



kakadu[®]
NATIONAL PARK

Kakadu Tourism Master Plan

2020—2030



Australian Government
Parks Australia





Above: Traditional Owner Connie Nayinggul.

DISCLAIMER: We have taken due care and attention in ensuring information contained in the Kakadu Tourism Master Plan was true and accurate at time of release, however changes in circumstances after the time of release may impact accuracy. We do not warrant that it is correct, complete or suitable for the purposes for which it is intended to be used. We disclaim all liability associated with the use of this information. All projects and recommendations listed in this plan will be subject to traditional owner consultations and relevant approvals processes.

Cover and inside front images: Parks Australia.



"The Aboriginal traditional owners welcome you to Kakadu National Park. We are happy and proud to share this special place with you. We hope that you take the time to look, listen and feel the country."

THE LATE NAGADJOK
JACOB NAYINGGUL

Foreword

It is with great pleasure that we present the Kakadu National Park Tourism Master Plan 2020–2030, an exciting roadmap to guide sustainable tourism in Kakadu for the next ten years.

The Kakadu National Park Tourism Master Plan is the result of extensive stakeholder consultation, and collaboration with traditional owners, Aboriginal communities (Bininj/Mungguy), government, and the tourism industry. The plan ensures the wishes of Bininj/Mungguy are respected while fostering investment that highlights the uniqueness of Kakadu through existing and new experiences.

We thank the many people who engaged in the numerous workshops and meetings, contributing their time, passion and ideas. It was evident from the enthusiasm of all stakeholders that Kakadu National Park holds a special place for many Australians.

We acknowledge that the new ten-year Tourism Master Plan coincides with the start of an unprecedented and difficult economic period for Australia and the world. We understand the important role that Kakadu National Park plays in the Northern Territory and Australian tourism industry and that there are challenges ahead for us all. This Tourism Master Plan is designed to support recovery in the short and medium term, while staying strongly focused on the long-term vision for growing tourism in Kakadu.

Ms Maria Lee
Chair of Kakadu
Board of Management

Mr James Larsen
Acting Director of National Parks

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Acknowledgement

The Kakadu Board of Management and the Director of National Parks would like to thank the many individuals and organisations who contributed to the development of the Kakadu National Park Tourism Master Plan 2020 — 2030. In particular, they acknowledge Bininj/Mungguy, Parks Australia staff, the Northern Land Council, and the Northern Territory and Australian Government agencies that provided information and assistance or submitted contributions to the development of this master plan.

Members of the Kakadu Board of Management who were involved in developing the plan:

	CLAN	REPRESENTATIVE AREA
Mr Ryan Barrowei	Wurrkbarbar	Southern Kakadu
Ms Bessie Coleman	Wurrkbarbar	Southern Kakadu
Ms Maria Lee (Chair)	Wurrkbarbar	Southern Kakadu
Mr Jeffrey Lee	Djok	Central Kakadu
Ms Mai Katona	Murrumburr	Central Kakadu
Ms Yvonne Margarula	Mirarr	Central Kakadu
Mr Sampson Henry	Limilngan-Minitja	Western Kakadu
Mr Michael Bangalang	Murruwan	Northern Kakadu
Mr Jonathan Nadji	Bunitj	Northern Kakadu
Mr Alfred Nayinggul	Manilikarr	Northern Kakadu
Mr James Larsen		
Ms Kate Turner		
Ms Kathleen Noonan		Tourism Board member
Dr Michael Douglas		Nature Conservation Board member
Dr Brant Smith		Former Assistant Secretary
Mr Alastair Shields		NT Government Board member
Dr James Findlay		Former Director of National Parks

Other key stakeholders involved include:

Kakadu Tourism Consultative Committee • Tourism operators in Kakadu & Darwin
Tourism industry executives • Aboriginal Corporations in Kakadu
Jabiru Steering Committee • Parks Australia staff

How to read the Tourism Master Plan

Iconography

Iconography has been used to represent notable elements of visitor experiences, infrastructure, cultural/natural significance, sustainability, new ideas, implementation and monitoring and to portray precinct-based branding elements throughout.



Services Hubs



Visitor and cultural centres



Visitor experiences



Visitor infrastructure



Interpretation



Enabling actions for private sector investment



Roads and access

Coloured breakout feature boxes

Coloured breakout feature boxes are used throughout to demonstrate new ideas, critical information, calls-to-action; case studies; and specific actions needed to deliver on the Tourism Master Plan.

Example

Definitions/Glossary

The glossary provided in Appendix A provides key definitions used throughout the Tourism Master Plan and provides a consistent understanding of these terms.

Action numbering

Each action identified throughout the Tourism Master Plan has been numbered to enable cross reference with the summary Action Plan in Section 10. Numbering is based on the precinct and the priority of the action for funding and delivery:

WK — Whole of Kakadu

WA — West Alligator Precinct

SA — South Alligator Precinct

EA — East Alligator (Erre) Precinct

JB — Jabiru Precinct

BK — Burrungkuy Precinct

YW — Yellow Water Precinct

JJ — Jim Jim and Twin Falls Precinct

MR — Mary River Precinct

NI — Non-Infrastructure actions.

Executive summary

Kakadu is an ancient landscape of exceptional beauty and diversity and is dual World Heritage-listed for its remarkable natural and cultural values. Bininj/Mungguy have lived on and cared for country for 65,000 years, resulting in a unique part of Australia that is diverse both in language and tradition.

Internationally famous, Kakadu National Park is Australia's largest terrestrial national park and a major draw card for tourism to Australia and the Northern Territory. It is estimated that in 2018, Kakadu National Park supported over 1,180 jobs and contributed \$136 million to the Australian economy with visitors spending \$121 million in the region*. Tourism is a major contributor to the Darwin and Northern Territory economy as a whole. As a major tourist attraction offering one of the world's greatest natural and cultural tourism experiences, more than 100 commercial tour operators and accommodation providers have based their tourism products in Kakadu creating flow on effects to regional businesses and Indigenous communities.

In 2019, 195,693 visitors travelled to Kakadu to experience a landscape rich in cultural history and significance. However, over the past decade growth in visitation has slumped and the proportion of international visitors has decreased markedly. To grow tourism in Kakadu, investment in visitor infrastructure and activities is required. Improved visitor infrastructure and activities will attract more visitors to Kakadu, encourage and provide meaningful and diverse experiences, drive growth and contribute to improving social and economic outcomes for Bininj/Mungguy. To grow tourism in a sustainable way, there must be a collaborative approach between Kakadu's traditional owners, government, commercial operators, and other key stakeholders.

