due to the nature of their roles within the organisations.

   d) An additional eight organisations were sent invitations for the reflective survey during the survey period as new opt-ins were received and organisations that had been contacted to complete in-depth interviews about not conducting FfS work identified that they did in fact conduct FfS projects.

8. In-depth interviews were conducted with five organisations identified as not conducting FfS projects

9. Online Survey Part 2: Income and employment outcomes from FfS work

   a) The survey was tested by a selected organisation and an in-depth feedback session was held on 9 February 2018.

   b) An invitation to all organisations that had opted into the survey was sent on 26 February 2018. Included with the invitations was a summary of results of Part 1 of the survey.

   c) Over the course of the online survey administration, reminder emails were sent and follow-up phone calls were made to encourage participation. The target group were at times extremely difficult to contact due to the nature of their roles within the organisations.

10. Contact non-respondents to the survey over the phone and complete it over the phone if needed.

11. Analyse economic outcomes for each ranger group (using survey data and extrapolating from other data sources where necessary).

12. Conduct economic impact analysis of FfS.

13. Conduct site visits or in-depth phone interviews with an additional six ranger groups to understand how and when FfS works in terms of activities, contexts, mechanisms and outcomes.

14. Compile site visits and data to complete in-depth case studies.
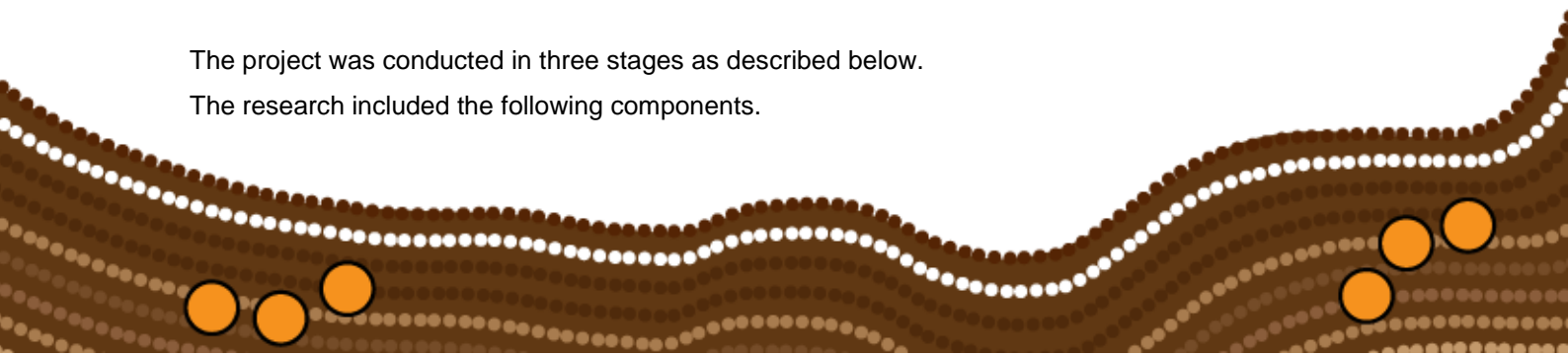
Approach to analysis

Analysis of information collected through the evaluation was continuous – with each stage of data analysis feeding into the next stage of data collection. This is consistent with the iterative nature of realist theory development and testing.
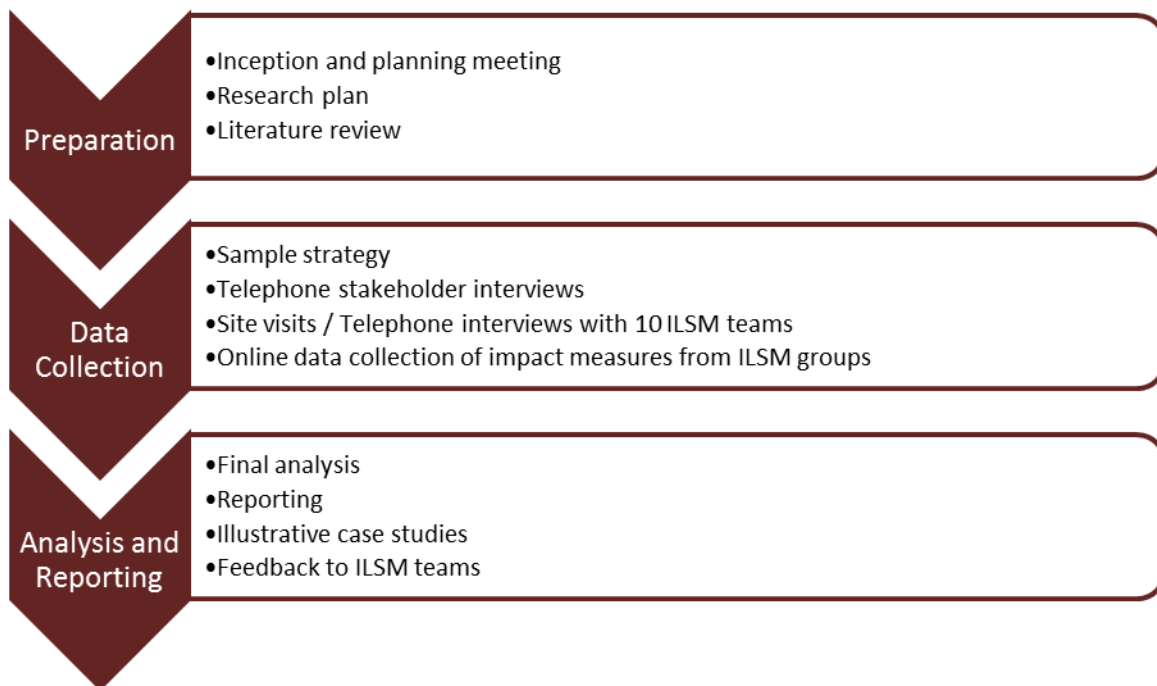
The first set of interviews with experts and case study ranger groups was used to develop theories based on key themes, contexts, mechanisms, outcomes and support factors for FfS. These were used to develop an initial survey to systematically collect information to test these theories with current and recent past FfS providers. The analysis used a combination of expert and participatory methods of analysis. The final set of case studies will further refine the theories, but the main focus of case studies will be to illustrate what works and what can be applied more broadly.

Desk research to identify questions to ask

Expert interviews to explore how FfS works in theory n=3

Conduct case study site visits (n=4) understand how and when FfS works

Conduct online survey (n=22) to collect data for key factors and economic impact

Conduct case studies (n=6) to consolidate theory on why it works

Analyse outcomes and compile 10 case studies

The project was conducted in three stages as described below.

