

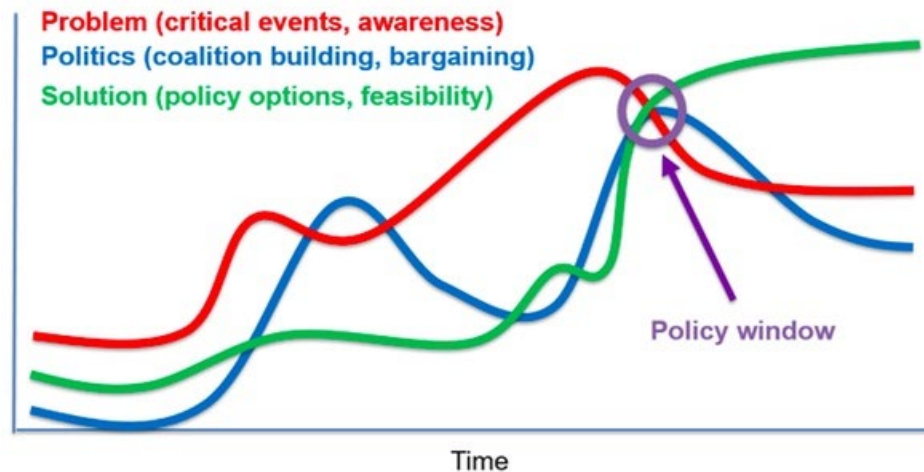


We can't live on a piece of paper – pragmatism and innovation in parks policy in the Northern Territory

Presentation to the IPSA World Congress, Brisbane, 22 July 2018

Kingdon's multiple streams framework

- Problem+policy+politics=window of opportunity
- Despite recognising the role of policy entrepreneurs, agency does not receive attention it should
 - Role of policy entrepreneur in framing (Knaggård 2015)
 - Also in creating package deals (Sætren 2016, p. 73)



