Exploring Cultural Capital Development and Local Emergency Management on Country

November 2024

Pilot Project/Phase 1	Small Scale Disaster Readiness R&D
R&D Project Facilitator	Indigenous Connection
Project Management	Ian Gumbula and Brad Martin
Agency/Client	Northern Territory Emergency Service
Project Sponsors	National Australia Bank – Nab Foundation CRCNA Developing Northern Australia
Project Support	Australian Red Cross
Project Location	Pirlangimpi and Wurrumiyanga (Tiwi Islands)

We acknowledge the land, fresh water and sea country of all areas where we connect, share and learn. We pay our respects to our ancestors. We also pay our respects to elders, past, present and emerging. We thank the Tiwi Cultural Knowledge Providers who shared their knowledge to create this project.

Exploring Cultural Capital Development and Local Emergency Management on Country

Indigenous Connection (IC) applied for financial support through the National Australia Bank Foundation Community Grants program. IC was awarded funding to support the design and development of a Pilot Project that would contribute to Remote Community Natural Disaster Readiness, whilst simultaneously creating cultural employment opportunities on Country.

IC approached Northern Territory Emergency Services (NTES), interested in exploring Local Emergency Management processes on Country. Inviting NTES to identify elements that are working well and points of friction throughout the phases of Emergency Management. Key concerns were identified pertaining to community participation, autonomy, preparedness and resilience. IC designed the Pilot Project across two key phases:

- Phase 1 - Community member and stakeholder consultation to establish Local Emergency Management initial evaluation and to design an appropriate program.

- Phase 2 - Test, monitor and evaluate program effectiveness over a 12-month period, to support improved Natural Disaster Readiness on Country.

IC Cultural Knowledge Providers (CKP's) and local Police Members engaged with in-community research processes to share their voice, perspectives and experience. IC explored concepts of Cultural Capital and Social Capital within situational analysis, leadership design, communications, information and collateral.

Furthermore, we also explored voluntary community member participation compared to remunerated community member participation. IC received 100% CKP willingness to accept paid invitations to participate in Local Emergency Management Committee meetings. In addition to this, through the workshop processes on Country, Ian Gumbula, identified an opportunity to create a three-way learning environment, that would support not only the transfer of knowledge between Emergency Management Stakeholders and Cultural Leaders in community but would also support the development of Emerging Cultural Leaders on Country.

At a very small scale, the research has identified Cultural Capital gaps within Local Emergency Management processes, that include the existing leadership model, communications, information and collateral. The project also identified opportunity to create meaningful employment on Country. We have begun testing logic that we expect will generate exciting outcomes over the next 12-months including 200+ hours of cultural knowledge sharing and 63% of the grant budget allocated to wages on Country. Furthermore, by increasing community member Local Emergency Management participation, we have already observed an increased sense of Natural Disaster Readiness on Country.

Whilst the Pilot Project scale was confined to two remote communities, we believe the analytical processes are scalable and that increased investment of time, money and effort toward Cultural Capital Development through a three-way learning program, will return significant value to community members and all stakeholders. Supporting the attainment of the overarching objective, increased Natural Disaster Readiness on Country.

Cultural Capital Thinking

Indigenous Connection's Cultural Capital thinking is a continued learning pursuit. For the purpose of this project, we refer to Cultural Capital, as both tangible and intangible Cultural Capital Assets.

Tangible Cultural Capital Assets
Significant sites, artefacts, land - Native Title and more.

Intangible Cultural Capital Assets
Knowledge relating to language, values, beliefs, ceremony, governance, leadership and much more.

We explored opportunities to embrace cultural capital thinking within Local Emergency Management across four initial spheres:

1. Situational Analysis
2. Leadership Design
3. Communications
4. Community Engagement



Ian Gumbula
Cultural Knowledge Provider
Indigenous Connection

Brad Martin
Managing Director
Indigenous Connection

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Photo: Mary Munkara
IC Cultural Knowledge Provider.

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A. Situational Analysis

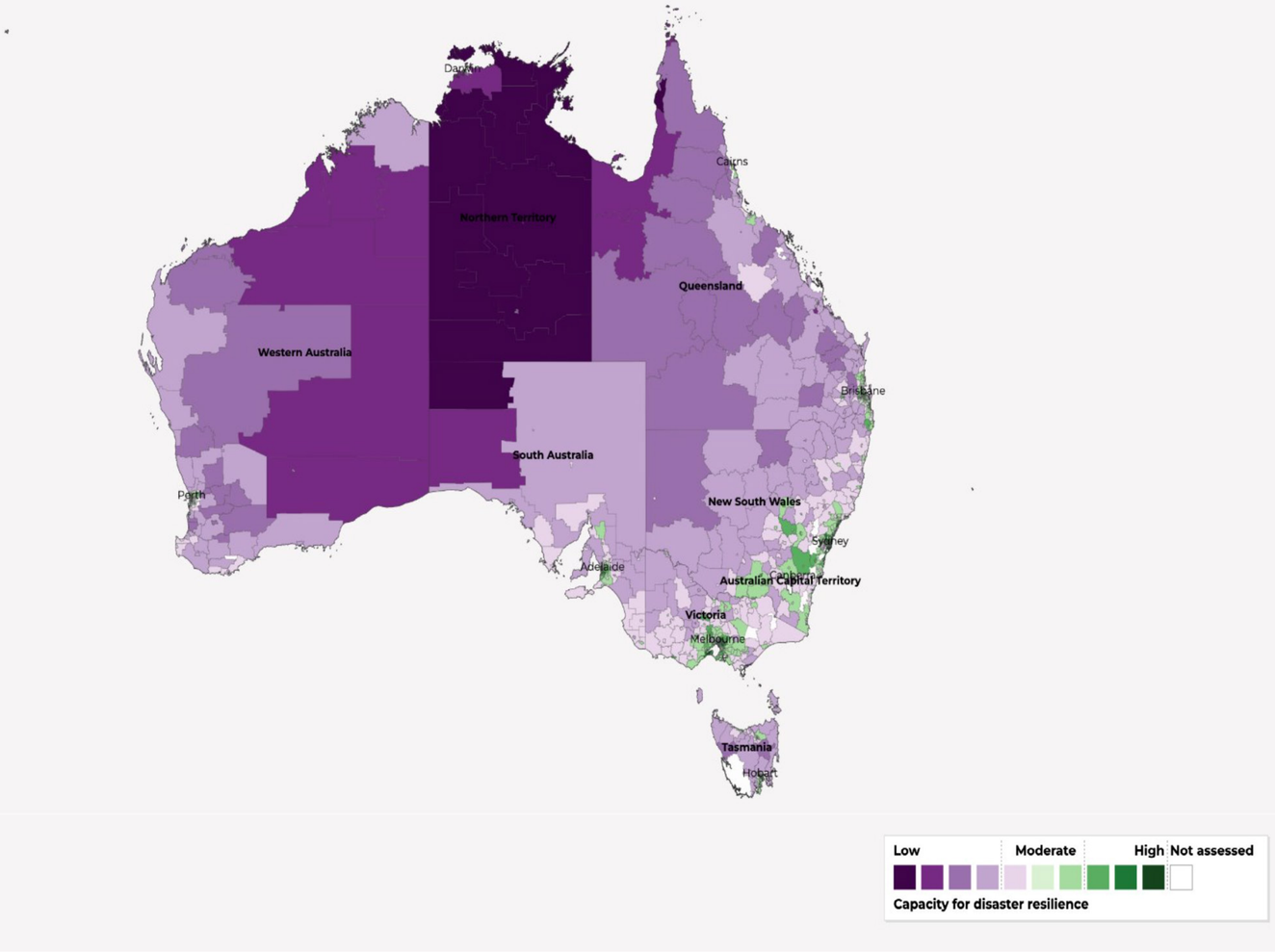
i. Remote Community Context Analysis
Australian Disaster Resilience Index

Data Source: Australian Disaster Resilience Index. Copyright: Bushfire and Natural Hazards CRC, seen online November 2024.

Indexing Disaster Resilience/
Coping Capacity/Adaptive Capacity

The Australian Disaster Resilience Index is an incredibly valuable resource, framework and research system. The Disaster Resilience key factors provide valuable guidance to inform situational analysis.

One Resource of many
Many other resources are available to support situational analysis on a community-by-community basis. However, locating a standardised cultural capital data set is difficult.



i. Remote Community Context Analysis
Australian Disaster Resilience Index

Data Source: Australian Disaster Resilience Index
See PDF

Complete List of SA2s by Group

bushfire&natural HAZARDSCRC | Australian Disaster Resilience Index

Disaster resilience factors key



Social character

The social and demographic characteristics of the community.