The research included the following components.

```
Preparation
    •Inception and planning meeting
    •Research plan
    •Literature review

Data Collection
    •Sample strategy
    •Telephone stakeholder interviews
    •Site visits / Telephone interviews with 10 ILSM teams
    •Online data collection of impact measures from ILSM groups

Analysis and Reporting
    •Final analysis
    •Reporting
    •Illustrative case studies
    •Feedback to ILSM teams
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Inception and planning meeting

The inception meeting between the Consortium and PM&C occurred on 14 June 2017. The meeting discussed the literature proposed to be reviewed, access to previous evaluation reports and material (i.e. earlier Working on Country reports evaluation and SROI reports, program data, etc.).

Literature review

In the initial phases, literature on the ranger program, past evaluations of similar initiatives and broader research on Indigenous entrepreneurship was reviewed.

The literature review was a concise investigation into the program theory. The research questions for the literature review were:

- What do we know from prior work about the factors that catalyse entrepreneurship for Indigenous organisations?

- What do we know from prior work about the contextual factors that stimulate entrepreneurship within Indigenous organisations?

- What do we know about the business types that work for Indigenous organisations?

- What do we know about business partnerships that work for Indigenous organisations?

- What do we know about the characteristics of Indigenous organisations (or individuals/boards) that have been successful in being innovative / entrepreneurial / or commercialising services?

- From what we have learned from prior work, what do we need to be asking the Indigenous organisations who have ILSM to better understand the contextual factors and characteristics that make FfS commercial ventures work, etc.?

Informed consent
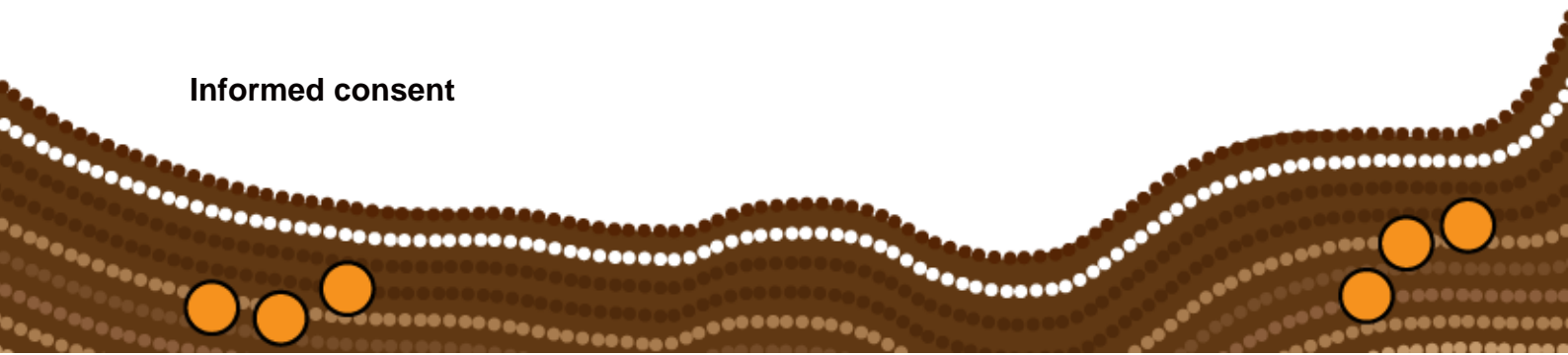
PM&C have assessed the project as low risk not requiring ethics. There are two consent processes. Community consent was required from those ILSM service providers that were part of the case studies. ILSM service providers' consent was required from those who participated in the online survey.

PM&C provided contact details for those ILSM service providers that opted in for the survey. The online survey had a consent process in the introduction. Those who completed the survey indicated their agreement to participate on the online form.

Realist interviews

Realist interviews were conducted in three stages: the first with experts, the second in an initial set of case study site visits (n=4) and the third in a series of confirmatory case study site visits (n=6).

Expert interviews

In consultation with PM&C, three experts were identified to glean theory about how FfS comes about and what factors support its sustainability and growth. Experts were from the PM&C network, a long-term land and sea ranger coordinator and manager.

Interviews were approximately 45 minutes to an hour and were conducted over the phone.

Initial case study site visit interviews

Research was conducted in four communities with one researcher spending 1–2 days in each community. A number of realist methods were used during this phase. Some of these include:

- **In-depth interviews:** Conducting qualitative interviews and a QCA coding can uncover useful insights and allows a relatively free exchange of information compared with group discussions. This is particularly the case when dealing with confidential or sensitive topics.

- **Telling the story of FfS:** Vignettes is a powerful way to enable participates to describe outcomes, changes in attitudes, behaviours and norms which all help to identify the mechanisms of change. The use of a decorative design or small illustration can often contain a thousand words and provides a powerful story to inform the evaluation.

- **Ethnography:** Participant observation, meaning that the researcher is in the subject's environment, observing actual behaviour for an extended length of time, capturing all of the interactions and activities involved in daily life.

The survey instruments are supplied at **Appendix B.**

Final case study interviews

Research was conducted in six communities via telephone in-depth interviews and email correspondence with representatives from the selected organisations.

Surveys of Fee for Service providers

An online survey was designed in two parts to collect data from ILSM organisation that had opted in to the survey based on conducting or having recently conducted) FfS (n=37). After an email from PM&C to explain the survey, an initial invitation email was sent by Ipsos which included a project fact sheet. Following the initial invitation email an Indigenous researcher telephoned each group to provide a warm referral to the online survey and offer to help complete it over the phone if necessary.

The first part of the survey was built on the results of the literature review and initial four site visits to develop possible theories about mechanisms, contexts and support factors required for FfS activities. This also included questions about benefits of FfS to the organisation, over and above what could be achieved with Commonwealth funding. The second part of the survey collected information about employment and income generated by FfS. The survey was broken into two parts to:

- maximise the response rate to Part 1 of the survey about drivers and board outcomes of FfS without requiring the respondent to provide commercially sensitive information that may not be immediately answerable in a survey

- provide respondents with some results from Part 1 of the survey to build their engagement and the likelihood that they would see the point of providing the requested information about income and employment in Part 2.

Part 1 of the online survey