* Deloitte Access Economics, "The economic and social value of Kakadu National Park", Department of the Chief Minister (NT), 2020

Transforming Kakadu

At the heart of the Tourism Master Plan are a number of initiatives that are fundamental to growing tourism in Kakadu, and generating transformational enhancement to the visitor experience over the next decade. The transformative initiatives include:

- **World Heritage Visitor Centre**
- **Twin Falls access and viewing platforms**
- **Entrances to Kakadu**
- **New Services Hubs at Mary River, South Alligator and East Alligator**
- **New accommodation and visitor experiences**
- **Cahills Crossing viewing platforms**
- **Jim Jim Falls plunge pool viewing**
- **Mary River mountain biking**

Growing tourism in Kakadu

In January 2019, the Australian Government announced a \$216 million funding package over ten years to support growing tourism in Kakadu, and support Jabiru's transition to a tourism economy after the closure of the Ranger Uranium Mine. The Australian Government funding package includes \$111 million for tourism planning and infrastructure and \$70 million for roads and access.

A critical first step in implementing the package was the development of a Tourism Master Plan and Kakadu Roads Strategy.

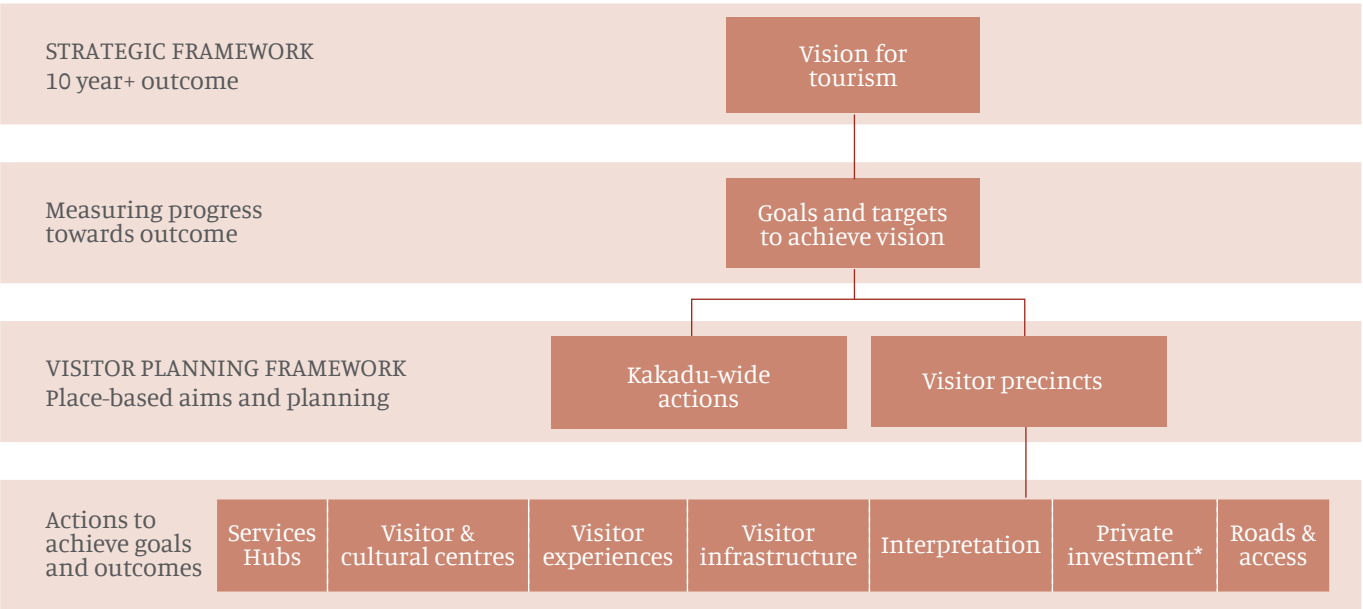
Purpose of the Tourism Master Plan

The purpose of the *Kakadu National Park Tourism Master Plan 2020-2030* (the Tourism Master Plan) is to provide a strategic framework under the *Kakadu National Park Management Plan 2016-2026* (management plan) to guide tourism development in Kakadu over the next ten years. It identifies how to improve the visitor experience and develop new visitor experiences in a sustainable way, and guides the funding priorities for visitor infrastructure investment. A framework approach (see Figure i) has been applied to the Tourism Master Plan to ensure there is coordination between the goals, the planning methodology and the action plan.



Credit: Tourism NT/Sam Earp

FIGURE i: TOURISM MASTER PLAN FRAMEWORK



*Private sector investment will be supported through enabling actions such as infrastructure or processes. See Glossary page 218.



Strategic direction

The Tourism Master Plan will grow tourism in Kakadu over the next ten years and beyond and sets out three key goals:

1. Increase the number of visitors, length of stay and seasonal visitation through providing quality visitor experiences.
2. Increase the number of Bininj/Mungguy and commercial tourism businesses in Kakadu.
3. Increase revenue from tourism that contributes to joint management and the conservation of Kakadu's World Heritage values.

FIGURE ii: TOURISM MASTER PLAN TARGETS

		2019	2025	2030	2030 STRETCH
GROWING TOURISM VISITATION	TOTAL VISITATION	195,693	220,000	240,000	275,000
	INTERNATIONAL VISITATION	17%	17%	25%	35%
	AVERAGE VISITOR LENGTH OF STAY	3.5 nights	4 nights	4.5 nights	5 nights
	SHOULDER SEASON VISITORS	88,936 visitors	15% increase	35% increase	45% increase
GROWING TOURISM BUSINESSES	AVERAGE VISITOR SPEND PER VISIT	\$640 per visit	15% increase	30% increase	45% increase
	NUMBER OF BININJ/MUNGGUY AND OTHER TOURISM BUSINESSES	107	20% increase	40% increase	50% increase
GROWING TOURISM REVENUE	REVENUE (PARK PASS, PERMITS, LICENCES)	\$3.2M	\$3.6M	\$4.1M	\$5.33M
	REVENUE FROM ADDITIONAL SOURCES	\$0	\$1M	\$2M	\$2.66M

The Tourism Master Plan targets (see Figure ii) will be achieved through delivery of the Action Plan, which includes both infrastructure and non-infrastructure actions. Investment in visitor experiences and infrastructure tailored to key target markets such as high value and special interest travellers who stay longer, spend more and disperse further. This is fundamental to achieving the growth targets and will have a material impact on growing sustainable tourism in Kakadu.

The COVID-19 pandemic will have a significant impact on travellers in the short term with knock-on effects to local businesses and the local economy. The impacts on visitation are likely to be the most significant for international tourism, however, recovery and growth is likely within the term of the Tourism Master Plan. The implications of the pandemic have been considered in the development of the Action Plan.

Process and planning framework

The range of initiatives identified to encourage tourism growth in Kakadu were developed through market engagement, desktop research and analysis, site visit observations, a public survey and consultation workshops with the Kakadu Board of Management, Bininj/Mungguy, Aboriginal associations, Kakadu communities, tourism industry representatives and government agencies.

A Visitor Planning Framework has been developed and is based on the concept of eight geographic areas within Kakadu called Visitor Precincts. Each Visitor Precinct has unique natural features, as well as different cultural and heritage sites that attract visitors. The Visitor Precincts also have different types and levels of tourism-related activities and amenities. Master planning in each Visitor Precinct is structured around seven categories of investment and action:



Services Hubs — five hubs that will contain a mix of visitor information, interpretation, services and amenities.