Factors such as household and family composition, age, sex, education, employment, disability, language, and length of residence have well-known influences on capacity to prepare for, respond to and recover from a natural hazard events.



Economic capital

The economic characteristics of the community.

Economic capital can contribute to the reduction of losses from natural hazard events through improved mitigation and risk management, individual flexibility and adaptation, enhanced recovery, market continuity and business continuity.



Emergency services

The presence and resourcing of emergency services.

Emergency management is a core government service and is integral to natural hazard preparation, response and recovery. Emergency services undertake a range of activities to assist communities before, during and after natural hazard events.



Planning and the built environment

The presence of legislation, plans, structures or codes to protect communities and their built environment.

Land use planning articulates and regulates relationships between development and hazards. Planning reduces current and future risk and enhances the readiness and capacity of organisations to respond to events.



Community capital

The cohesion and connectedness of the community.

Social capital is a resource that facilitates collective action for mutual benefit. Sense of community fosters participation, community competency, pro-social behaviour and preparedness through working with others to solve shared local problems.



Information access

The potential for communities to engage with natural hazard information.

Telecommunication and internet access is vital to information sharing before, during and after natural hazard events. Community engagement activities benefit communities through capacity building, social connectedness, self-reliance, training, awareness of risk and psycho-social preparation.



Social and community engagement

The capacity within communities to adaptively learn and transform in the face of complex change.

Adaptive communities have support and resources to manage complex change and to renew for mutual benefit. Characteristics of adaptive communities include social engagement, trust, cooperation, learning and well-being.



Governance and leadership

The capacity within organisations to adaptively learn, review and adjust policies and procedures, or to transform organisational practices.

Adaptive institutions have conditions suited to the development of the skills, knowledge and culture for managing complex change. They have flexibility and can learn from experience, innovate and adjust.

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i. Remote Community Context Analysis
Australian Disaster Resilience Index

Data Source: Australian Disaster Resilience Index
See PDF

Overview of the disaster resilience profile of Group 3

bushfire&natural HAZARDSCRC | Australian Disaster Resilience Index

Group 3 in Australia

Number of SA2s Australia-wide

447 | 21%

Mean disaster resilience value

0.3717

Approximate population (2015) and proportion of total:

3.2 million | 13%

Land area and proportion of total:

7,211,800 km² | 94.3%

Remoteness:

Most of the SA2s in Group 3 are inner regional and outer regional. Group 3 also contains the majority (96%) of remote and very remote SA2s.

Disaster resilience strengths

Social character (Moderate)

These communities have some social and demographic characteristics that support the capacity to prepare for, respond to and recover from natural hazard events, but may also have some social and demographic characteristics that constrain this capacity. The combination of supporting and constraining social and demographic characteristics will vary across SA2s within the group, but it is likely that communities will have mid-range levels of education, employment and English language proficiency.

Community capital (Moderate)

The cohesion and connectedness of these communities supports the capacity to coordinate and cooperate for mutual benefit, including preparing for, responding to and recovering from natural hazard events. However, there may be some community capital characteristics that constrain this capacity. The combination of supporting and constraining circumstances will vary across SA2s in the group, but capacity may be constrained by mid-range crime rates, slightly less supportive and well-off neighbourhoods and lower levels of volunteering.

Social and community engagement (Moderate)

These communities have some capacity to adaptively learn and transform in response to complex change, including that associated with natural hazards, but may also face some constraints on this capacity. While the characteristics supporting and constraining capacity will vary across SA2s in the group, but these communities can be expected to have mid-range levels of in and out migration, suggesting a slightly less stable population.

Barriers to disaster resilience

Economic capital (Low)

These communities have economic characteristics that may constrain their capacity to prepare for, respond to and recover from natural hazard events. The circumstances limiting this capacity will vary, but it is likely that these communities will have relatively high proportions of rental households and low income households, resulting in a limited capacity to buffer external financial shocks. In many cases this will be exacerbated by an economy dominated by a single industry sector.

Planning and the built environment (Low)

Planning systems and the character of the built environment may constrain the capacity of these communities to prepare for natural hazard events using strategies of mitigation, planning or risk management. While the characteristics constraining this capacity will vary across SA2s in the group, most communities are likely to have a predominance of older building stock and relatively more people residing in caravans or improvised dwellings.

Emergency services (Low)

These communities have emergency services characteristics that may constrain their capacity to respond to natural hazard events. Constraint largely arises because of remoteness, which limits the availability of emergency and other services. Due to other sources of disadvantage, these communities may have a greater presence of welfare support workers and police, but these positive aspects of response capacity are offset by their very limited access to medical services.

Information access (Low)

These communities have constrained capacity to engage with natural hazard information and to access knowledge associated with natural hazard preparation, self-reliance and response. The main characteristic contributing to reduced capacity is limited telecommunications access.

Governance and leadership (Low)

These communities are associated with a governance environment that may be limited by the capacity of organisations to adaptively learn, transform and adjust to complex change, including that related to natural hazards. The characteristics constraining capacity will vary across SA2s in the group, but it is likely that these communities do not have the benefit of research organisation presence and innovative commercial firms. Levels of local economic development support may also be limited.

Complete List of SA2s by Group | 2

A. Situational Analysis

i. Remote Community Context Analysis Local Emergency Management Plan

Data Source: Wurrumiyanga Local Emergency Plan
See PDF

Local Emergency Management Plan

Current Local Emergency Management Plan's offer important infrastructure, geographical data, some demographical data and key stakeholder details.

The information provides essential services / available resource analysis, valuable to the execution of the Local Emergency Management leadership group.

4. Locality context

This Plan complements the Northern Regional Emergency Plan[1] as it relates to the Locality. For further information on the hierarchy of plans, refer to the Territory Emergency Plan[2]. The Locality covers approximately 2,000 square kilometres (km) and is located approximately 80 km north of Darwin and forms part of the Northern Region, as defined by the Territory Emergency Plan.

The Locality population is approximately 2,500, with the main population centre being the town of Wurrumiyanga.



[1] More information can be found at: https://www.pfes.nt.gov.au/emergency-service/publications
[2] More information can be found at: https://www.pfes.nt.gov.au/emergency-service/emergency-management

4.1. Climate and weather

The Locality experiences similar weather conditions which occur throughout the Top End of the NT. There is a distinct Wet Season (October to April) and Dry Season (May to September). Compared to Darwin, temperatures tend to be slightly higher during the Wet Season and slightly lower during the Dry Season.

4.2. Geography

The land ranges from saline coastal flats and mangroves to densely wooded areas. The Locality is drained by a number of rivers and creeks, the main being:

- Dudwell Creek
- Euro Creek
- Gullala Creek

Apsley Strait, which links the Arafura Sea with the Beagle Gulf, and passes between Bathurst and Melville Islands.

4.3. Sacred sites

The Aboriginal Areas Protection Authority (AAPA) is a statutory body established under the *Northern Territory Aboriginal Sacred Sites Act 1989* and is responsible for overseeing the protection of Aboriginal sacred sites on land and sea across the NT.

A sacred site is defined by the *Aboriginal Land Rights (Northern Territory) Act 1976* (Cth) as being 'a site that is sacred to Aboriginals or is otherwise of significance according to Aboriginal tradition.' Sacred sites are typically landscape features or water places that are enlivened by the traditional narratives of Aboriginal people.

AAPA requests notification of any action that may have affected a sacred site. For more information on sacred sites relevant to this Locality or to report an action that may have affected a sacred site, contact AAPA on (08) 8999 4365 or via email at enquiries.aapa@nt.gov.au.

4.4. Sites of conservation

The Tiwi Islands is a site of conservation significance for this Locality. For further information about these sites contact the Department of Environment, Parks and Water Security[3].

4.5. Tourism

Wurrumiyanga has the Patakajilla Museum and arts and craft stores, Tiwi Design and Keeping Place. The Locality also has the Tiwi Adventure Tours, which is located at the north of the island and is only accessible by boat.

4.6. NT and local government

In March 2019, the NT Government (NTG) implemented 6 regional boundaries across the NT to strengthen the role of the Regional Network Group and align service delivery and reporting. This Locality sits within the Top End Boundary.

NTG agencies that have a presence in the Locality include:

- NTPF
  - police station and cells
- NT Fire and Rescue Service (NTFRS)

[3] More information can be found at: https://nt.gov.au/environment/environment-data-maps/important-biodiversity-conservation-sites/conservation-significance-list



Photo: Agnella Tupungwuti.
IC Cultural Knowledge Provider

"We need to know who is on the Local Emergency Management Committee. We feel disconnected from Local Emergency Management operations and processes."

IC Cultural Knowledge Providers

A. Situational Analysis

Local Emergency Committee members are often community agency representatives, from key stakeholder groups including Health, Education, Local Government, Industry and others.