This part of the survey focused on asking questions to test the theory developed in interviews with experts and the initial case study site visits. This was linked to information already known about each organisation. The initial survey covered the types of FfS work being conducted, a description of the partners and the business types. This information helped to describe the extent to which FfS operates and establish the nature of the link with PM&C-funded projects (e.g. use of assets, trained staff, etc.).

Part 2 of the online survey

This part of the survey collected information about the income and employment generated by FfS. It included questions about the nature and structure of business contracts as well as requests for quantitative data.

Final analysis

As described above, analysis was continuous throughout the evaluation to inform data collection and refinement of theories. In the final analysis stage, the evaluation included expert and participatory methods of data analysis, which commenced with Qualitative Comparative Analysis of impact, economic and employment impact and participatory methods to extend the analysis.

Illustrative case studies

Using data collected across the evaluation, 10 case studies were developed, with 9 case studies completed. The case studies focus on identifying what was found, interpreting what it means and theorising how it relates to evaluation.

Reporting

Interim reports

At the conclusion of the Part 1 of the online survey, a brief report on the key findings was developed for distribution to the organisations with the invitation to Part 2 of the online survey, about income and employment outcomes from FfS work.

Consolidated report and recommendations

At the conclusion of all data collection, a consolidated report aggregating the findings into one evaluation summary was produced.

A draft was submitted for review and feedback before the final report. We appreciate that Indigenous programs are a complex area and therefore have ensured that all conclusions and options for the program were discussed with PM&C before incorporation into the report to ensure that findings are informed by evidence and are feasible and practical. Progress meetings and interim reports provided ongoing dialogue.

Case study reports

Case studies appeared in the consolidated report but are also formatted as standalone documents for each of the organisations to use for their own purposes.

Presentation of findings

The findings were presented to key stakeholders in Canberra by the core project team, Noel Niddrie, Roland Wilson and Kylie Brosnan.
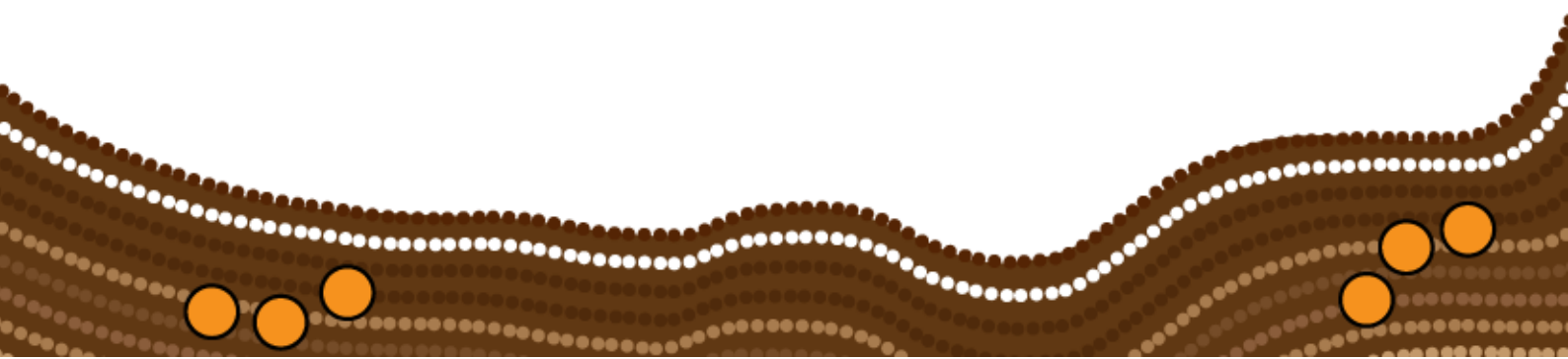
Appendix B – Survey materials

Initial site visit discussion guide

SQ1. Please record the name of the language/Nation/Tribal group. [NOTE: Sometimes the incorporated name may not accurately reflect the First Nations identification of the region.]

SQ2. Can I confirm your position with the organisation?

SQ3. Type of ILSM funding?

SQ4. State?

The first few questions are just about your organisation overall so we get an understanding of its nature, size and capacity.

1 a) Please describe how your organisation was initiated? Was your organisation initiated through IPA or other government program where traditional leaders were respected and empowered to create a community controlled organisation? Are all clan/family groups represented in the organisation's governance?

b) Can you tell me what your organisation is currently funded to run? NOTE: DO THEY DO CDP/ CLINIC / CHILD CARE / SOCIAL PROGRAMS etc. Which ones would you say are working well (financial and social outcomes being achieved) and which one's present challenges for the organisation? Why?

c) Can you tell me what partnerships your organisation has with external bodies such as local government agencies, businesses and other community groups (both formal and informal). Which of these business arrangements and partnerships are driving value and which are not? Why?

d) Can you tell me what enterprises your organisation currently has? NOTE: DO THEY HAVE A SHOP/ART CENTRE/MOTEL/ etc Which ones are working well (financial and strategic outcomes) and which one's present challenges for the organisation? Why?

e) Please describe your organisation structure (including legal entities and internal divisions) Where does the management of FfS sit – within the land management team, within other areas of the org, e.g. business development area?

Governance

Now we will talk more specifically about the (IPA/WoC/IR) ranger program.

2. Please describe where the ranger program sits in the organisational structure. NOTE: WHERE IS THE LINE OF AUTHORITY / RESPONSIBILITY FOR THE RANGERS UP TO THE BOARD

3. What is the impact of dedicating time/expertise (coordinator time, someone else's time/expertise) to developing opportunities and making things happen - is there a minimum time/expertise without which thing will not happen? What is this minimum?

4. Is the ranger program supported by all clan/family groups? If yes, how was consensus achieved? Was this a difficult process? If no, why do you think some people do not support the program?

5. How much say do the Local Aboriginal/Torres Strait Islander people have in the governance (decision making and management) of the IPA's, WoC and IR program? How, by who and where are decisions made? Does this work for your organisation? Why/Why Not?

6. ASK ONLY IF NOT 100% SELF-GOVERNED = To what extent do you see this organisation having the capacity to govern or manage the ranger programs in the future? How long would it take to get there? What would you need to get there?

7. Thinking about Aboriginal/Torres Strait Islander governance structures, local cultural protocols that incorporate Indigenous ecological knowledge. [Interviewer note: Insert local group/first nations/clan name into this section]
   a) To what extent are they valued by your partners? Why?
   b) To what extent are they valued by your organisation's management? Why?
   c) To what extent are they valued by your organisation's board? Why?
   d) To what extent are they valued by your rangers/employees? Why?