Cultural centres — Kakadu's cultural interpretation will be enhanced by the development of cultural centres which will complement the existing Warradjan Aboriginal Cultural Centre and the proposed World Heritage Visitor Centre.



Visitor experiences — includes improvements to both hosted and self-guided activities as well as events.



Interpretation — the delivery of cultural or technical information through a range of mediums to enhance the Kakadu visitor experience.



Visitor infrastructure — includes infrastructure to enhance access to natural features, infrastructure to safeguard and improve cultural features and interpretation, creating iconic Kakadu entrances, improving and finding the best use for public campgrounds, improving connectivity and improving road and air access.



Enabling actions for private sector investment — actions to encourage additional private sector investment in Kakadu.



Roads and access — includes infrastructure within Kakadu providing access by both land and air such as highways, public or park operated roads, access tracks to visitor sites and public or private airstrips.

To lift the standard of thematic interpretation in Kakadu to a world-class level, a coordinated Kakadu-wide approach will be developed that is also tailored at the Visitor Precinct and site level. The interpretive structure, themes and key messages and ways in which they are communicated across Kakadu and the Visitor Precincts will be addressed in the *Kakadu Interpretation Strategy*.

Opportunities

As a jointly managed national park, future opportunities for Bininj/Mungguy in education and training, employment and business are critical to the long term success of Kakadu's economy. Opportunities to develop new Aboriginal businesses will not only grow tourism but also contribute to improving social and economic outcomes for Bininj/Mungguy. An increase in guided activities or new commercial tours offered in Kakadu will provide new employment opportunities for Bininj/Mungguy through the need for Aboriginal guides and interpretative rangers.

Consistent with the requirements of Kakadu's *Management Plan*, the Board welcomes private sector investment in Kakadu. There are a range of dynamic tourism enterprises currently operating in the park, each with unique operating models that have proven successful. Private sector investment, with expertise in delivering both select and bespoke activities, as well as activities for free and independent travellers, families and youth, will add significant value to tourism offerings in Kakadu.

Private sector investment that is viable, sustainable, and complementary to existing tourism offerings in Kakadu, is crucial to achieve the goals of the Tourism Master Plan. Partnerships between private sector investors, traditional owners and the Director of National Parks will benefit the wider community, through employment and business opportunities.



Credit: Tourism NT James Hunt

Action plan

A robust prioritisation methodology was developed and implemented, in collaboration with key stakeholders, for the prioritisation of projects over the life of the 10-year Action Plan (and beyond).

The following criteria guided the priorities for investment and action:

- Improved Bininj/Mungguy outcomes
- Minimised cultural and environmental impacts and improved safety
- Increased visitation and visitor satisfaction
- Improved access beyond the peak season.

Other considerations such as cost, funding, timing, constructability and commerciality formed part of the Action Plan development process. Priorities for investment and action are detailed by Visitor Precinct, with over 50 tourism infrastructure and over 20 non-infrastructure actions identified to achieve the goals of growing tourism (see Figure i).

Funding, implementation and monitoring and evaluation

To meet the timeframes required by the Australian Government for the *Growing Tourism in Kakadu* funding package, a broad program-based delivery strategy will be developed to optimise the delivery program, address resourcing issues, identify appropriate procurement methods and aim to minimise the potential disruption to tourism in Kakadu to the extent possible.

Targets to measure the success of the Tourism Master Plan have been identified and a series of key performance indicators will be monitored and evaluated regularly through the Monitoring and Evaluation Plan.

FIGURE II: A SELECTION OF INFRASTRUCTURE AND NON-INFRASTRUCTURE ACTIONS

Category	Selection of actions
INTERPRETATION	<ul style="list-style-type: none"> • Develop and implement a Kakadu-wide thematic <i>Interpretation Strategy</i>.
SERVICES HUBS	<ul style="list-style-type: none"> • Prepare and implement site plans for the development of Services Hubs within South Alligator, East Alligator and Mary River precincts. The Services Hubs will provide visitor information, contemporary interpretation of the precinct, park pass sales, potable water supply and other essential services.
CULTURAL CENTRES	<ul style="list-style-type: none"> • Develop a World Heritage Visitor Centre to showcase Kakadu at a macro level, that interprets and translates Bininj/Mungguy lives and explains Kakadu's cultural and natural significance on a global scale. • Develop cultural centre facilities at the Border Store hub and the Mary River ranger station hub to showcase the culture and history of Bininj/Mungguy in those parts of Kakadu. • Implement currently planned works to upgrade the Warradjan Aboriginal Cultural Centre with future works proposed to improve the visitor experience.
VISITOR ACTIVITIES	<ul style="list-style-type: none"> • Develop cultural activities associated with the World Heritage Visitor Centre. • Support the expansion of the existing multi-day events/festivals and develop a calendar of events within and around Kakadu.
VISITOR INFRASTRUCTURE	<ul style="list-style-type: none"> • Create iconic entrance statements at the northern and southern borders of Kakadu. • Construct infrastructure for improving mobile coverage and telecommunications at prioritised locations. • Build a new viewing platform at the base of Jim Jim Falls plunge pool and improve the visitor experience at the site. • Transform the Gunlom campground through increasing its size, upgrading infrastructure and providing new experiences. • Develop and implement a network of mountain biking trails throughout Kakadu.
ROADS AND ACCESS	<ul style="list-style-type: none"> • Implement the actions in the Kakadu Roads Strategy.
ENABLING ACTIONS FOR PRIVATE SECTOR INVESTMENT	<ul style="list-style-type: none"> • Expressions of Interest processes will be completed to identify and stimulate interest in various opportunities for private sector investment in Kakadu. • Provide enabling works such as site clearance and preparation, and provision of essential services for Kakadu-wide commercial accommodation opportunities. • Establish a new function within Parks Australia (the Tourism Business Unit) with the remit to facilitate private sector investment in Kakadu and ensure equity in partnership arrangements through a negotiation process.



Credit: Parks Australia

Kakadu Tourism Master Plan 2020–2030

01

1.1 Introduction

Kakadu is a remarkable ancient cultural landscape of exceptional beauty and biodiversity, owing its dual World Heritage listing to its irreplaceable natural and cultural values. Located in the top end of Australia's Northern Territory, Kakadu National Park is the largest terrestrial national park in Australia, covering 19,810 square (km).

Bininj and Mungguy have a deep spiritual connection to their country. They have lived on and cared for country for 65,000 years, giving rise to a unique part of Australia that is diverse in both language and tradition.

Kakadu is a major draw card for tourism to Australia and the Northern Territory, and tourism is a major contributor to the Darwin and Northern Territory economy as a whole. With over 100 commercial tour operators and accommodation providers offering Kakadu tourism products, this also creates flow on effects that benefit regional businesses and Indigenous communities. It is estimated that in 2018, Kakadu National Park supported over 1,180 jobs and contributed \$136 million to the Australian economy with visitors spending \$121 million in the region¹.