Key stakeholders such as the local School Principal hold a large reach within community and potentially valuable resources that may be made available during an event.

Furthermore, key stakeholders are often employers with day-to-day relationships with many households in community. Thus, the relationships with community can provide access to vital situational analysis.

However, these actors are rarely Traditionally connected to Country, Culture, People and Community. Reducing the Cultural Capital within the Local Emergency Committee

i. Remote Community Context Analysis
Local Emergency Committee

Data Source: Local Emergency Committee. Terms of Reference.
See PDF

1. Introduction

The Local Emergency Committee (LEC) Terms of Reference (ToR) has been developed in line with Schedule One of the *NT Emergency Management Act 2013* (the Act)[1].

1.1. Purpose

The purpose of the ToR is to define the LEC members' roles and responsibilities and guide meeting procedures.

1.2. Context

A LEC is established by a Local Emergency Controller (hereby referred to as Local Controller) under Section 80 of the Act[2], to oversee emergency planning and operations in each locality of the NT. Local emergency response arrangements are detailed in local emergency plans[3]. Regional arrangements are activated when local emergency response arrangements are insufficient.

2. Membership

2.1. Chairperson

The Territory Emergency Controller (hereby referred to as Territory Controller) in accordance with section 76 of the Act[4] appoints a Local Controller for each locality respectively. The Local Controller is also the Chair of the LEC for the relevant locality.

2.2. Committee Membership

The membership of a LEC consists of the following members:

- the Local Controller (Chair) for the locality;
- a member of the NT Emergency Service (NTES)
- any other person the Committee considers necessary or desirable to appoint.

2.3. How a member is appointed

As set out in Section 84 of the Act[5], the Committee may appoint:

- a person by name; or
- a person by reference to the office, position or designation held or occupied by the person; or
- a person from time to time holding or occupying a named office, position or designation.

[1] Emergency Management Act 2013
[2] The Act, Part 4, Division 11, Section 80
[3] NTES Publications Page - Emergency Plans
[4] The Act, Part 4, Division 10, Section 76
[5] The Act, Part 4, Division 11, Section 84

Local Emergency Committee: Terms of Reference

3. Roles and Functions

The LEC performs the following functions and possesses the specific powers as follows:

3.1. Local Controller (Chair)

The Local Controller has the following functions:

- to supervise emergency operations in the locality;
- to ensure that the instructions, policies and procedures of the Territory Controller and the Regional Emergency Controller (hereby referred to as Regional Controller) for the region in which the locality is located are complied with;
- any other functions conferred on the Local Controller by the Territory Controller, the Regional Controller or by the Act.

The Local Controller is also responsible for the care and maintenance of equipment made available to the locality by the NTES.

The role of the Local Controller is to:

- assume responsibility for leadership of the LEC
- preside at meetings
- set the agenda and provide secretariat support
- oversee compliance of governance, reporting processes and timeframes.

3.2. LEC

As outlined in section 81 of the Act[6], the LEC for a locality has the following functions:

a) to advise and assist the Local Controller for the locality in the exercise of their powers and the performance of their functions;
b) any other functions conferred on the Committee or by the Act

LEC members will commit to:

- attendance at LEC meetings and when unable to, give prior notice to the Local Controller and nominate a proxy
- contribute to an annual review of their relevant local emergency plan
- actively contribute to discussions
- actively contribute to the decision-making process
- participate in line with the LEC ToR in an effective, inclusive environment
- provide advice to their respective managers and agencies on emergency management matters pertaining to the LEC business
- escalate risks and concerns relevant through their chain of command

[6] The Act, Part 4, Division 11, Section 81

A. Situational Analysis

i. Remote Community Context Analysis
Local Controller and Aboriginal Liaison Officer

Data Source: Local Emergency Management Plan
See PDF

Local Controller

Local Controller existing relationships with Country, Culture, People and Community are a valuable source of situational analysis pertaining to Cultural Capital.

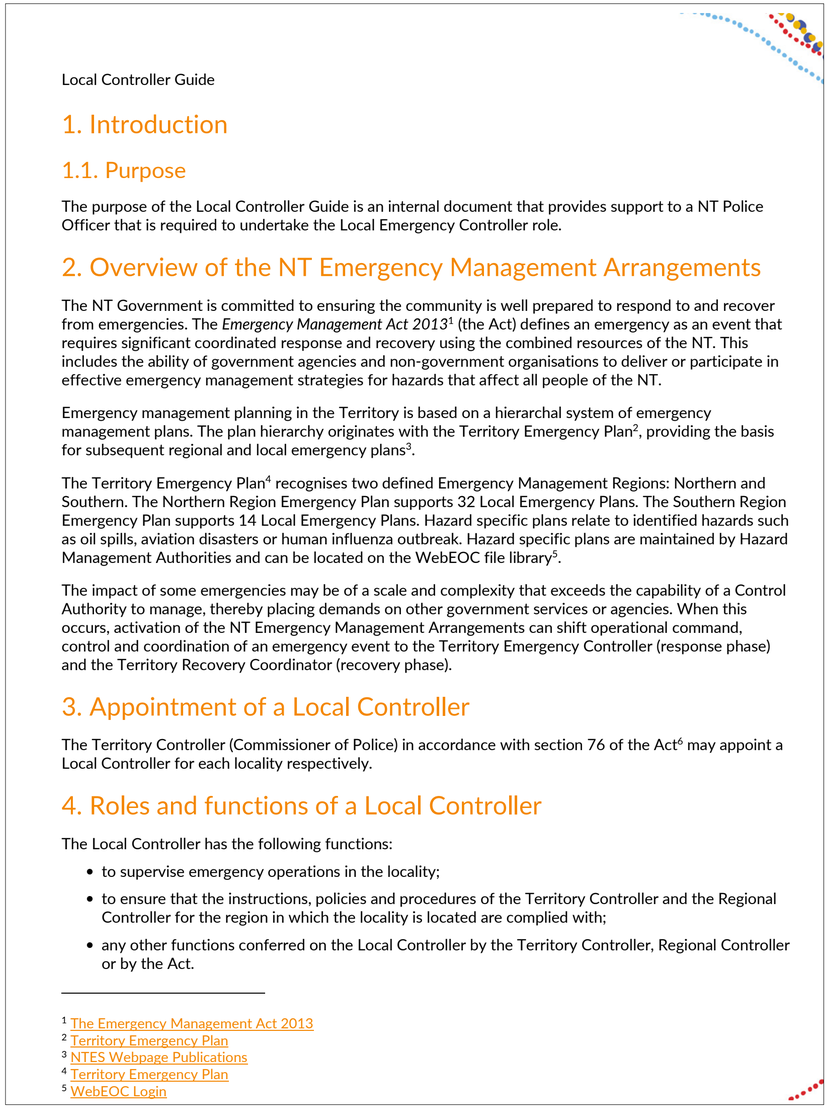
However, the knowledge gained through day-to-day life in community appears to have limited transferability, remaining with the Local Controller when they leave community.

Aboriginal Liaison Officers (ALO)

Community Police Stations who currently have ALO's on staff, are significantly better placed to understand, lead and execute Local Emergency Management planning.

ALO positions can be challenging, particularly when attempting to navigate local cultural lore and State / Territory law.

Furthermore, other challenges are exacerbated if that Officer is not Traditionally connected to Country, Culture, People and Community.



Local Controller Guide

1. Introduction

1.1. Purpose

The purpose of the Local Controller Guide is an internal document that provides support to a NT Police Officer that is required to undertake the Local Emergency Controller role.

2. Overview of the NT Emergency Management Arrangements

The NT Government is committed to ensuring the community is well prepared to respond to and recover from emergencies. The *Emergency Management Act 2013*[1] (the Act) defines an emergency as an event that requires significant coordinated response and recovery using the combined resources of the NT. This includes the ability of government agencies and non-government organisations to deliver or participate in effective emergency management strategies for hazards that affect all people of the NT.

Emergency management planning in the Territory is based on a hierarchal system of emergency management plans. The plan hierarchy originates with the Territory Emergency Plan[2], providing the basis for subsequent regional and local emergency plans[3].

The Territory Emergency Plan[4] recognises two defined Emergency Management Regions: Northern and Southern. The Northern Region Emergency Plan supports 32 Local Emergency Plans. The Southern Region Emergency Plan supports 14 Local Emergency Plans. Hazard specific plans relate to identified hazards such as oil spills, aviation disasters or human influenza outbreak. Hazard specific plans are maintained by Hazard Management Authorities and can be located on the WebEOC file library[5].

The impact of some emergencies may be of a scale and complexity that exceeds the capability of a Control Authority to manage, thereby placing demands on other government services or agencies. When this occurs, activation of the NT Emergency Management Arrangements can shift operational command, control and coordination of an emergency event to the Territory Emergency Controller (response phase) and the Territory Recovery Coordinator (recovery phase).