8. I am going to read you a number of statements relating to governance: On a scale of 1 to 5 where 1 is strongly disagree and 5 is strongly agree how much do you agree with these statements?
   On a scale of 1 to 5 where 1 is not very successful and 5 is very successful how successful has your organisation been on each of these statements?

a) Local Indigenous governance is critical to the effective management of IPA's, WoC and IR programs, and central to the empowerment of communities and realisation of self-determination of Indigenous First Nations.

b) Culturally appropriate and capable Indigenous governance is essential for sustaining Indigenous socioeconomic activities, including land management.

c) It has been found that the most effective Indigenous governed or co-governed institutions are where Indigenous people initiate the institutions on the basis of informed consent, where leaders are respected and empowered.

d) The WoC and IPA programs have been managed by a lead agency (NLC or a CLC who are the lead agency managing the ranger programs) that has capacity in environmental and cultural Indigenous land and sea management.

e) Indigenous-driven planning is identified as a critical success factor of successful ILM.

f) Indigenous [local name] governance structures, local protocols and priorities result in Indigenous people driving the process and incorporating Indigenous ecological knowledge which is a key motivating factor.

g) The WoC/IPA program has been able to garner the support and endorsement of Aboriginal elders, which in turn enhance the elders' authority in applying rules and disciplinary actions.

Funding
The next few questions are about understanding how funding for the ILSM programs help generate fee for service.

9. Firstly, what is your current funding model? When did your funding commence? When are you funded until?

10. On a scale of 1 to 5 where 1 is not confident at all and 5 is very confident. How confident are you in your funding in the long term the long term (3+ years)?

11. Are there any challenges for your organisation because of the way it is funded? Please describe them. Do these matter to your Fee for Service activities or partners?

12. Are there any benefits for your organisation because of the way it is funded? Please describe them. Do these matter to your Fee for Service activities or partners?

13. How does the governance model impact on the success of the ffs activity?

14. Is the ranger program administered by an external organisation (i.e. like a Land Council/Larger organisation / TSRA etc.)? What time/expertise is specifically dedicated to developing and managing FfS?

15. I am going to read you a number of statements relating to funding: On a scale of 1 to 5 where 1 is strongly disagree and 5 is strongly agree how much do you agree with these statements?
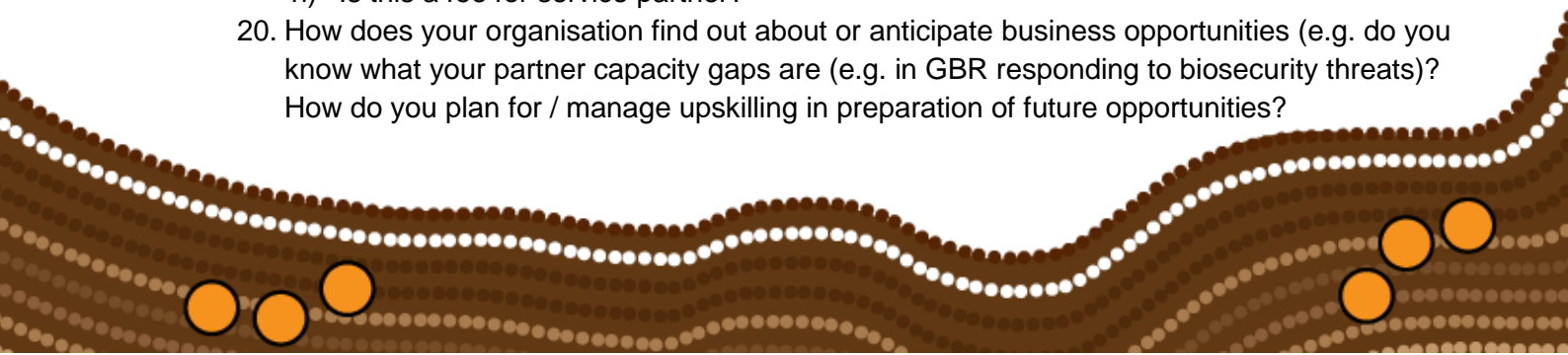
How certain are you about each one of these statements for your organisation? On a scale of 1 to 5 where 1 is Very Certain to 5 is No Certainty

a) Having the certainty of ongoing funding has been critical to our organisation successfully negotiating fee for service contracts.

b) Funding certainty increases the organisation's confidence to invest in training more rangers creating the capacity to respond to fee for service contracts.

c) Funding certainty encourages long-term planning and assists with strategic planning for the organisation.

d) Funding certainty attracts co-founders and potential project partners who may not otherwise been able to engage in fee for service.

e) Funding certainty increases stability and improves the overall effectiveness of the program by allowing long-term strategies and projects to be implemented.

f) Funding certainty validates and values Indigenous knowledge which inspires fee for service partners to consider Indigenous ways of working rather than Westernised or other imposed models.

g) Why did you give it that score?

Partnerships

The next few questions are about how the ranger program works with a range of partners. Please include BOTH Fee for Service or NOT Fee for Service partnerships in these first few questions so we understand how the ranger program in your organisation works with their partners.

16. Do the rangers partner with NGOs?

a) Do NGO's sit on a Co-Management (or steering/working group) committee? Does this work for your organisation? Why/Why Not? What are the results of having regular contact and working in a close way with your partners?

b) Would you describe the relationship as equal / respectful / two way with your organisation? Why? Why not?

c) What are the other benefits about working in this way with a NGO partner (PROMPT IF NECESSARY = in-kind support, generating mutually beneficial relationships and improved outcomes for each stakeholder)?

d) What are the other negatives of working in this way with the NGO? Distance, communication, lack of awareness of local contexts, one-sided benefits?

e) What are some of the positives or some of the challenges that that you have experienced with your partner's cultural capability?

f) If you could change any aspects of the relationship/partnership arrangements, what would they be? Why?

g) What is the key to maintaining these relationships long term?

h) Is this a fee for service partner?

17. Do the rangers partner with Corporates?

a) Do corporate partners sit on a Co-Management (or steering/working group) committee? Does this work for your organisation? Why/Why Not? What are the results of working in a close way with your partners?

b) Would you describe the relationship as equal / respectful / two way with your organisation? Why? Why not?

c) What are the other benefits about working in this way with a Corporate partner (PROMPT IF NECESSARY = in-kind support, generating mutually beneficial relationships and improved outcomes for each stakeholder)?

    d) What are the other negatives of working in this way with corporate partners? Distance, communication, lack of awareness of local contexts, one-sided benefits?