¹ Deloitte Access Economics, *"The economic and social value of Kakadu National Park"*, Department of the Chief Minister (NT), 2020

FIGURE 1. MAP OF KAKADU



1.2 Aboriginal land, communities & culture

Since 1979, Bininj/Mungguy have leased their land to the Director of National Parks (the Director) to be jointly managed as a Commonwealth national park. Bininj/Mungguy work together with Parks Australia (the agency that supports the Director in managing Commonwealth reserves) to ensure the land is protected, and that visitors can safely enjoy this spectacular living cultural landscape.

The name Kakadu comes from the word Gagudju, a language once spoken in northern Kakadu. Archaeological evidence confirms Kakadu has been continuously inhabited and cared for by Aboriginal people for at least 65,000 years. For Bininj/Mungguy, culture, stories, memories and ceremony are inextricably entwined with the landscape; they proudly care for the country that sustains and shelters them, as they have done through the various seasons since the beginning of time. Connection to country is felt on an intimate spiritual level. Traditional hunting, land management, painting, weaving, bush food and medicine harvesting techniques continue to be practiced in Kakadu today.

Prior to the settlement of Balanda (non-Indigenous people) around 200 years ago, 12 different Aboriginal languages were spoken in the region. Today approximately 300 Bininj/Mungguy live in the township of Jabiru and dispersed family outstations, and two languages remain in regular use. Around 19 clans reside in Kakadu, each clan consisting of several family groups who share custodianship of an area of land.

There is a timelessness about Kakadu; 20,000-year-old rock art survives alongside art painted as recently as the 1980s, and much of the landscape remains as rugged as it was many centuries ago. Before being established as a national park, some parts of Kakadu were significantly altered by logging, the buffalo industry, pastoralism and mining (most notably the Ranger Uranium Mine near Jabiru) which have left an enduring legacy that can be showcased in historic tourism experiences. Introduced feral animals and weed species continue to present challenges for the environmental management of Kakadu and visitor safety.



Credit: Tourism NT/Peter Eve

Kakadu's traditional owners recognise six seasons in the north and five seasons in the south of Kakadu. The change in seasons is indicated by subtle changes in the weather, flowering plants and animal life. For Bininj/Mungguy, the change in seasons signals time for harvesting, hunting, burning (to restore country), ceremonies, and to seek shelter for the rain seasons ahead.

Bininj/Mungguy welcome visitors to Kakadu, and work alongside Parks Australia to balance tourism with cultural and environmental priorities. This partnership approach is led by a joint board of management mandated by the *Environment Protection and Biodiversity Conservation Act, 1999* (the EPBC Act). The Kakadu Board of Management (the Board) has an Aboriginal majority (10 of 15 members), representing multiple clans across the Aboriginal lands of Kakadu. The Board guides the strategic direction of Kakadu and makes decisions about tourism activities, infrastructure, and land management.

1.3 Growing Tourism in Kakadu

In January 2019, the Australian Government announced a \$216 million funding package over 10 years to support tourism in Kakadu National Park and assist the transition of the Jabiru township to a post-mining future. Investing in visitor infrastructure across Kakadu will support visitation to Kakadu, provide employment and economic opportunities for Bininj/Mungguy and encourage private sector investment in tourism in the park and in Jabiru.

A critical first step in implementing the package was the development of a Tourism Master Plan and Kakadu Roads Strategy. Further information on the package and the future of Jabiru is outlined in Section 3.

Transforming Kakadu

At the heart of the Tourism Master Plan are a number of initiatives that are fundamental to growing tourism in Kakadu, and generating transformational enhancement to the visitor experience over the next decade. The Tourism Master Plan provides a unique opportunity to leverage the government's investment to enable and unlock additional public and private sector investment. These initiatives will be underpinned by upgrades to key roads and visitor facilities across Kakadu, as confirmed in the Action Plan and the Roads Strategy. The transformative initiatives include:

- **World Heritage Visitor Centre** — The Visitor Centre will be an innovative and inspirational place for visitors to experience their first taste of Kakadu. It represents all clans across Kakadu, providing Bininj/Mungguy the opportunity to share and interpret their culture with visitors through business and other opportunities.
- **Twin Falls access and viewing platforms** — This exciting project will enable secure public access to Twin Falls to be completed. New viewing platforms, to be delivered in following years, will showcase the spectacular gorge and falls.
- **Entrances to Kakadu** — Spectacular entrance statements, consistent with the grandeur of Kakadu, will define arrival at the northern and southern boundaries of Kakadu.
- **New Services Hubs at Mary River, South Alligator and East Alligator** — New Services Hubs, strategically located on the three major roads into Kakadu will provide visitors with information about Kakadu's natural and cultural experiences.
- **New accommodation and visitor experiences** — Public-private partnerships will create sought-after and unique visitor experiences, attracting new and return visitation to Kakadu. Calls will be made for private sector investors to express interest and propose concepts for the development of new accommodation options such as eco-lodges, wellness retreats, luxury accommodation, and new visitor experiences. The Board will consider ideas that meet the important environmental protection and cultural heritage requirements as part of the process.
- **Cahills Crossing viewing platforms** — Concepts have been developed to improve the visitor experience including new viewing platforms to safely view crocodiles in action. Cultural activities and food and beverage facilities will further enhance the experience.
- **Jim Jim Falls plunge pool viewing** — A new viewing platform will allow visitors to experience the roaring falls from the base of the plunge pool. Early opening opportunities may be available to commercial tourism operators.
- **Mary River mountain biking** — A network of mountain biking trails will be developed across Kakadu with the first trails in the Mary River Precinct for both experienced and first-time mountain bikers. These trails will provide opportunities for the development of new businesses focused around mountain biking tours and associated services.

1.4 Purpose of the Tourism Master Plan

The purpose of the Tourism Master Plan is to provide a strategic framework and action plan for delivery under the *Management Plan* to guide tourism development in Kakadu over the next ten years. It identifies how to improve visitor experience and develop new visitor experiences in a sustainable way and provides direction for future government investment into visitor infrastructure. *The Management Plan* includes a number of actions relating to the Tourism Master Plan:

- Action 6.1.6: Review the Tourism Master Plan in the first and sixth years of this plan and progressively implement its recommendations.
- Action 6.1.7: Prepare precinct plans for key visitor areas in accordance with the Tourism Master Plan.

While the Tourism Master Plan was not reviewed in the first year of the *Management Plan* the Growing Tourism in Kakadu funding package provided the opportunity to undertake this work. Further information on precinct plans is outlined in Section 7 and 11.

The Tourism Master Plan provides direction to the tourism industry by outlining a vision to grow tourism offerings including accommodation, restaurants, retail stores, and cultural and nature-based activities. This will benefit Bininj/Mungguy through business and employment opportunities, economic outcomes and ways to preserve and share culture.