3. Appointment of a Local Controller

The Territory Controller (Commissioner of Police) in accordance with section 76 of the Act[6] may appoint a Local Controller for each locality respectively.

4. Roles and functions of a Local Controller

The Local Controller has the following functions:

- to supervise emergency operations in the locality;
- to ensure that the instructions, policies and procedures of the Territory Controller and the Regional Controller for the region in which the locality is located are complied with;
- any other functions conferred on the Local Controller by the Territory Controller, Regional Controller or by the Act.

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[1] The Emergency Management Act 2013
[2] Territory Emergency Plan
[3] NTES Webpage Publications
[4] Territory Emergency Plan
[5] WebEOC Login

“Aboriginal Liaison Officer role is really important in community. We are able to help Police Members who are not from here to navigate community. It’s easier, if community members don’t want to talk to other officers, they feel more comfortable talking to Aboriginal Liaison Officers.”

Police Aboriginal Liaison Officer

ii. Indigenous Connection Approach
Context Analysis – Wurrumiyanga

Data Source: Indigenous Connection Cultural Knowledge Providers (IC). Tiwi Land Council (TLC). Australian Bureau of Statistics (ABS). Northern Territory Government, Dept of Education (NTG).

Cultural Governance System (TLC / IC): Community specific rules and norms that are guided by kinship

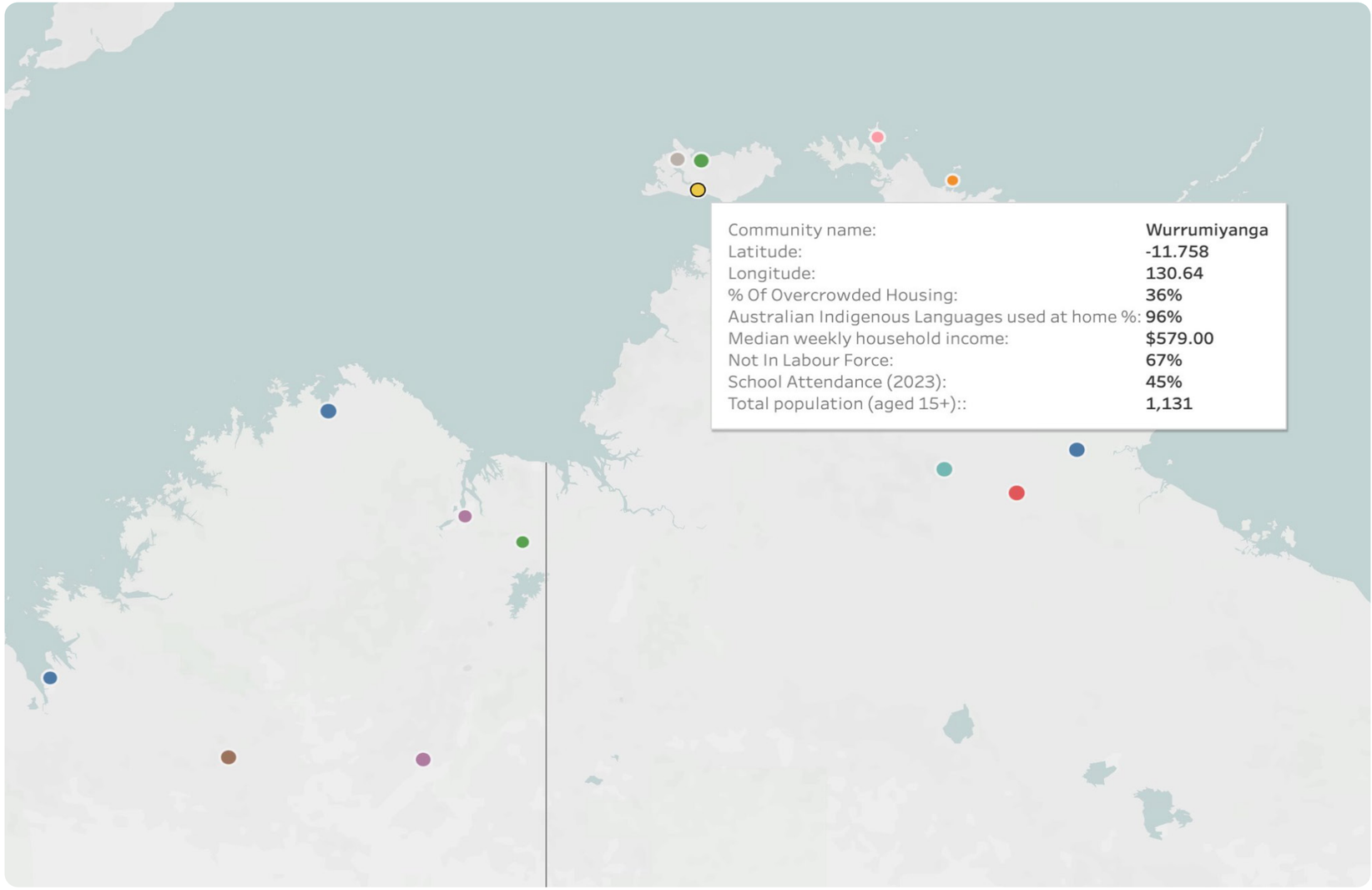
- 4 skin Groups within the kinship system Wantarringuwi (sun) Miyartiwi (pandanus) Marntimapila (rock) Takaringuwi (mullet)
- 8 Clan Groups are connected to specific areas of Country across the Tiwi Islands (Jikilaruwu / Malawu / Mantiyupwi / Marrikawuyanga / Munupi / Wulirankuwu / Wurankkuwu / Yimpinari)
- Established cultural leadership, roles and responsibilities
- Established cultural decision-making processes, relationships and interconnectedness
- Established cultural values, beliefs and spirituality

Preferred Communication Style (IC)

- Language: 96% of households speak an Indigenous language (Mostly Tiwi)
- Verbal communication is preferred
- In-person / small groups / big community meetings preferred
- Behavioural protocols, rules and norms exist

Connection Country (TLC / IC)

- Mantiyupwi Clan Group members are traditionally connected to Wurrumiyanga
- Significant sites
- Historic significance
- Ceremony grounds



ii. Indigenous Connection Approach Context Analysis – Pirlangimpi

Data Source: Indigenous Connection Cultural Knowledge Providers (IC). Tiwi Land Council (TLC). Australian Bureau of Statistics (ABS). Northern Territory Government, Dept of Education (NTG).

Cultural Governance System (TLC / IC): Community specific rules and norms that are guided by kinship

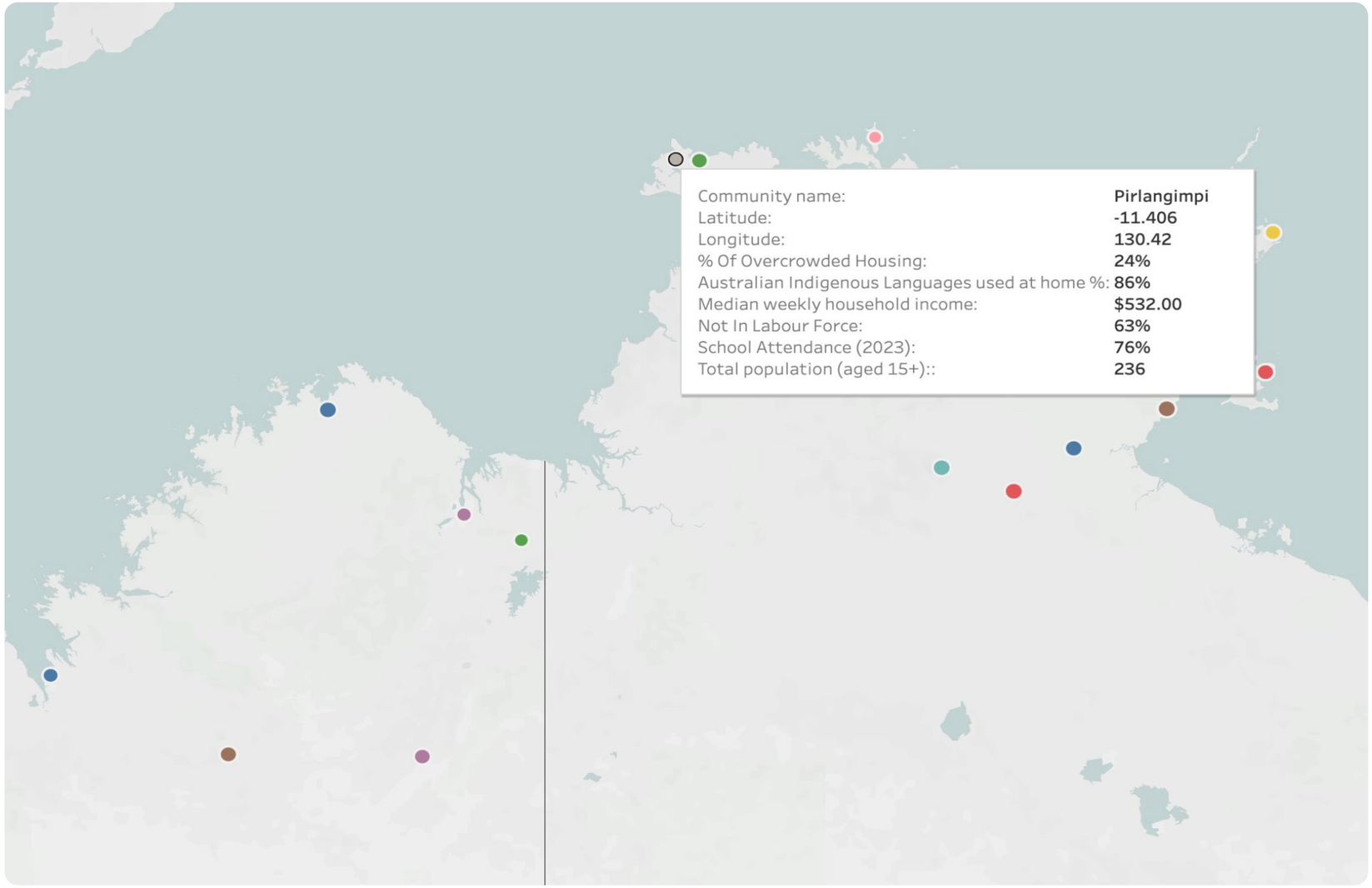
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- Established cultural leadership, roles and responsibilities
- Established cultural decision-making processes, relationships and interconnectedness
- Established cultural values, beliefs and spirituality