    e) What are some of the positives or some of the challenges that that you have experienced with your partner's cultural capability?

    f) If you could change any aspects of the relationship/partnership arrangements, what would they be? Why?

    g) What is the key to maintaining these relationships long term?

    h) Is this a fee for service partner?

18. Do the rangers work with University/Academic partners?

    a) Do University/Academic partners sit on a Co-Management (or steering/working group) committee? Does this work for your organisation? Why/Why Not? What are the results of working in a close way with your partners?

    b) Would you describe the relationship as equal / respectful / two way with your organisation? Why? Why not?

    c) What are the other benefits about working in this way with a University/Academic partner (PROMPT IF NECESSARY = in-kind support, generating mutually beneficial relationships and improved outcomes for each stakeholder)?

    d) What are the other negatives of working in this way with University/Academic partner's? Distance, communication, lack of awareness of local contexts, one-sided benefits?

    e) What are some of the positives or some of the challenges that that you have experienced with your partner's cultural capability?

    f) If you could change any aspects of the relationship/partnership arrangements, what would they be? Why?

    g) What is the key to maintaining these relationships long term?

    h) Is this a fee for service partner?

    i) Please collect contact details for FfS partners

19. Do rangers work with other Local, State or Federal Government agencies?

[INTERVIEWER NOTE: Please detail level of government in all responses below.)

    a) Do Government partners that sit on a Co-Management (or steering/working group) committee? Does this work for your organisation? Why/Why Not? What are the results of working in a close way with the contractor having regular contact?

    b) Would you describe the relationship as equal / respectful / two way with your organisation? Why? Why not?

    c) What are the other benefits about working in this way with a Government partner (PROMPT IF NECESSARY = in-kind support, generating mutually beneficial relationships and improved outcomes for each stakeholder)?

    d) What are the other negatives of working in this way with a Government partner? Distance, communication, lack of awareness of local contexts, one-sided benefits?

    e) What are some of the positives or some of the challenges that that you have experienced with your partner's cultural capability?

    f) If you could change any aspects of the relationship/partnership arrangements, what would they be? Why?

    g) What is the key to maintaining these relationships long term?

    h) Is this a fee for service partner?

20. How does your organisation find out about or anticipate business opportunities (e.g. do you know what your partner capacity gaps are (e.g. in GBR responding to biosecurity threats)? How do you plan for / manage upskilling in preparation of future opportunities?

21. I am going to read you a number of statements relating to relationships:

    On a scale of 1 to 5 where 1 is strongly disagree and 5 is strongly agree how much do you agree with these statements?

    On a scale of 1 to 5 where 1 is not very successful and 5 is very successful how successful has your organisation been / how would you rate your organisation in achieving these.

    a) A key strategy of our ranger group is investing time in building and maintaining relationships.

    b) Our ranger group has builds relationships by creating shared values and understanding mutual benefit with our partners.

    c) When building relationships our ranger group focuses on establishing very long-term outcomes.

    d) We build relationships with non-Indigenous partners who are seeking long-term engagement and are willing to step back and give space for the rangers in the partnership.

    e) When a relationship needs time to grow trust and respect the formal documents, regular meetings and an adaptive management framework are critically important for successful cross-cultural engagement.

    f) When a relationship is mature with a foundation of trust and respect the formal management of the partnership is less burdensome on the organisation and can be efficient and productive for both partners.

    g) Time spent with the partner on country underpins development of trust and respect.

    h) Sitting together and having a yarn is essential to effective relationship building, resulting in movement toward addressing social justice issues and equity that underpin two-way partnerships.

    i) The willingness of non-Indigenous people to make significant and meaningful concessions in the power relationships results in collaborative two-way relationships that effectively enhance the programs objectives and outcomes.

    j) Programs dominated by Western science and conservation practices can hinder/hurt the objectives/goals of the program.

    k) Our organisation carefully considers whether partnerships can contribute to the achievement of their objectives and vision.

    l) Our organisation insists on maintaining cultural identity and organisational integrity while engaging in partnerships. [Note Operational integrity – that they are still doing something remotely like ranger work / links to rangers]

    m) In collaborative two-way relationships the partners effectively enhance the programs objectives and outcomes by merging of Indigenous and scientific knowledge.

    n) We have adopted a robust negotiating style so that contracts are realistic for our organisation.

Drivers for fee for service

22. The following drivers have been identified as catalysts for Fee for Service programs. On a scale of 1 to 5 where 1 is not at all important and 5 is very important how important do you see these for the success of your fee for service program/s:

    a) The work is meaningful

    b) There is a local market for land management and associated goods and services