Strategic development and management of visitor infrastructure within Kakadu, that supports and showcases Kakadu's natural and cultural assets, will contribute to the sustainability of these assets for generations to come. The Tourism Master Plan also considers the closure of the Ranger Uranium Mine and the agreed vision for Jabiru to transition to a tourism economy.

As outlined in the *Management Plan* (page 96), the Board views the Tourism Master Plan as an important tool for managing impacts on park values through land use, stating that the Board endorsed the last Tourism Master Plan to “guide future development of tourism in the park to ensure it is culturally appropriate and environmentally sustainable. Education through high-quality interpretation is important to inform and encourage positive behaviour by independent and group travellers”. This remains an important role for the Tourism Master Plan.

1.5 Methodology for developing the Tourism Master Plan

The Tourism Master Plan was developed through extensive research and comprehensive consultation with traditional owners, Bininj/Mungguy, tourism operators in Kakadu and Darwin, tourism industry and government executives, Parks Australia staff, Aboriginal Corporations in Kakadu and the Jabiru Steering Committee. Stakeholders were asked to evaluate the current state of Kakadu and imagine future possibilities for growing tourism. A public online survey was made available to capture as many voices as possible.

Consultations consisted of 13 workshops (221 participants), 11 meetings (60 traditional owners), 30 small meetings (49 people), an online survey (83 respondents), 3 public forums, market sounding sessions (18 organisations), 1 webinar (18 people), 8 organisation submissions, 6 individual submissions, 2 KTCC meetings.

Meetings and market sounding sessions:

1. Traditional owners
2. Business and tourism operators
3. Federal and Territory government agencies
4. Aboriginal organisations in Kakadu
5. Tourism stakeholders and experts across Australia
6. Other key stakeholders.

Workshops:

1. Kakadu Board of Management
2. Kakadu Tourism Consultative Committee
3. Jabiru Steering Committee
4. Parks Australia staff
5. Darwin-based tourism operators
6. Kakadu-based tourism operators
7. Vision workshop
8. Jabiru community information session
9. Gunbalanya workshop
10. South Alligator workshop
11. East Alligator workshop
12. Jim Jim workshop
13. Pine Creek workshop.

In addition to travelling to Kakadu for consultations, workshops and meetings, a site visit was undertaken, which involved a week-long visit to the iconic sites within Kakadu. The site visit provided a deeper understanding of Kakadu and the visitor experience. Extensive desktop research complemented the consultation process and site visit. Research was conducted to investigate emerging trends in the tourism industry, to identify potential opportunities and constraints that could affect growing tourism in Kakadu and identify models of best-practice investment in visitor infrastructure in national parks.

Information provided by stakeholders throughout these site visit and consultation processes was developed into a long-list of potential opportunities for investment in infrastructure and non-infrastructure options, by the public and private sector, that could grow tourism in Kakadu. The long-list was extensive and underwent a prioritisation process to filter down to investment options and actions that are achievable, sustainable, affordable, and have the greatest potential for growing tourism in Kakadu. The short listed options were endorsed by the Board and are detailed in the Action Plan in Section 10.2.



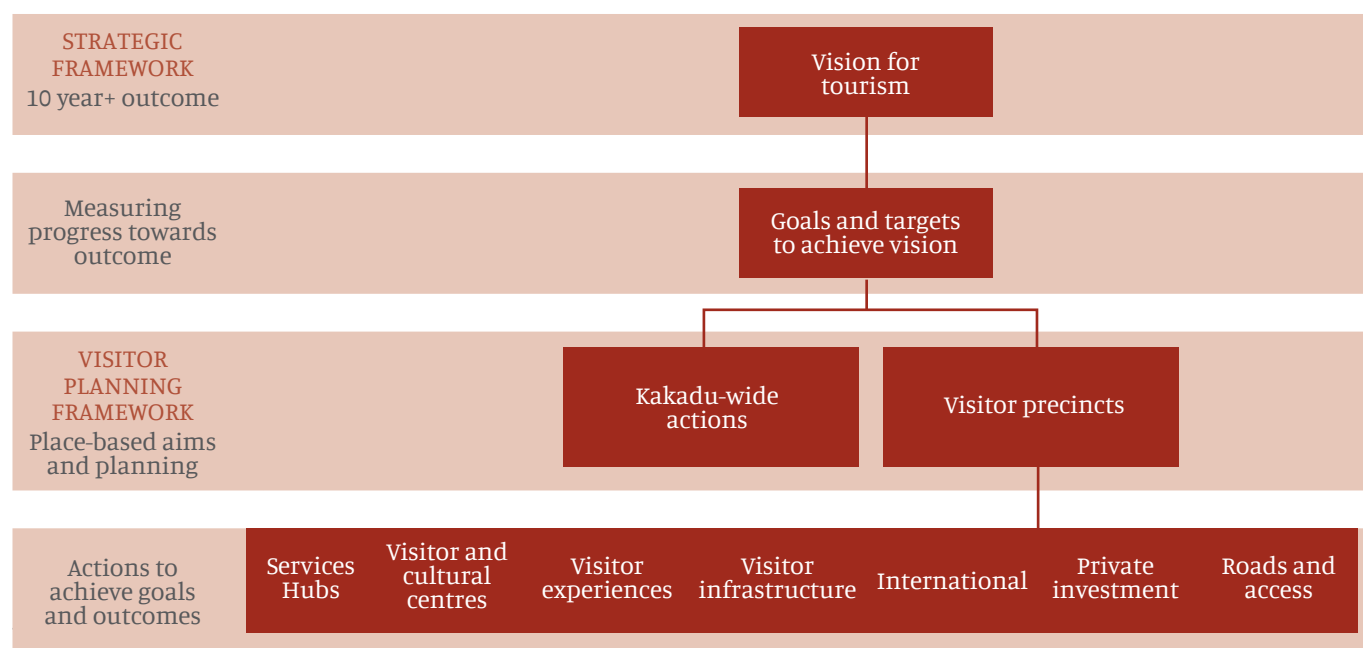
Credit: Parks Australia

1.6 The elements of the Tourism Master Plan

The Tourism Master Plan includes:

- **Introduction** — Outlines the importance of Kakadu to Bininj/Mungguy, and to the people of the Northern Territory and Australia. It sets out the commitment to growing tourism in Kakadu and the role the Tourism Master Plan will play in delivering that commitment.
- **Strategic Framework** — Provides the framework for the strategic direction of the Tourism Master Plan to achieve the goal to grow tourism in Kakadu.
- **Policy Context** — Explains how the Tourism Master Plan links to other Australian, Northern Territory and Kakadu strategies and plans and provides the background to the development of the Tourism Master Plan.
- **Tourism Context** — Presents an overview of the tourism market and discusses tourism trends and travel habits.
- **Current State** — Summarises the key attributes of Kakadu, the current levels of visitor satisfaction and the current strengths, weaknesses, opportunities and threats.
- **Marketing Approach** — Outlines the current Kakadu branding and positioning.
- **Thematic Interpretation** — Outlines the overarching interpretive themes for the park and each Visitor Precinct.
- **Visitor Planning Framework** — Describes the planning framework for the delivery of visitor infrastructure and activities geographically within Kakadu.
- **Proposed Improvements and Future Opportunities** — Provides high level details for the various improvements proposed for Kakadu and future opportunities for the public and private sectors.
- **Implementation** — Includes the Action and Monitoring and Evaluation Plans.
- **Precinct Plans** — A single source of guidance for transforming visitor experiences in each precinct.