Preferred Communication Style (IC)

- Language: 86% of households speak an Indigenous language (Mostly Tiwi)
- Verbal communication is preferred
- In-person / small groups / big community meetings preferred
- Behavioural protocols, rules and norms exist
- Established cultural values, beliefs and spirituality

Connection to Country (TLC / IC)

- Munupi Clan Group members are traditionally connected to Pirlangimpi
- Significant sites
- Historic significance
- Ceremony grounds



ii. Indigenous Connection Approach
Cultural Knowledge Providers

Knowledge for Country, Culture, People and Community

The images of people shown on this report are IC Cultural Knowledge Providers (CKPs) who contributed to this project, living in Wurrumiyanga, Tiwi Islands. Ian Gumbula, managed project Cultural Governance processes. Indigenous knowledges are held in relationship with Lore and Country.

IC CKPs hold unique Cultural Capital in the form of knowledge for Country, Culture, People and Community. IC Cultural Knowledge Providers are employees employed by IC to deliver Knowledge Services. CKPs are invited to share cultural knowledge that is appropriate to share publicly.

IC Knowledge Services



Photo: Virgil Kerinaiua
Indigenous Connection Knowledge Provider.

"It makes us feel stronger now that we have been introduced and reviewed this plan. We feel better connected to emergency management, because it's our place, it’s where we live. And we know everyone in this community, we are related through kinship we are all one people."

IC Cultural Knowledge Providers

ii. Indigenous Connection Approach
Cultural Capital Analysis Framework

*Combined Pirlangimpi and Wurrumiyanga context data.

Remote community context*

Total population
1498

Overcrowded housing and homelessness
30%

Cultural Governance
Tiwi People

Not in the Labour Force
65%

Speak an Aboriginal or Torres Strait Islander language at home
91%

Health
13yr life expectancy gap

Justice
High-level incarceration rates

Remoteness Index
Very remote

Digital
Low-level digital inclusion

Supporting Functions

Products/Services
Technology
Infrastructure
Information/Community Education

Rules and Norms

Processes
Internal Policies
External Regulations and compliance
Cultural Relationships and Interconnectedness

Identified point(s) of friction

Rules and Norms

Within the ‘Statistical Area Level 2 (SA2), are more than 200 individual Outstations, Homelands, Remote and Very Remote Communities

Understanding of significant sites, Cultural Relationships and Interconnectedness on a place-by-place basis, appears to be difficult to ascertain

Community Relationship

Recognising cultural differentiation across multiple communities, supports improved situational analysis

Relationship impact

Increased effectiveness of leadership information and collateral design. Ultimately supporting improved community member buy-in and resilience

What is currently working well

In Community Local Controllers

Local Controllers and team members are well positioned to develop their own cultural knowledge appreciation through day-to-day life

Supporting improved situational analysis and knowledge required to help navigate emergency events

However, Knowledge sustainability and transfer challenges exist

Change Aspiration

Create sustainable situational analysis processes, that increase context-informed and placed based Emergency Management on Country

Investing in Local Emergency Management Cultural Capital development

Cultural Capital Development Situational Analysis

1. NTES to expand current situational analysis processes, to better understand Cultural Capital within each community

2. Cultural Knowledge Providers to be engaged to share knowledge for Country, Culture, People and Community

3. Annual situational analysis review in sync with other LEM review activities

B. Context-Informed Leadership Design

i. Community Leadership Framework

ii. Current Interactional Leadership Model

iii. Future Interactional Leadership Model

iv. Cultural Capital GAP Analysis

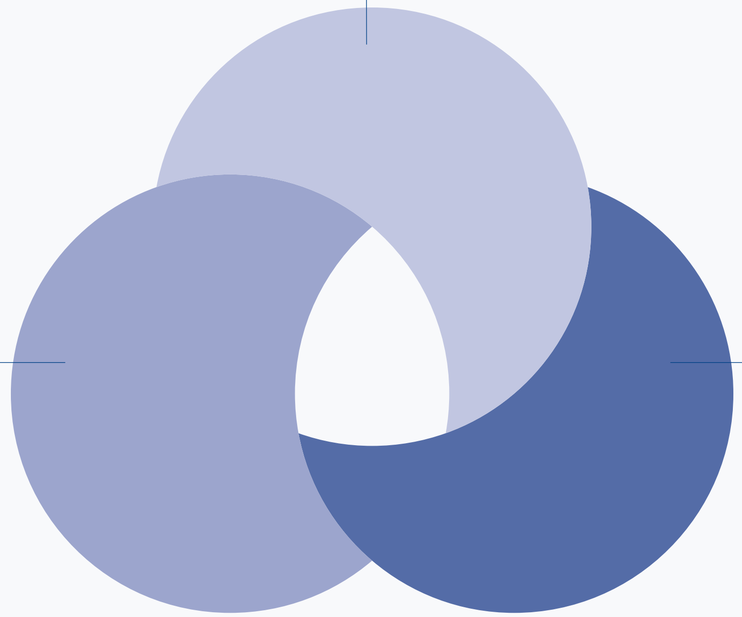
B. Context-Informed Leadership Design

i. Community Leadership Framework

Hughes, Ginnet, Curphy, “The Components of Community Leadership” 2014

Community leadership is the process of building a team of people to accomplish an important community goal.

Framing
How we frame information on Country matters. Underpinning effectiveness to influencing community member action. A Community Leadership model is strengthened by context-informed framing