    c) Partners recognise, acknowledge and respect Indigenous rights and interests in land through title and agreements to do this type of work

    d) Partners movement towards Indigenous and co-managed conservation areas

e) Partners investment into improving environmental and cultural heritage outcomes
f) Indigenous leadership at multiple levels of decision making
g) Recognition and respect for Indigenous culture, rights and title by partners
h) Development of strong Indigenous cultural governance models for decision-making and guidance
i) Increasing meaningful employment opportunities to generate income and wealth in communities through sustainable enterprises
j) Conserving and restoring the environment
k) Funding of ranger program provides entry level employment opportunities as a driver to transferable skills to other employment in partner funded employment
l) Partner funded activities increases the skills and career development opportunities for rangers
m) Having specific investment goals (e.g. specific community projects that the orgs wants to invest in through FfS income)
n) Desire to increase ranger numbers (e.g. IPA funding without WoC)
o) Desire to ensure the sustainability of existing program/ranger numbers (e.g. driven by funding uncertainty)
p) Meeting community expectations (e.g. has the community requested FfS expansion?)
q) Desire to gain more independence from funding sources (to enable more autonomous decision-making)
r) Any other drivers- specify
s) **ASK IPA ONLY** Without WoC funding, fee for service is a way to increase employment opportunities
t) **ASK IF WoC funded** Having WoC Funding provides us with a base level of staffing to leverage off for partner funded projects

23. I am going to read you a list of organisational features:
    For each one please rate its importance for your organisation on a scale of 1 to 5 where 1 is not at all important and 5 is very important and then
   How successful has your organisation been on a scale of 1 to 5 where 1 is not very successful and 5 is very successful?
    a) Good Corporate Governance
    b) Efficient responsive service delivery
    c) Community engagement
    d) Accountability to funding bodies
    e) Strong Leadership
    f) Staff development
    g) Ability to respond to change
    h) Strategic engagement in partnerships
   i) Building for the future
    j) Focus on core business

Fee for service

We are now going to talk specifically about fee for service activities:

24. We can see from the data we have that you are conducting fee for service activities, can you tell me a little bit about what these are?
25. How did these services first begin? Who initiated the fee for service? How long did it take to build the relationship before contracting? What were the strengths and challenges through the negotiation stages?
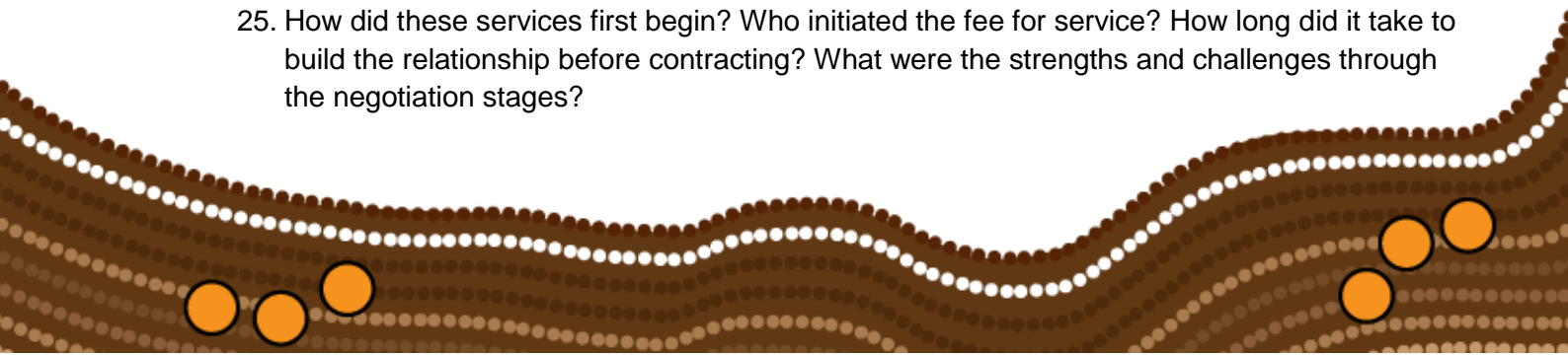
26. What are the successes? What has been the impact of this fee for service for your organisation, rangers, and their families and communities?
27. What specific capacity needs has your organisation identified as identified e.g. business skills, ranger skills, governance training, etc.?
28. Who/what type of organisations do you enter into contracts with and what do they usually involve? What is the nature of the contracts?
29. What did you have to learn or change to be able to run fee for service projects?
30. What did you have to teach the partner for them to be able to run/co-manage FfS projects?
31. What have been the benefits of the fee for service activities for your organisation that were unintended or that you didn't expect?
32. Have there been things you were able to do that you couldn't do with Government funding underpinning the Ranger program?
33. What have been the benefits of the fee for service activities for your Rangers or other staff?
34. Has providing fee for service changed the way Rangers think about their role in anyway?
35. What other outcomes have you noticed, good or damaging for your staff
36. What would you say is the 'secret of your success?'
    a. What has been difficult in getting a FfS project off the ground?
37. And what did you do to deal with this [PROBE: Difficulties as mentioned]
38. Why do you think this worked?
    a. What have been the challenges in making sure relationships leads to future contracts?
39. And what did you do to deal with [PROBE: Issues/challenges as mentioned]
40. Why do you think this worked? [Mechanisms]
41. Do you think these FfS activities are likely to continue? Why or why not?
    a. What do you think are the risks to the program being able to continue?
42. What do you think it is about your organisation or its partnerships that has led fee for service to be successful?
43. If you could change the Ranger program and fee for service to make it work more effectively here, what would you change and why?
44. What else do you think we need to know, to really understand how fee for service works here?
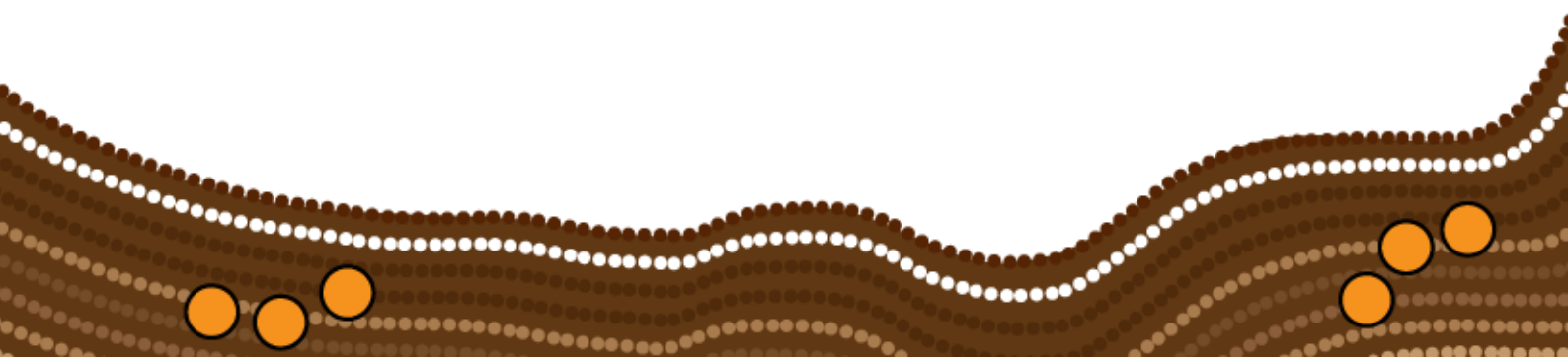
Part 1: Online survey – reflective

1. Is your organisation currently, or has your organisation ever, conducted Fee for Service activities?
2. If you have in the past but have stopped, can you tell us what happened? [in approx. 250 words or less]
3. What things would need to happen for your organisation to consider conducting fee for service again? Please provide the top 3-5 things.
4. Can you tell us the story of how Fee for Service first began at your organisation?
Who was involved in the development of the idea? What key events/meetings helped it develop and move it from idea to reality? [in approx. 250 words or less]
   a. How long have you been doing Fee for Service?
   b. How long did it take you to set up Fee for Service from initial step to commencing work on your first activity?
   c. If you added up all the FfS work hours worked during 2016-17, what would be your best estimate?
   d. Was this up or down from the year before?
5. Looking back now, what would you say are the key reasons that Fee for Service activities got off the ground?