Figure 2 illustrates how the strategic and visitor planning frameworks link together and drive the Action Plan.

FIGURE 2: TOURISM MASTER PLAN FRAMEWORK

1.7 Aboriginal language and naming

Aboriginal language words used throughout the Tourism Master Plan are spelt in Kunwinjku language, being the unified orthography used across Kakadu-West Arnhem Land, and the general language used in Kakadu documents. In cases where another distinct language exists, alternative orthography may be used for some site-specific references e.g. Jawoyn language spelling is used in context relating to the Mary River Precinct. The use of Aboriginal languages and dually naming visitor sites with Aboriginal and non-Indigenous place names are important methods of keeping culture and language alive while creating a sense of Aboriginal place to visitors. Respect for culture and country is a key component of growing tourism in Kakadu, and to implement Kakadu's *Cultural Heritage Strategy* actions, visitor sites will progressively transition to Aboriginal place names as outlined in the *Kakadu place names communications strategy*.

Action NI-19.1: Delivery and review of existing strategies, manuals and guidelines

Continue to implement the *Kakadu place names communications strategy*.



Credit: Parks Australia



Credit: Parks Australia

02

Strategic framework

2.1 Shared vision and guiding principles

To grow tourism in a sustainable way, there must be a collaborative approach between traditional owners, government, commercial tourism operators and other stakeholders of Kakadu. This collaboration will ensure the wishes of Bininj/Mungguy are respected while fostering investment that appropriately highlights the uniqueness of Kakadu through both existing and new activities.

The Board released A Shared Vision for Tourism in Kakadu National Park (the Shared Vision) in 2005. The Shared Vision intended to capture and align the thoughts and ideas of all stakeholders to ensure a collaborative approach to tourism in Kakadu.

The Shared Vision established that Kakadu National Park is one of the great World Heritage Parks, recognised universally as a place with:

- A living Aboriginal culture — home to Bininj and Mungguy
- Extraordinary natural landscapes and a rich variety of plants and animals
- Enriching and memorable experiences for visitors
- A strong and successful partnership between the traditional owners, governments and the tourism industry, providing world's best practice in caring for country and sustainable tourism.

“Kakadu continues to be one of the great World Heritage areas, recognised internationally as a place where world-class visitor experiences are provided, and tourism is conducted in culturally, environmentally, socially and economically sustainable ways.”

Credit: Tourism NT, James Fisher

The Shared Vision and guiding principles are fundamental to the Tourism Master Plan. They are the philosophy that guide all decisions regarding tourism in Kakadu and are key in maintaining Kakadu's reputation as an iconic tourism destination. Following consultation and engagement with traditional owners and key stakeholders in October 2019, the Shared Vision and guiding principles were reconfirmed.

The guiding principles are:

- Kakadu is first and foremost home to Bininj and Munggy. They will influence, manage, encourage and participate in the development of commercial tourism opportunities from which they gain economic and social benefit, at a pace and level they determine.
- Bininj and Munggy have leased their land to the Australian Government to be jointly managed as a national park to protect and manage its priceless natural and cultural heritage.
- All parties recognise and will enhance the protection of Kakadu's diverse landscapes, internationally important wetlands, and spectacular plants and wildlife.
- Tourism should not be 'boss of country'. The progress and development of tourism will be undertaken in accordance with the wishes of the traditional owners and at a pace which is consistent with their own values and aspirations.
- All parties will work together and respect the wish of Bininj and Munggy that tourism develop at an agreed pace and level which harms neither nature nor culture.
- Respect for customary law and traditions will underpin all tourism decisions and be adhered to by the tourism industry.
- All parties will respect the need for Bininj and Munggy to retain their privacy, to use their land for hunting, fishing and ceremony and to protect and hold private their sacred stories and sites.
- Aboriginal culture, and the land on which it is based, will be protected and promoted through well-managed tourism practices and appropriate interpretation.
- The travel and tourism industry will have security of tenure, profitable investment and the opportunity to provide authentic and memorable visitor experiences, within the context of a commitment to respecting culture and country.
- Kakadu National Park will be internationally recognised as one of the most significant natural and cultural World Heritage areas, offering visitors a range of enriching and memorable experiences.

2.2 Strategic direction

2.2.1 Vision for tourism

“Kakadu continues to be one of the great World Heritage areas, recognised internationally as a place where world-class visitor experiences are provided, and tourism is conducted in culturally, environmentally, socially and economically sustainable ways.” (Kakadu Board of Management²)

2.2.2 The goals

The Tourism Master Plan will grow tourism in Kakadu over the next ten years and beyond and sets out three key goals:

1. Increase the number of visitors, length of stay and seasonal visitation through providing quality visitor experiences.
2. Increase the number of Bininj/Mungguy and commercial tourism businesses in Kakadu.
3. Increase revenue from tourism that contributes to joint management and the conservation of Kakadu's World Heritage values.

These goals will be achieved by investing in new and existing tourism infrastructure, supporting new tourism opportunities and activities, and improving access for visitors across the seasons. The Board is committed to providing a positive visitor experience in Kakadu and will support enabling approval processes, partnerships and co-investments in infrastructure that will drive tourism growth.

Although park use fee revenue will increase as visitor numbers grow, additional sources of revenue will also need to be pursued to achieve any significant step-change in revenue for Kakadu park operations.

2.2.3 The targets

Medium (2025) and long term (2030) targets for visitation, business and revenue growth have been developed to provide a benchmark for the success of the Tourism Master Plan. A number of priorities for investment have been identified to support the achievement of these targets. These priorities form the basis of the Action Plan (Section 10.2.2). Stretch targets have also been identified for 2030 that represent levels that could be achieved if all actions are implemented early and a purposeful approach is taken to investment attraction.