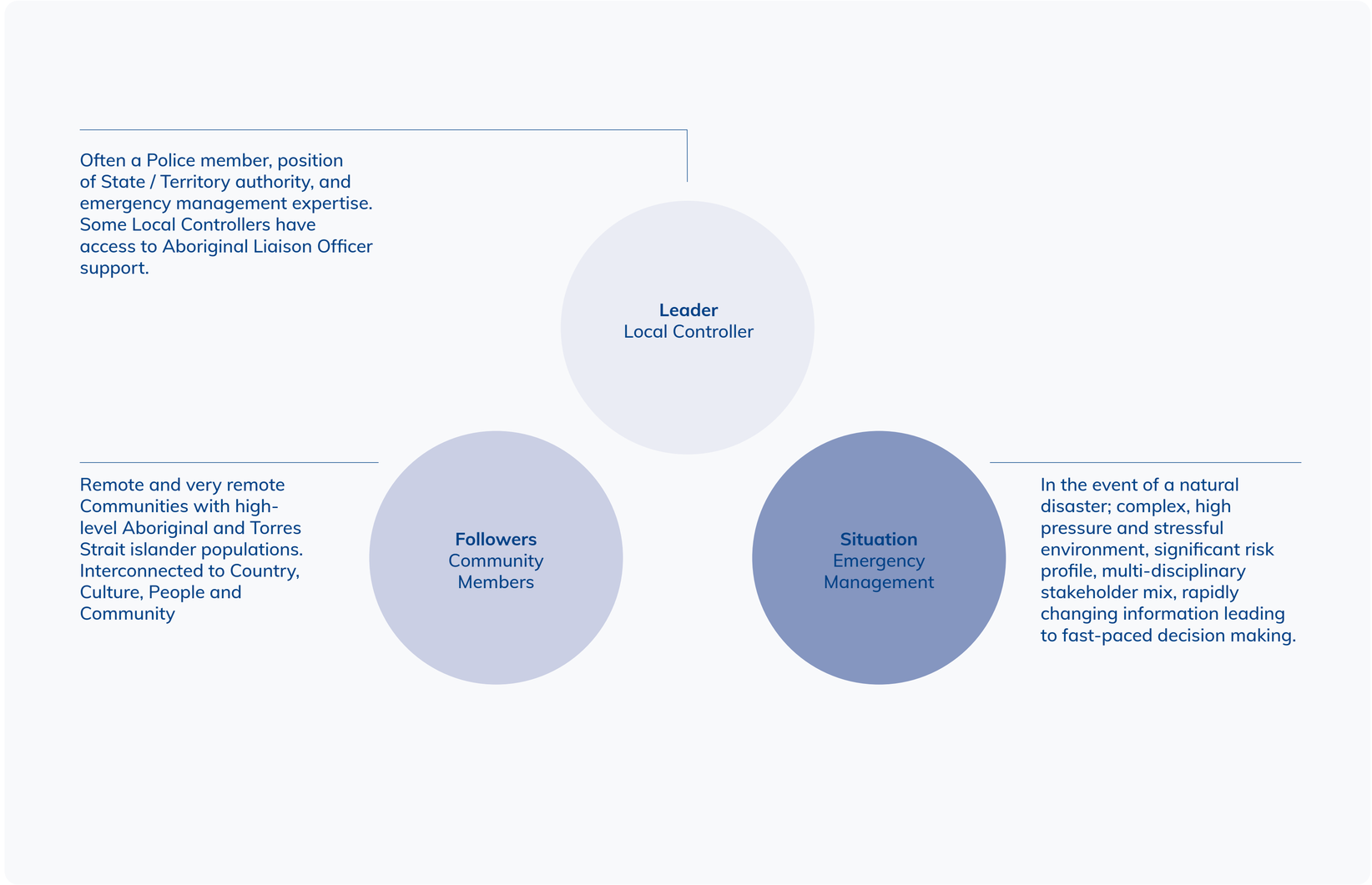


Social and Cultural Capital
Recognising the critical importance of relationships and interconnectedness in remote community contexts. High-pressure situations increase the importance of established social and cultural capital

Mobilisation
Embracing existing cultural governance system, leaders, rules and norms to influence community member movement in the desired direction

ii. Current Interactional Leadership Model

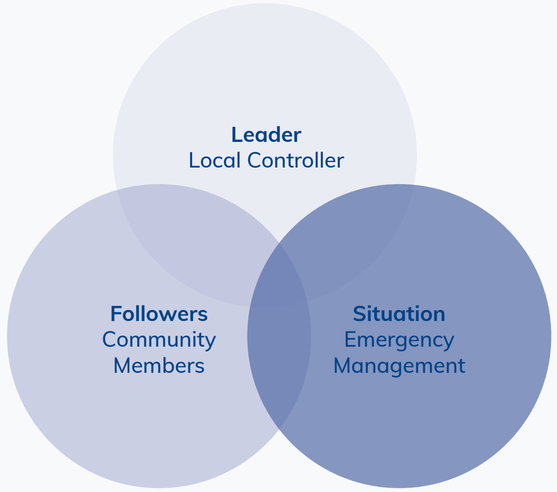
Existing Local Emergency Management Leadership Model



iii. Future Interactional Leadership Model

Building Cultural Capital into the Leadership model, creating a two-way leadership model

Appointment of Community members with high-level Cultural Capital, to Local Emergency Management Committee to support the Local Controller



Impact on followers
We expect, with increased leadership cultural capital, Local Emergency Management information will be appropriately frame and communicated to followers. Supporting increased Remote and Very Remote Community member readiness to 'follow' Local Emergency Management processes and instructions.

In the event of a natural disaster; complex, high pressure and stressful environment, significant risk profile, multi-disciplinary stakeholder mix, rapidly changing information leading to fast-paced decision making.



Photo (left-right): Agnella Tupungwuti, Mary Munkuara, Francilla Puruntatameri, Brad Martin, Virgil Kerinaiua and Ian Gambula.

“We want our community voice to be included in the design of this plan. And the management of this plan.”

IC Cultural Knowledge Providers

iv. Cultural Capital GAP Analysis

*Combined Pirlangimpi and Wurrumiyanga context data.

Remote community context*

Total population
1498

Overcrowded housing and homelessness
30%

Cultural Governance
Tiwi People

Not in the Labour Force
65%

Speak an Aboriginal or Torres Strait Islander language at home
91%

Health
13yr life expectancy gap

Justice
High-level incarceration rates

Remoteness Index
Very remote

Digital
Low-level digital inclusion

Supporting Functions

Products/Services
Technology
Infrastructure
Information/Community Education

Rules and Norms

Processes
Internal Policies
External Regulations and compliance
Cultural values and practice

Identified point(s) of friction

Rules and Norms

Limited Cultural Capital within existing Local Emergency Management model

Community Relationship

In the event of a Natural Disaster, the relationship confluence between follower and leader is critically important

Relationship impact

Protection of life and property from the effects of Natural Disaster events

What is currently working well

In Community Local Controllers

All CKP's in Pirlangimpi and Wurrumiyanga interviewed, reported positive relationships with Local Controllers and team members

Wurrumiyanga and Pirlangimpi currently employee Aboriginal Liaison Officers

Tiwi People identifying as 'one people' suggests reduced cultural complexity compared to other communities across Northern Australia

Change Aspiration

Increased Social and Cultural Capital within the Emergency Management Committee. Embracing the Community Leadership framework, to design a more cross-culturally appropriate leadership environment that celebrates two-way learning

Cultural Capital Development Situational Analysis

1. Inviting community members holding Cultural Authority to become paid Local Emergency Management Committee members

2. Develop monitoring and evaluation framework to measure the effectiveness of the leadership model change

C. Communication, Information and Collateral

i. Context-Informed Communication, Information and Collateral

ii. Local Emergency Management Plan

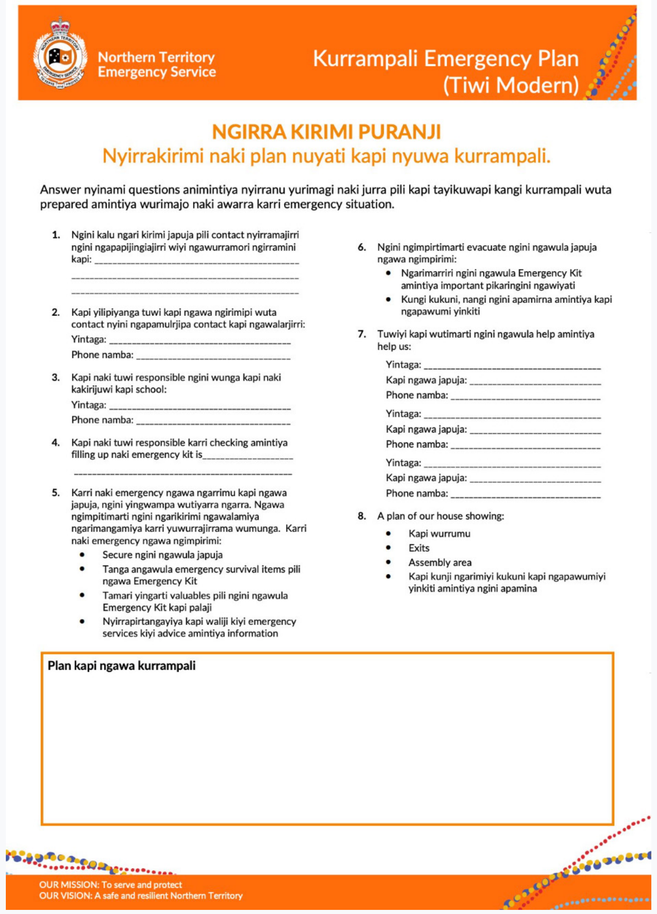
iii. Cultural Capital GAP Analysis

Household Emergency Plans

Household Emergency Management Plans are published in 8 Indigenous languages. One being published in East-side Kriol, aligning with a significant population of remote and very remote communities preferred language spoken across the Big Rivers region.

Video Content

Community Resilience Films designed to support remote and very remote community members' access to learning materials. 5 Community Films are currently published.