6. What have you been able to achieve with Fee for Service income that you could not with grant funding?
7. What things would need to happen for your organisation to do more Fee for Service?
8. For each of the following activities please indicate if these are core business activities for your Ranger group (i.e. you get Commonwealth Grants such as WoC, IAS or IPA) OR Fee for Service activities, and if Fee for S

- Cultural heritage surveys/management
- Feral animal management
- Water management
- Soil conservation
- Weed management
- Biodiversity monitoring/surveys (coastal or land based)
- Fire management
- Quarantine work
- Border force patrols
- Training provision (please specify what type)
- Tourism guide/Visitor management/installation management
- School-based activities
- Governance assistance
- Other1 (please specify)

9a For each of the following activities please indicate if these are core business activities for your Ranger group
9b Do you do Fee for Service for these types of activities?
Q9c Who is the partner organisation for this FfS activity?

10. a) We are interested to know about the people who are **making decisions** in your organisation about Fee for Service activities. Please select all the following groups that are involved in making decisions about your Fee for Service activities. Where the same people fall into more than one group please only select the group that best describes them.
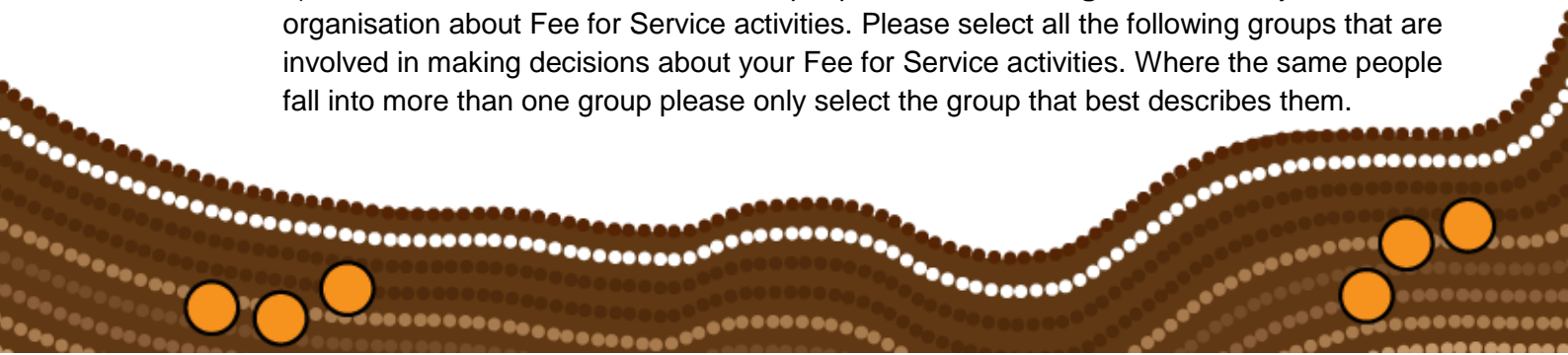
b) How involved are these groups in making decisions about Fee for Services activities?

c) How supportive are these groups of doing Fee for Service in general?
- Community members
- Traditional Owners/Title Holders
- The Executive Committee of the organisation hosting the ranger group
- The Lands Council
- Elected members of the organisation/board members
- Coordinators/land managers - Employees within the organisation other than Rangers)
- Head Ranger/s
- Rangers themselves

d) How supportive are these groups of doing Fee for Service in general?

Partnerships

Thinking of the range of relationships you have with your Fee for Service partners, please provide a brief answer and explanation on the next few pages.

12. Would you describe most of your Fee for Service relationships as equal, respectful and 2way?
   a) Why would you describe the relationships as equal, respectful and 2way?
   b) Why would you not describe the relationships as equal, respectful and 2way?

13. What do you see as the positives/benefits you have experienced in working with partners in Fee for Service activities?

14. What do you see as the negatives/drawbacks experienced in working with partners in Fee for Service activities?

15. What is the key to developing and maintaining these relationships long term?
   For the next few questions, please think about your Fee for Service activities and the nature of your relationship with your clients.

16. For [INSERT ACTIVITY FROM 9] did you have an existing partnership with your clients that developed into a relationship that included this Fee for Service activity or was your relationship established for the purpose of a fee for service contract?

17. What type of relationship pre-existed? Does this type of relationship continue alongside the Fee for Service?

18. Who initiated the relationship established for the purpose of a fee for service activity?

19. Has the relationship broadened into other non-commercial aspects as a result of the Fee for Service activity?
   a) Please briefly describe these other non-commercial aspects.

20. How could fee for service opportunities be better communicated/coordinated to help you take advantage of them?

21. We would like to know how your organisation goes about assessing and pursuing Fee for Service opportunities, please select the statement that best fits your organisation
   a) We respond to opportunities when approached
   b) We go out looking for Fee for Service contracts
   c) We approach partners when we see opportunities
   d) Partners alert us to Fee for Service opportunities

22. While all of these factors might be important, please rank the following statements from least important to most important in deciding to take up a FfS opportunity.

- Development of economic opportunities for the community
- Ability to hold meetings in person / on country to discuss the Fee for Service opportunity

- Opportunities for rangers to learn new skills
- Career opportunities for rangers
- Opportunities for Rangers to develop leadership capacity
- Alignment with customary land management
- Overall alignment with objectives of the land management program
- Respectful relationships that allow for flexibility to meet cultural obligations
- Opportunities to put Indigenous knowledge to use / transfer to other Indigenous people
- Opportunities to educate non-indigenous partners about the use of traditional knowledge
- Opportunities for long-term rather than one off contracts
- Fair remuneration for services

23. We are also interested in the administrative side of fee for service. On a scale of 1 – 10 where 1 is very difficult and 10 is very easy, please rate the ability of your organisation to negotiate and 'seal the deal' with an organisation who wants to purchase Fee for Service services from your Ranger group. Your answer should reflect how you assess the majority of your negotiations?

24. Can you provide some reasons for your rating to the question above?

26. a) On a scale of 1 – 10 where 1 is very difficult and 10 is very easy, please rate how difficult it is to respond formally to tenders and contracting opportunities to provide Fee-for-service through your ranger group

   b) Can you provide some reasons for your rating to the question above?

25. In what ways does CDP help or hinder the ranger program, or individuals being involved in the ranger program?

About your organisation

26. Is your group working on an IPA?

27. How many of your Rangers are undertaking (not yet completed) the following qualifications?

28. How many of your Rangers hold the following qualifications?

29. How many of the following do your Rangers have access to?