Short term targets were not considered appropriate due to the restrictions put in place to contain the COVID-19 pandemic and the effect this has had on tourism. It is anticipated that within five years the effects of the pandemic will have passed and tourism will be experiencing growth.^{3, 4, 5}

² Director of National Parks, *Kakadu National Park Management Plan 2016-2026*

³ University of Queensland Business School, Sunny outlook for domestic tourism post COVID-19 restrictions. Accessed at <https://www.uq.edu.au/news/article/2020/04/sunny-outlook-domestic-tourism-post-covid-19-restrictions>

⁴ Thomson, H. (2020). 7 News. How Tourism Australia is looking to kickstart the domestic travel market with coronavirus restrictions lifted. Accessed at <https://7news.com.au/news/travel/how-tourism-australia-is-looking-to-kickstart-the-domestic-travel-market-with-coronavirus-restrictions-lifted-c-1030652>

⁵ Ludlow, M. The Australian Financial Review (2020). Tourism operators eye travel-mad Australians. Accessed at <https://www.afr.com/companies/tourism/tourism-operators-eye-travel-mad-australians-20200508-p54r23>

FIGURE 3: TOURISM MASTER PLAN TARGETS

		2019	2025	2030	2030 stretch
Growing Tourism Visitation	TOTAL VISITATION	195,693	220,000	240,000	275,000
	INTERNATIONAL VISITATION	17%	17%	25%	35%
	AVERAGE VISITOR LENGTH OF STAY	3.5 nights	4 nights	4.5 nights	5 nights
	SHOULDER SEASON VISITORS	88,936 visitors	15% increase	35% increase	45% increase
Growing Tourism Businesses	AVERAGE VISITOR SPEND PER VISIT	\$640 per visit	15% increase	30% increase	45% increase
	NUMBER OF BININJ/MUNGUY AND OTHER TOURISM BUSINESSES	107	20% increase	40% increase	50% increase
Growing Tourism Revenue	REVENUE (PARK PASS, PERMITS, LICENCES)	\$3.2M	\$3.6M	\$4.1M	\$5.33M
	REVENUE FROM ADDITIONAL SOURCES	\$0	\$1M	\$2M	\$2.66M

COVID-19: What it means for growing tourism in Kakadu

The COVID-19 pandemic occurred in early 2020 — concurrent with the development of this Tourism Master Plan. In March 2020 the Northern Territory borders were closed and under a *Biosecurity Act 2015* declaration and Kakadu National Park was closed until June 2020. While longer term impacts are unknown, some anticipated consequences include the likely return of intrastate visitors to Kakadu

in the second half of 2020, and a gradual return of interstate visitors in 2021. International travel may not return until 2023. The impacts of the COVID-19 pandemic will be most significant for international tourism, however recovery and growth are likely within the ten-year term of the Tourism Master Plan, however markets and commercial tourism operators may change.

Growing tourism

The Northern Territory Government through the Northern Territory's *Tourism Industry Strategy 2030* is targeting 30% to 50% growth in visitors to the Northern Territory by 2030. This is an increase of between 2.5 and 3 million total visitors and 1.2 and 1.5 million holiday visitors by 2030.

Kakadu welcomed 195,693 visitors in 2019. Applying the same target growth rate as the Northern Territory strategy for Kakadu would result in 257,000 to 310,000 visitors annually to Kakadu by 2030. However, in light of the impact of COVID-19, visitor numbers may not recover to the 2019 level for at least three to five years. The Board has therefore chosen to take a conservative approach, with a target of 22% by 2030, which is an annual target visitation of up to 240,000 people. The stretch target for 2030 is 275,000.

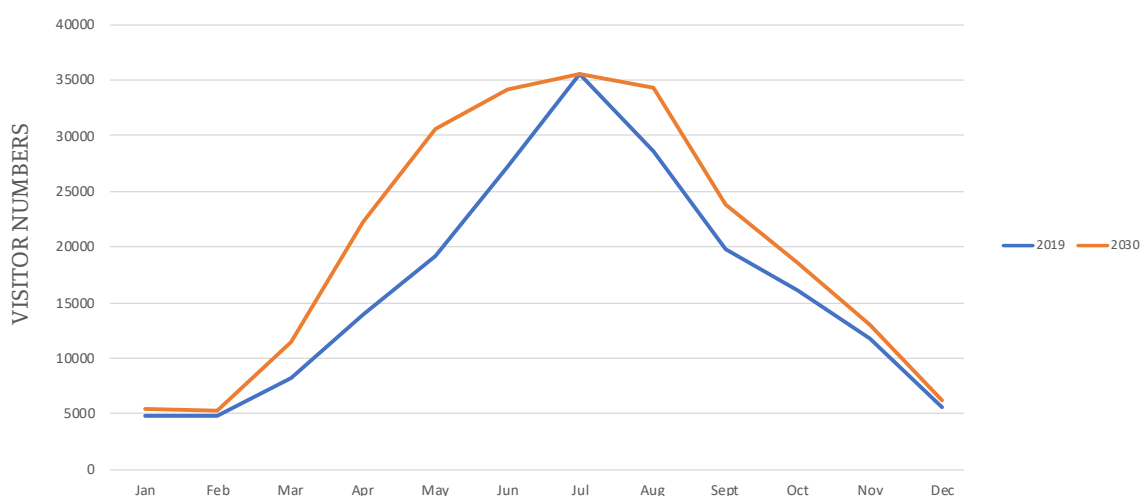
Previously, Kakadu has experienced peak visitor numbers in the vicinity of 237,500 in 1990, 240,000 in 1994 and 229,000 in 2008. These higher visitor numbers demonstrate Kakadu's ability to attract and host a large number of visitors. It shows that the target visitation of 240,000 people per annum by 2030 is achievable if targeted investment is undertaken and action is taken to improve the visitor experience.

Industry research suggests that international visitors stay longer and spend more than domestic visitors during their whole trip. Between 1993 and 2012, international visitors accounted for 40-50% of all visitors to Kakadu however, international visitation to Kakadu has been declining, a trend experienced across the Top End of the Northern Territory, and in 2019 accounted for only 17% of visitors. Investment in visitor infrastructure that meets the expectations of international visitors, and provides incentive for return visitation, has the potential to increase the proportion of international visitors to Kakadu to past levels.

Targeting an increase to international visitation would have a significant effect on tourism spend in Kakadu in the medium to long term, boosting the local economy and the Northern Territory economy more broadly, as international visitors disperse to other attractions in the Northern Territory.



Broadening visitation across the peak season, extending accessibility to visitor sites and expanding the range of activities in the shoulder seasons is a key area for investment, particularly following the tropical summer (from March–May). A 35% increase to visitation across June, August and the shoulder seasons will be targeted resulting in a more sustainable tourism proposition for Kakadu. Figure 4 demonstrates how broadening the peak and longer shoulder seasons could affect visitor numbers.

FIGURE 4: EXTENDING VISITATION INTO SHOULDER SEASONS TO GROW TOURISM

Attracting more visitors during the shoulder season will be made possible by improving access to key sites, making them available to visit for longer periods throughout the year. While Kakadu-wide accessibility will be improved, focusing on opening the iconic sites will benefit commercial tourism operators and tourism wholesalers who require certainty of access to these iconic sites as part of their marketing and visitor tour packages.

Growing tourism businesses

Increasing the number of Bininj/Munggy and commercial tourism businesses in the park will provide a more diverse range of visitor activities and greater opportunities for visitor attraction.