Northern Territory Emergency Service

Kurrampali Emergency Plan (Tiwi Modern)

NGIRRA KIRIMI PURANJI

Nyirrakirimi naki plan nuyati kapi nyuwa kurrampali.

Answer nyinami questions animintiya nyirranu yurimagi naki jurra pili kapi tayikuwapi kangi kurrampali wuta prepared amintiya wurimajo naki awarra karri emergency situation.

1. Ngini kalu ngari kirimi japuja pili contact nyirramajirri ngini ngapapijingiajirri wiyi ngawurramori ngirramini kapi: _____
2. Kapi yilipiyanga tuwi kapi ngawa ngirimipi wuta contact nyini ngapamulrjipa contact kapi ngawalarjirri:
   Yintaga: _____
   Phone namba: _____
3. Kapi naki tuwi responsible ngini wunga kapi naki kakirijuwi kapi school:
   Yintaga: _____
   Phone namba: _____
4. Kapi naki tuwi responsible karri checking amintiya filling up naki emergency kit is_____
5. Karri naki emergency ngawa ngarrimu kapi ngawa japuja, ngini yingwampa wutiyarra ngarra. Ngawa ngimpitimarti ngini ngarikirimi ngawalamiya ngarimangamiya karri yuwurrajirrama wumunga. Karri naki emergency ngawa ngimpirimi:
   - Secure ngini ngawula japuja
   - Tanga angawula emergency survival items pili ngawa Emergency Kit
   - Tamari yingarti valuables pili ngini ngawula Emergency Kit kapi palaji
   - Nyirrapirtangayiya kapi waliji kiyi emergency services kiyi advice amintiya information
6. Ngini ngimpirtimarti evacuate ngini ngawula japuja ngawa ngimpirimi:
   - Ngarimarriri ngini ngawula Emergency Kit amintiya important pikaringini ngawiyati
   - Kungi kukuni, nangi ngini apamirna amintiya kapi ngapawumi yinkiti
7. Tuwiyi kapi wutimarti ngini ngawula help amintiya help us:
   Yintaga: _____
   Kapi ngawa japuja: _____
   Phone namba: _____
   Yintaga: _____
   Kapi ngawa japuja: _____
   Phone namba: _____
   Yintaga: _____
   Kapi ngawa japuja: _____
   Phone namba: _____
8. A plan of our house showing:
   - Kapi wurrumu
   - Exits
   - Assembly area
   - Kapi kunji ngarimiyi kukuni kapi ngapawumiyi yinkiti amintiya ngini apamina

Plan kapi ngawa kurrampali

OUR MISSION: To serve and protect
OUR VISION: A safe and resilient Northern Territory



Multi-agency Community Resilience Films - GROOTE EYLANDT

NT Police, Fire and Emergency Services (NTPFES) 1.64K subscribers Subscribe 17 Share Save

“We didn’t know a Household Emergency Management Plan in Tiwi language existed. We are concerned that households are not prepared. We rely on internet and phone a lot. If we lose internet, particularly the community notice board, we won’t know what’s happening.”

IC Cultural Knowledge Providers

Local Emergency Management Plan

- Current Local Emergency Management Plans are approximately 50 pages in length
- The plans are published in English only
- The plans are available online via the NTES website
- The documents are living and breathing documents that are reviewed and updated sporadically
- As identified earlier in this report, some local context evaluation is provided in the plans
- However, limited cultural context data is offered within the Local Emergency Management Plans

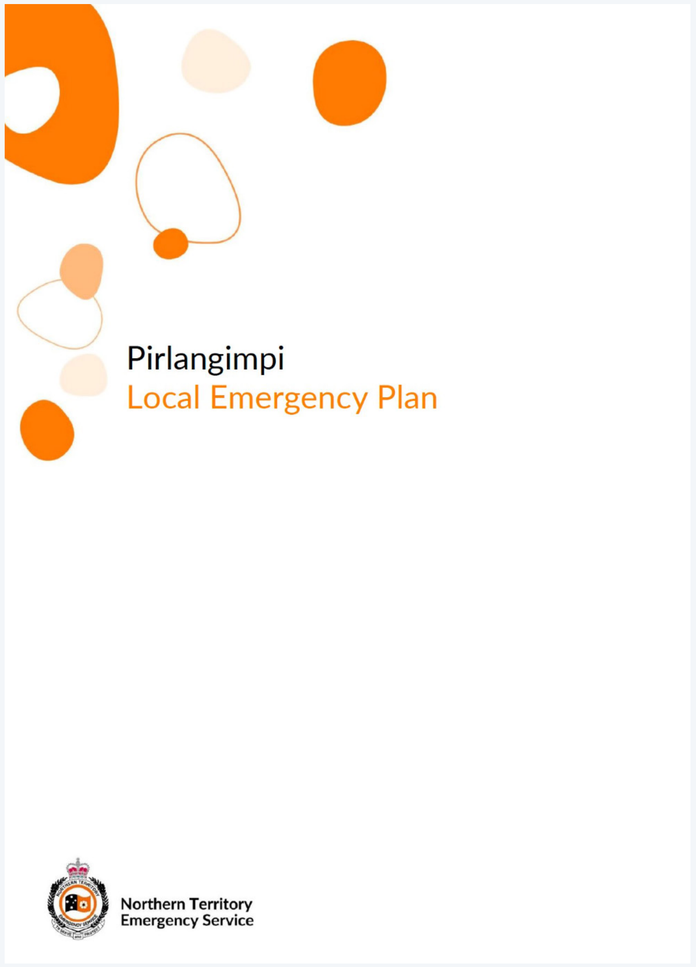






Photo: Francilla Puruntatameri
IC Cultural Knowledge Provider

“We never knew this existed, I am concerned about lack of communication, particularly about the preparedness of houses, rubbish and dangerous objects”. “Communication, community awareness and education seem to be lacking from this plan or the execution of the plan – education doesn’t appear to be happening in community.”

IC Cultural Knowledge Providers

iii. Cultural Capital GAP Analysis

*Combined Pirlangimpi and Wurrumiyanga context data.

Remote community context*

Total population
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Rules and Norms

Processes
Internal Policies
External Regulations and compliance
Cultural values and practice

Identified point(s) of friction

Supporting Functions

The Natural Disaster situational analysis earlier in this report identified characteristics of high-pressure, high-risk, fast decision making, rapidly changing information

In the event of an evacuation, leadership and communication effectiveness is critical

Community Relationship

Effective communication underpins cross-cultural relationships

Supporting all actors within the relationship to share needs, objectives and enables understanding

Relationship impact

Protection of life and property from the effects of Natural Disaster events

What is currently working well

In Community Local Controllers

Developing communication materials in language that support community members to better prepare for natural disasters

Publishing learning content in video format

Engaging Community Members to present learning materials within video content increases Cultural Capital and effectiveness of content

Change Aspiration

Create context-informed communication, information and collateral, to support improved community-wide natural disaster preparedness and resilience

Cultural Capital Development Situational Analysis

1. Expanding upon what is currently working well: Create paid opportunities for cultural leaders to communicate local Emergency Management information in language, in-person and in community