Source: <http://www.thespacereview.com/article/3361/2>

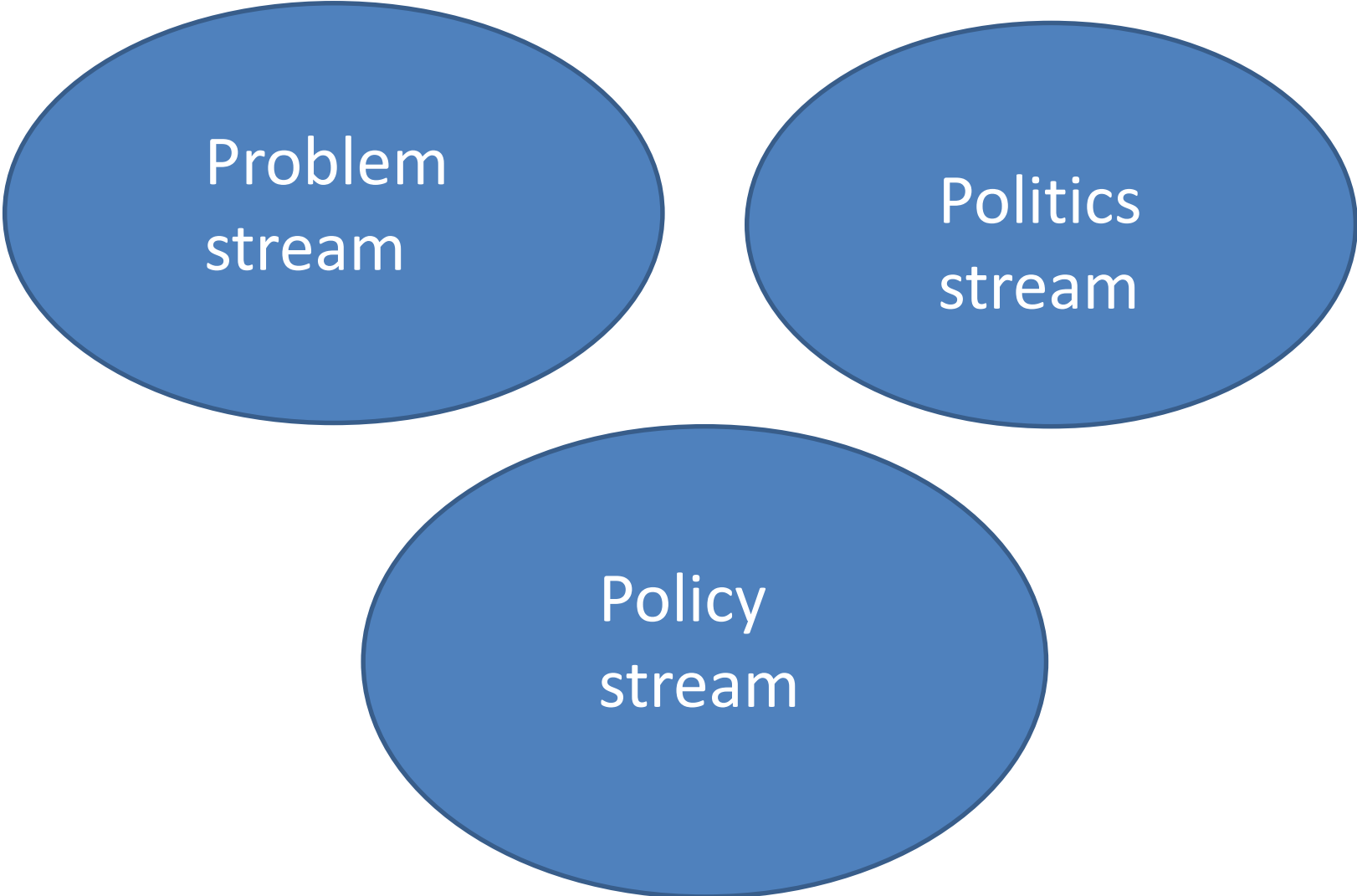
The case study

“The parties have agreed to jointly, establish, maintain and manage a comprehensive and representative system of parks in the Northern Territory for the purposes of benefitting both Aboriginal landholders and the wider community and of protecting biological diversity, serving visitor and community needs for education and enjoyment”

Joint Management Deed agreed by the Northern Territory Government, Northern and Central Land Councils, 17 Feb 2005



Framing and agency



Problem
stream

Politics
stream

Policy
stream

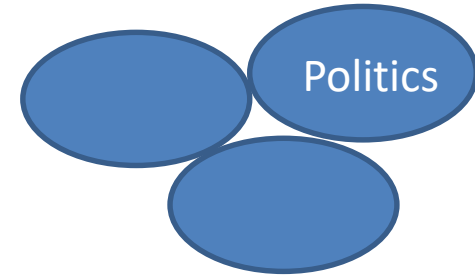
Problem stream



Problem

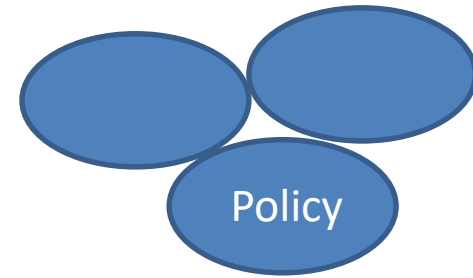
- Move away from just focus on land and tenure to a negotiated outcome and broader benefits:
 - Patchwork of parks
 - Aboriginal and regional development
 - Tourism
- Reflected in language used in debates
- Framing around a ‘cultural landscape’, not just physical landscape

Politics stream



- Managing uncertainty and risk
- Bundling into a package was critical
- Embodied in legislation
- Core principles
- Framing around inclusion was also important for political authorization
- Urgency allowed for greater deviation from the status quo

Policy stream



- Used existing policy mechanisms innovatively
- Joint management
- Indigenous Land Use Agreements
 - “the biggest simultaneous negotiation of ILUAs in Australia’s history
- Creation of a new property category
- Influenced by framing emphasizing inclusion and outcomes over legality

Opening windows



- Framing had a significant influence in all streams
- Externally imposed issues do lead to larger deviations from the status quo – in this case to achieve a bundle of reforms (Zaharidias 2015)
- Different ideas as to whether policy windows are open – need to view structural barriers as obstacles to be overcome, not insurmountable barriers (Beland 2016)
- Exercise of agency plays a critical and underestimated role in these kinds of reforms

Conclusion

“We are here today, we have our land back, and we have this piece of paper that tells the world that this is Jawoyn country. But we can’t live on a piece of paper. Paper is a whitefella thing, and means nothing unless there is respect for people and for country. It means nothing unless there is a future.”

First Chairman of the Nitmiluk Board, Bangardi Nagarimayn, at the Nitmiluk Title Handover Ceremony, 10 September 1989





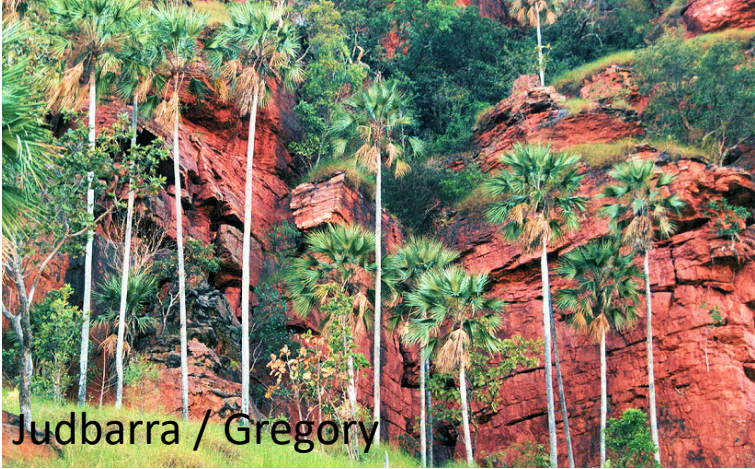
Tjoritja – West Macs



Iytwellepenty - Davenport



Karlu Karlu – Devils Marbles



Judbarra / Gregory



Mary River