   a) Number of All-terrain Vehicles (ATVs)
   b) Number of boats sufficient to perform your Fee for Service activities
   c) Number of 4wheel drive vehicles (not including ATVs)
   d) Number of graders (for roadwork)
   e) Number of airplanes/ helicopters
   f) Other Fee for Service relevant assets - Specify

30. Have you missed out on any Fee for Service opportunities because you didn't have the required equipment or qualifications in your team?
   a) What equipment or qualifications in your team were you missing?

31. Thank you for completing this survey. Your assistance is greatly appreciated. We would like to send out a brief supplementary questionnaire in a few weeks' time to collect some detail about the value and types of your Fee for Service contracts, this will include some financial and some employment statistics. Would you be the best person to complete this section of the survey?

32. Would you be able to provide the email address for the best person to answer these questions?
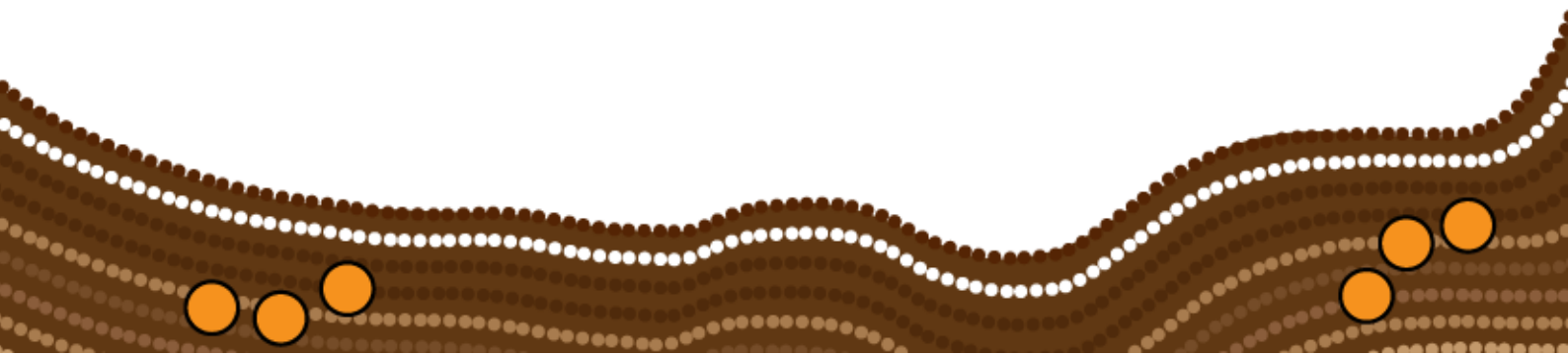
Part 2: Online survey – income and employment outcomes from Fee for Service work

1. What was the total value of Fee for Service contracts (excluding gst) generated between: (Total invoices raised to date)

2. What was the total profits generated from Fee for Service contracts (profits after expenses such as such as wages, materials and administration expenses) generated between:

3. What proportion of Fee for Service profits was spent on the following on average over the years that Fee for Service income was received? the response need not be exact, an estimate would suffice):
   a) No surplus (please record 100% against this if this is your response)
   b) Investment in the ILSM - ASSETS
   c) Investment in the ILSM -WAGES
   d) Investment in the ILSM -OPERATIONAL COSTS
   e) community development
   f) educational programs for the rangers
   g) development of infrastructure
   h) health outcomes
   i) governance and administration expenses
   j) others Please specify_____

4. Looking into the future, should you generate a surplus, what are the main five areas you would use the surplus for? Please specify:

5. 5) How many Rangers worked for your organisation prior to your commencing Fee for Service activities?

6. As a consequence of Fee for Service activities, have these EXISTING rangers obtained more hours of work per year, on average?
   a) How many additional hours per year were worked in total by all the rangers who worked for your organisation prior to your commencing Fee for Service activities between:
   b) Was this more or less than you expected?

7. Have you employed NEW rangers as a consequence of introducing Fee for Service (include if employing the rangers was necessitated because of increase in work owing to Fee for Service, even if the new rangers were not working in Fee for Service)
   a) How many **NEW** rangers have you employed as a consequence of Fee for Service activities (regardless of FT, PT, casual)?

8. How many hours of work per year, in total, was available to all the **NEW** rangers (regardless of FT, PT, casual)?
   a) Was this more or less than you expected?

9. Are all rangers paid award rates for their FFS work?

10. How many **EXISTING** indigenous coordinators and indigenous support staff (related to land and sea management) were employed at your organisation prior to your commencing Fee for Service activities (regardless of FT, PT, casual)?
    a) Has there been an increase in paid hours for **EXISTING** indigenous coordinators and indigenous support staff because of Fee for Service work?
    b) How many additional hours of work per year, in total, was available to all EXISITING indigenous coordinators and indigenous support staff (regardless of FT, PT, casual)?
    c) Was this more or less than you expected?

11. How many **EXISTING** non-indigenous coordinators and / or support staff were employed at your organisation prior to your commencing Fee for Service activities (regardless of FT, PT, casual)?
    a) Has there been an increase in paid hours for EXISTING non -Indigenous coordinators and /or support staff because of Fee for Service work?
    b) How many additional hours of work per year, in total, was available to EXISTING non - Indigenous coordinators or support staff (regardless of FT, PT, casual)?
    c) Was this more or less than you expected?

12. Have you employed **NEW** indigenous coordinators and/or indigenous support staff as a consequence of introducing fee for service (include if employing the indigenous coordinators and indigenous support was necessitated because of increase in work owing to Fee for Service, even if the new staff were not working in Fee for Service)
    a) How many **NEW** indigenous coordinators and / or indigenous support staff have you employed as a consequence of Fee for Service activities (regardless of FT, PT, casual)?
    b) How many additional hours of work per year, in total, was available to NEW Indigenous coordinators and / or indigenous support staff (regardless of FT, PT, casual)?
    c) Was this more or less than you expected?

13. Have you employed **NEW** non- indigenous coordinators and/or support staff as a consequence of introducing fee for service (include if employing the non- indigenous coordinators and indigenous support was necessitated because of increase in work owing to Fee for Service, even if the new staff were not working in FFS)
    a) How many **NEW** non-indigenous coordinators and / or support staff have you employed as a consequence of fee for Service activities (regardless of FT, PT, casual)?
    b) How many additional hours of work per year, in total, was available to NEW non- Indigenous coordinators and / or support staff (regardless of FT, PT, casual)?
    c) Was this more or less than you expected
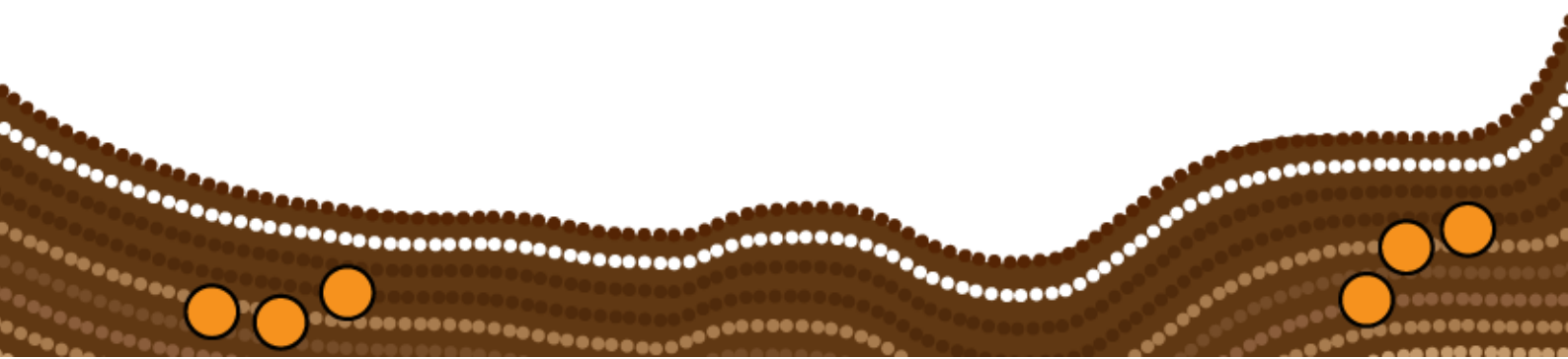
Appendix C – Theory of change

Theory of change – Ranger and Community member outcomes. Source: SROI consolidated Report
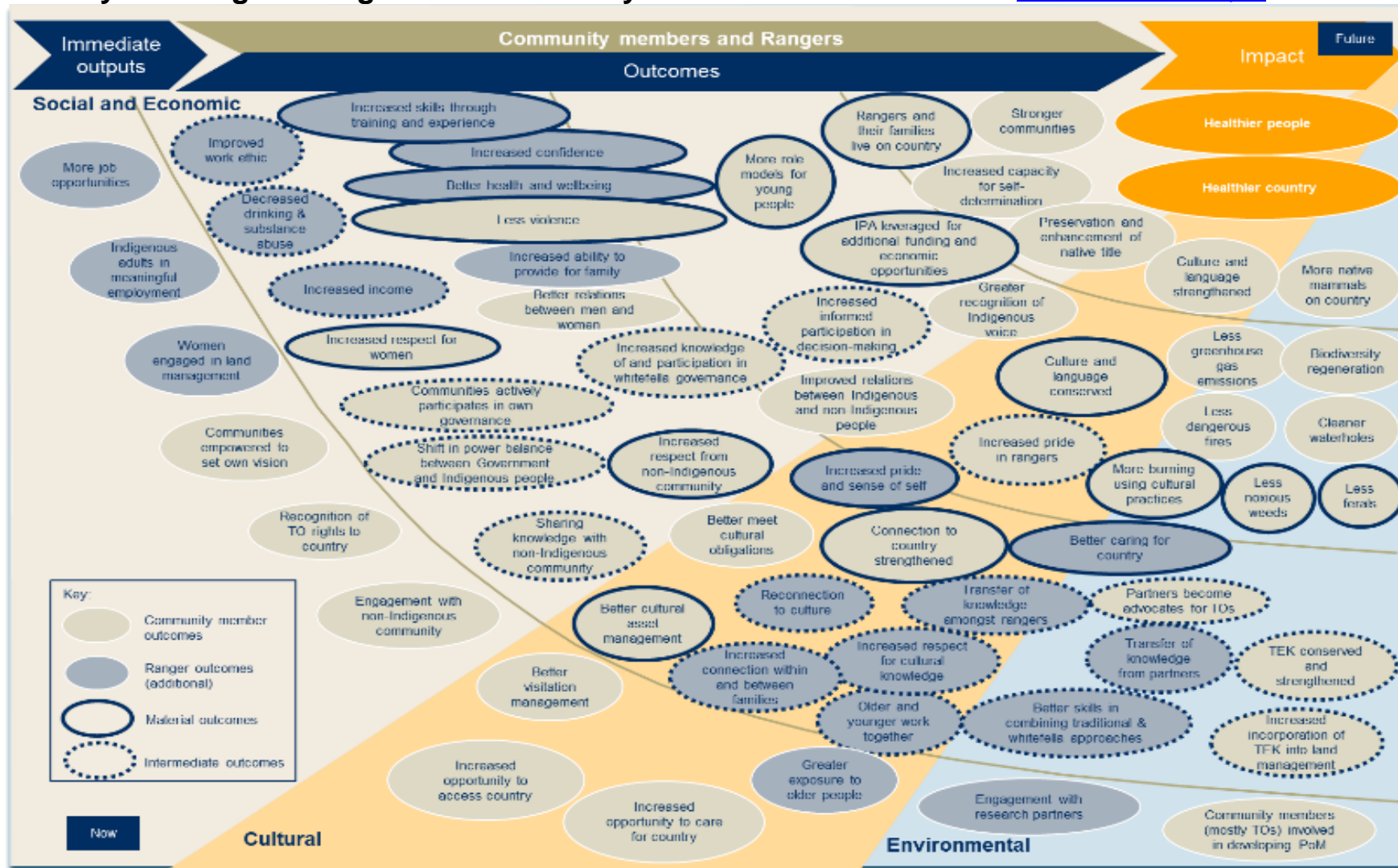
Theory of change – Government outcome