D. Community Engagement

i. Core Market Actors

ii. Voluntary Participation Analysis

iii. Paid Participation Analysis

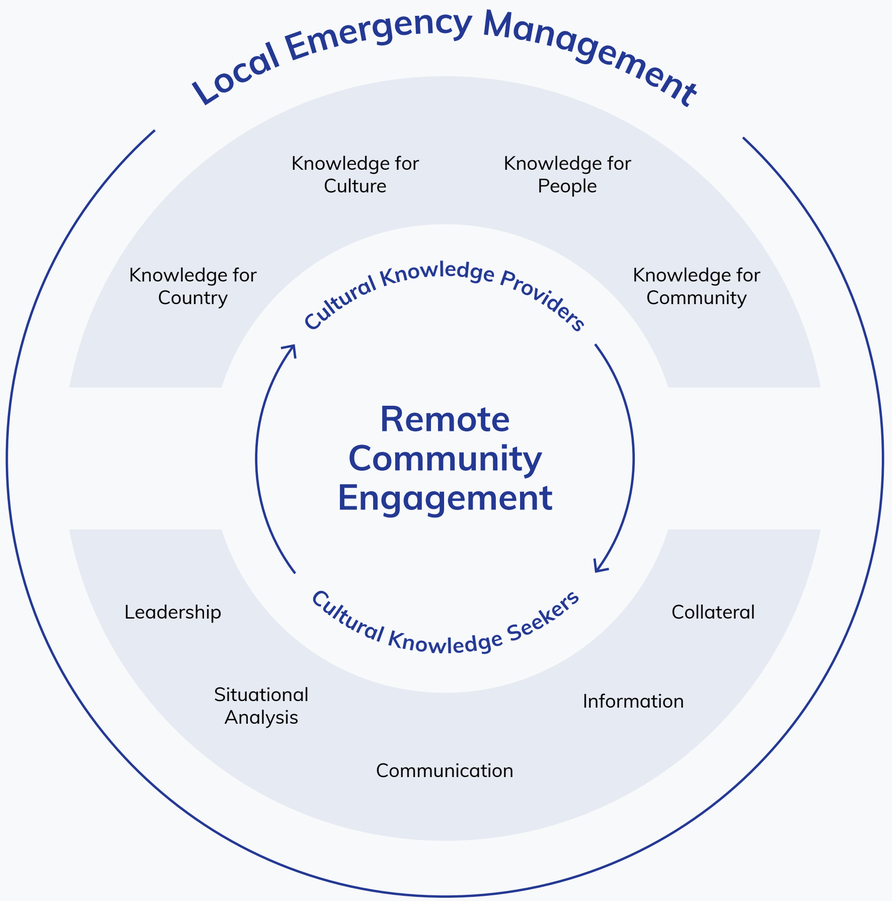
iv. Cultural Capital GAP Analysis

D. Community Engagement

i. Core Market Actors

Supply side actors
Cultural Knowledge Providers willing to share knowledge for Country, Culture, People and Community within Local Emergency Committee, leadership, operations and process management.

Demand side actors
Northern Territory Emergency Service and broader emergency management stakeholder group.



Voluntary Labour Market Challenges

Context Alignment

65% Pirlangimpi and Wurrumiyanga population are Not in the Labour Force. Multiple barriers to economic participation exists as identified earlier in this report. However, high-level demand for context-informed employment opportunities exists.

Local Emergency Management Participation

Low-level community member participation rate. However, CKP's when asked said, "we have never been asked to volunteer".

Reliability

Reliability challenges are present in many voluntary labour market settings. Remote community contexts hold additional situational forces that implicate volunteer reliability.

Volunteer Fatigue

We heard from community members who offered "we are tired from always been asked to volunteer on this one and that one". Often the same individuals are being asked to volunteer on multiple committees in addition to their cultural leadership/obligations.

Sense of Value, Purpose and Worth

We also heard from community members a reduced sense of value, purpose and worth relating to volunteering, when asked to share cultural knowledge. Compared to paying for cultural knowledge, recognising the capital asset value.

Cultural Capital

Cultural Knowledge Providers believe their knowledge is worth paying for.

Paid Labour Market Development Opportunities

Context Alignment

High-level demand for employment opportunities.

Local Emergency Management Participation

Creating an average of 4 x positions per community, per month to engage with Local Emergency Management processes. Supporting improved situational analysis, providing cultural leadership, supporting context-informed communications, information and collateral.

Reliability

IC has overcome reliability challenges on Country, by creating context-informed cultural labour market development strategy, products and services. The next phase of this project will generate labour force participation data.

Volunteer Fatigue

Creating paid participation to overcome volunteer fatigue. Furthermore, investing time / money / effort towards fostering future elders in leadership positions to share the opportunities across all clans / community.

Sense of Value, Purpose and Worth

IC believes paid participation simply formalises the value transfer of knowledge Supply / Demand with a monetary exchange, supporting improved community member access to recognition, pride, identity and respect.

Cultural Capital

Cultural Knowledge Providers believe their knowledge is worth paying for.

iv. Cultural Capital GAP Analysis

Community Context
Combined Pirlangimpi and Wurrumiyanga context data.

Remote community context

Total population
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Internal Policies
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Cultural values and practice

Identified point(s) of friction

Supporting Functions (Services)

Significant growth is forecast for the Emergency Management Market

A growing demand for emergency services translates to an increased demand for labour

An un-realised context-informed labour market exists on Country

Rules and Norms (Processes)

Voluntary Participation

Community Relationship

We heard from community members “this is our home, this our community, we should be engaging with emergency management”

Relationship impact

Protection of life and property from the effects of Natural Disaster events

What is currently working well

CKP’s high-level willingness to share Knowledge Services within Local Emergency Management market

CKP’s already hold the unique cultural capital required to support improved emergency management processes on Country

Demand for employment opportunities in remote communities is high.

Change Aspiration

Re-think process norms to create context-informed Emergency Management employment opportunties on Country

Improving community member emergency management participation whilst simultaneously improving natural disaster preparedness and resilience

Cultural Capital Development Situational Analysis

1. Explore the potential social and economic value of cultural capital development, by investing in emergency management job creation on Country

E. Cultural Capital Development

i. Two-way Learning Opportunities
ii. Local Emergency Management on Country

E. Cultural Capital Development

i. Two-way Learning Opportunities



A. Improved Situational Analysis

The creation of two-way learning processes and norms through the inclusion of cultural context analysis, to support improved and community specific situational analysis.

B. Community Leadership Model

Engaging with cultural authorities through quarterly Local Emergency Committee meetings presents two-way learning opportunities across Country, Culture, People and Community.

C. Communication, Information and Collateral

Communication underpins effectiveness to lead and shift behaviours during high-pressure situations. A two-way learning opportunity exists relating to preferred communication styles and the treatment of misinformation within individual communities. Furthermore, better supporting information framing and ‘who’ leads the communication.

D. Community Engagement

Considering the forecast increased demand for emergency services into the future, a clear need for labour exists. The opportunity is to re-think the community engagement/voluntary participation/emergency management labour market design on Country.

ii. Local Emergency Management on Country

01

Country Well-being

Improved understanding of significant sites, relationships and interconnectedness of community members connection to Country

Supporting informed Local Emergency Management operations and processes

02

Cultural Well-being

IC CKP's are willing to share their unique knowledge for Country, Culture, People and Community as Local Emergency Management Committee Members

Supporting CKP's access to pride, identity, recognition and respect

03

Human Well-being

Increased Local Emergency Management Cultural and Social Capital leading to improved protection of life and harm-reduction effectiveness

04

Community Well-being

Embracing Cultural and Social Capital within Local Emergency Management on Country, leading to improved institutional trust and a strengthened stakeholder relationships

05

Economic Well-being

Increased Cultural Economic Participation achieved through context-informed creation of employment opportunities on Country

06

Improved Natural Disaster Resilience

Improved Natural Disaster Resilience in remote and very remote communities of Northern Australia

F. Project Summary

F. Project Summary

Project Effectiveness

The project has been effective as it has simultaneously:

- Identified Cultural Capital Development opportunities within Local Emergency Management
- Captured the voice of remote community members
- Established a context-informed rationale to support further R&D relating to Emergency Management Labour Market Development on Country
- Increased remote community member awareness of Local Emergency operations and process management
- Increased remote community natural disaster resilience
- From a value-for-money perspective IC believes the project presents high-level value. IC is satisfied that the primary and secondary data explored, adequately supports the key recommendation to increase institutional investment of time / money / effort to enable Cultural Capital Development within Local Emergency Management on Country

Project Limitations

The project budget provided supported IC to deliver a limited scale Research and Development program.

Conflict of Interest Statement

Beyond this project, IC core mission is to reduce poverty in remote communities of Northern Australia, through the creation of employment. Cultural Knowledge Providers who were engaged to provide their insights pertaining to Natural Disaster Management on Country, were paid for their time.

Participation and information contributed may have been influenced by the remuneration process. However, Indigenous Connection is satisfied that this risk would not significantly change the recommendations provided.

Furthermore, IC is a potential benefactor in the future if IC was to be engaged to supply Knowledge Service on Country, as recommended within this report.

This project was made possible due to the generous philanthropic support provided by the NAB Foundation.

Furthermore, the invaluable contributions of Cultural Knowledge Providers, NT Police Members on Country and Gemma Bellenger, Northern Territory Emergency Service, who supported IC to explore Cultural Capital Development opportunities within Local Emergency Management on Country.

We hope the findings of this project will inspire further research and lead to improved Natural Disaster Readiness on Country. Indigenous Connection welcomes project feedback to support our continuous learning and improvement.

We would like to invite feedback from Remote Community Members effected by the impacts of natural disasters on Country. Furthermore, we would also like to invite feedback from stakeholders within the Emergency Management Market.

Stakeholders including Remote Community Police Members, Health Workers, Educators, Researchers, State/Territory/Federal Government organisations and all other actors.

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nab foundation

NORTHERN TERRITORY EMERGENCY SERVICE
TO SERVE and PROTECT

INDIGENOUS CONNECTION

CRCNA
DEVELOPING NORTHERN AUSTRALIA

Australian Red Cross

NGARIPUWANANJIRRI
Nurturing Tiwi Kakirijuwi and Ngirimpi on Country



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