

CONTESTED GOVERNANCE

Culture, power and institutions
in Indigenous Australia

Janet Hunt, Diane Smith, Stephanie Garling
and Will Sanders (Editors)



E P R E S S

Centre for Aboriginal Economic Policy Research
College of Arts and Social Sciences
The Australian National University, Canberra

Research Monograph No.29
2008



Published by ANU E Press
The Australian National University
Canberra ACT 0200, Australia
Email: anuepress@anu.edu.au
This title is also available online at: http://epress.anu.edu.au/c29_citation.html

National Library of Australia
Cataloguing-in-Publication entry

Title: Contested governance : culture, power and institutions in indigenous Australia / editors: Janet Hunt ... [et al.].

ISBN: 9781921536045 (pbk.)
9781921536052 (pdf)

Series: Research monograph (Australian National University. Centre for Aboriginal Economic Policy Research) ; no. 29.

Subjects: Aboriginal Australians--Politics and government.
Aboriginal Australians--Economic conditions.
Aboriginal Australians--Social conditions.
Community development--Australia.

Other Authors/Contributors:
Hunt, Janet.
Australian National University. Centre for Aboriginal Economic Policy Research.

Dewey Number: 320.0899915

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system or transmitted in any form or by any means, electronic, mechanical, photocopying or otherwise, without the prior permission of the publisher.

Cover design by ANU E Press.
Printed by University Printing Services, ANU

This edition © 2008 ANU E Press

Contents

List of Figures	v
List of Tables	vii
Notes on contributors	ix
Abbreviations and acronyms	xiii
Foreword	xvii
<i>Mick Dodson</i>	
Acknowledgements	xxi
1. Understanding Indigenous Australian governance—research, theory and representations	1
<i>Diane Smith and Janet Hunt</i>	
Part 1. The governance environment	
2. Between a rock and a hard place: self-determination, mainstreaming and Indigenous community governance	27
<i>Janet Hunt</i>	
3. Constraints on researchers acting as change agents	55
<i>Sarah Holcombe</i>	
Part 2. Culture, power and the intercultural	
4. Cultures of governance and the governance of culture: transforming and containing Indigenous institutions in West Arnhem Land	75
<i>Diane Smith</i>	
5. Whose governance, for whose good? The Laynhapuy Homelands Association and the neo-assimilationist turn in Indigenous policy	113
<i>Frances Morphy</i>	
6. Regenerating governance on Kaanju homelands	153
<i>Benjamin Richard Smith</i>	
Part 3. Institutions of Indigenous governance	
7. Different governance for difference: the Bawinanga Aboriginal Corporation	177
<i>Jon Altman</i>	
8. The business of governing: building institutional capital in an urban enterprise	205
<i>Diane Smith</i>	

9. Indigenous leaders and leadership: agents of networked governance <i>Bill Ivory</i>	233
Part 4. Contesting cultural geographies of governance	
10. Noongar Nation <i>Manuhaia Barcham</i>	265
11. Regionalism that respects localism: the Anmatjere Community Government Council and beyond <i>Will Sanders</i>	283
Part 5. Rebuilding governance	
12. Incorporating cattle: governance and an Aboriginal pastoral enterprise <i>Christina Lange</i>	313
13. Mapping expectations around a 'governance review' exercise of a West Kimberley organisation <i>Kathryn Thorburn</i>	331
Key ICGP Publications	351

List of Figures

1.1	The ICGP case study sites included in this volume	8
4.1	The proposed region for the West Central Arnhem Regional Authority, under the BSRSF policy	87
4.2	Proposed representative structure for the West Central Arnhem Regional Authority	88
4.3	The required region for the West Arnhem Shire under the new local government policy	90
4.4	The representative structure for the West Arnhem Shire under the new local government policy	98
4.5	The proposed logo of the West Arnhem Shire Transition Committee and the former regional authority	99
5.1	The Yolngu region	115
5.2	The Laynhapuy Homelands Association homelands and the Laynhapuy Indigenous Protected Area	116
5.3	Kin relations in the Yolngu marriage bestowal system	124
5.4	The märi–gutharra and ngändi–waku relationships between clans, from the perspective of a Madarrpa sibling pair	125
5.5	The hub and spokes model	131
5.6	The intercultural space from the state’s point of view	137
5.7	The intercultural space from the Yolngu point of view	139
6.1	Central Cape York Peninsula outstations map	160
6.2	Kinship relations of the Wenlock outstation ‘mob’	164
7.1	Maningrida regional map	180
7.2	BAC organisational structure and business units	187
8.1	The ‘Yarnteen family’ of organisations	220
9.1	Port Keats/Wadeye regional map showing localities and pastoral stations mentioned in the text	239
9.2	Murrinh-patha age categories	240
10.1	Six Noongar claims	272
10.2	SWALSC wards	276
11.1	Area and wards of the Anmatjere Community Government Council	285
11.2	Ti Tree town and Creek Camp	290

11.3	Graphic of ACGC quorum rules	297
11.4	Depiction of regional/local relationships in Anmatjere	298
11.5	Proposed shires and municipalities in the Northern Territory from July 2008	301
12.1	Location of the local government Shire of Wiluna and the township of Wiluna, WA	315
13.1	West Kimberley region showing Kurungal Inc's communities	333
13.2	Structure of Kurungal Inc	334

List of Tables

9.1	Paradigms of Indigenous leadership	236
11.1	ACGC election 2004, enrolments by ward	292