Developing new Bininj/Munggy businesses will not only help grow tourism but also contribute to improving social and economic outcomes for the community. Research and consultation has confirmed that tourism education and training, employment and business support are critical to the long term success of Bininj/Munggy businesses and Kakadu's economy. Partnerships between the private sector and Bininj/Munggy will also be important. The Action Plan includes strategies that will foster business growth and lead to Aboriginal-owned and operated businesses, delivering ongoing benefits to Bininj/Munggy.

The Board welcomes private sector investment that is viable, sustainable, and complementary to existing tourism offerings in Kakadu. The *Growing Tourism in Kakadu* funding package provides a solid basis for encouraging new and existing commercial tourism operators and service providers in Kakadu to grow and invest in new visitor infrastructure and activities. Increasing the number of commercial tourism businesses and offerings in the park will contribute to an increase

in visitor spend, as visitors will have a wider range of activities, food and beverage, and accommodation options to choose from.

Currently, there are 107 commercial operations in the park with Bininj/Munggy businesses comprising about five of these. Implementing the actions from the Tourism Master Plan seeks to achieve an increase in the number of Bininj/Munggy and other commercial businesses in Kakadu by 20% by 2025 and 40% by 2030, with a stretch target of 50%.

Growing tourism revenue

Additional and improved tourism attractions will be critical in meeting the revenue targets. Visitation levels in 2018/2019 resulted in tourism revenue for Kakadu of approximately \$3.2 million. This revenue is mostly from entry and camping fees with the remainder from commercial tourism licence and permit fees and the provision of other services such as education programs. A 25% increase in visitor numbers to Kakadu by 2030 will roughly result in an increase in revenue to \$4.1 million (based on the current fee structure) with a stretch target of \$5.33 million.

Revenue will also be sought through additional opportunities with at least \$1 million per annum targeted by 2025 and \$2 million per annum by 2030. These targets are based on annual payments received through 10 or more new concessional subleases of varying sizes on a revenue share basis.

Details on changes to the existing park fee structure and opportunities for additional revenue are discussed in Section 9.2.3.

2.2.4 Achieving the targets

The Tourism Master Plan targets will be achieved through delivery of the Action Plan (Section 10.2.2). The Action Plan includes both infrastructure and non-infrastructure actions that support and enable sustainable tourism growth in Kakadu.

Through comprehensive consultation and market engagement, it was clearly articulated that delivering new and improved visitor infrastructure will encourage greater private sector investment in Kakadu, including new privately financed infrastructure and activities. Improved visitor infrastructure and activities will provide visitors with a more diverse and enriching visitor experience. This in turn will drive the attraction of more domestic and international visitors to Kakadu, and this growth has the potential to provide significant economic benefits for Kakadu as well as the Northern Territory economy more broadly.

Parks Australia's investment decisions for growing tourism in Kakadu will be guided by the following key considerations:

- Focus on Kakadu's iconic sites
- Provide new and revitalised infrastructure and activities at existing sites before opening and developing infrastructure at new sites
- Prioritise infrastructure/activities that provide certainty of availability and accessibility
- All improvements must enhance the visitor experience.

2.2.5 Evaluation

The targets for growing tourism numbers and tourism revenue in Kakadu will primarily be measured through increased visitation, extended stays and increased spending. These targets will be monitored and evaluated regularly throughout the next ten years as outlined in the Monitoring and Evaluation Plan in Section 10.5.

Other secondary indicators will also be monitored including:

- Improved visitor experience
- Increased Bininj/Mungguy opportunities
- Increased private sector investment outcomes.





Credit: Tourism NT

03

Policy context

3.1 Introduction

The Kakadu Tourism Master Plan has been developed consistent with three policy directions: the *Kakadu National Park Management Plan*, the previous Tourism Master Plan, and the commitments to a tourism-based future for Jabiru and Kakadu. These policies have guided the development of the Tourism Master Plan and underpin the vision and actions recommended to grow tourism in Kakadu.

3.2 Kakadu National Park Management Plan

Kakadu is one of 19 World Heritage areas in Australia, included on the National Heritage List established under the EPBC Act. The EPBC Act requires the Director and the Board to prepare management plans for Kakadu. The *Management plan* establishes the overarching direction and framework to manage, protect and conserve Kakadu's natural and cultural values in accordance with the EPBC Act.

Kakadu is managed through a strong and successful partnership between Bininj/Mungguy (via the Board) and the Director, who work together to decide how Kakadu is managed, to solve problems, make decisions, and exchange knowledge, skills and information. An important objective of joint management is to ensure the traditional knowledge and skills of Bininj/Mungguy continue to be respected, maintained, and applied within Kakadu. The joint

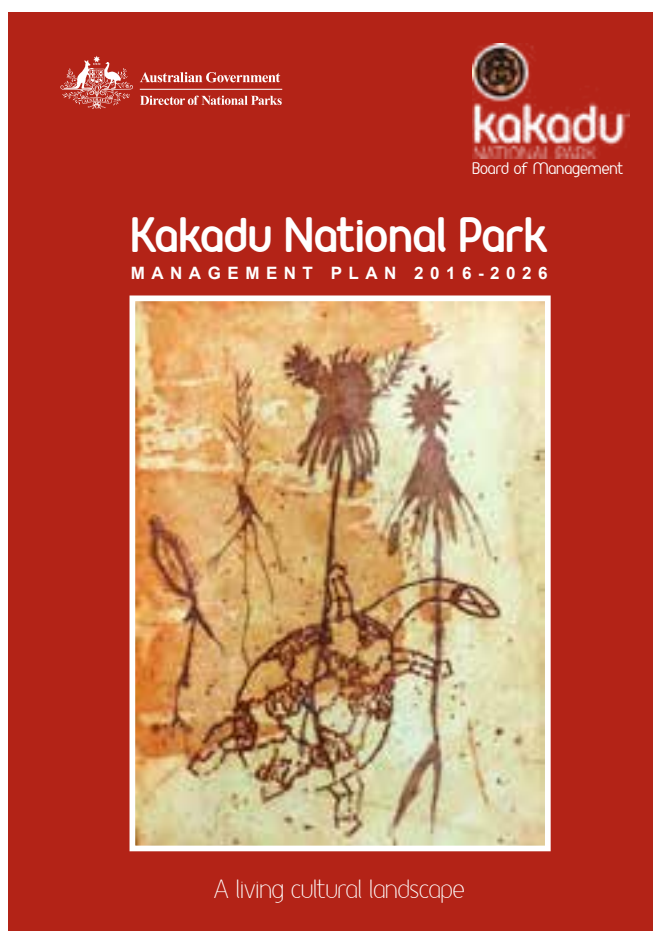
management relationship is a dynamic one, and changes over time depending on the people involved and their expectations of joint management. It will continue to change and evolve over the life of the plan and into the future.

The *Management plan* outlines and identifies Kakadu's values and how they are to be protected, conserved, presented, and promoted. Specifically, the plan identifies activities that may be restricted, and access to areas that may be limited, to ensure the values of Kakadu are conserved, that activities are conducted safely and that users of Kakadu are not disturbed by the actions of others.

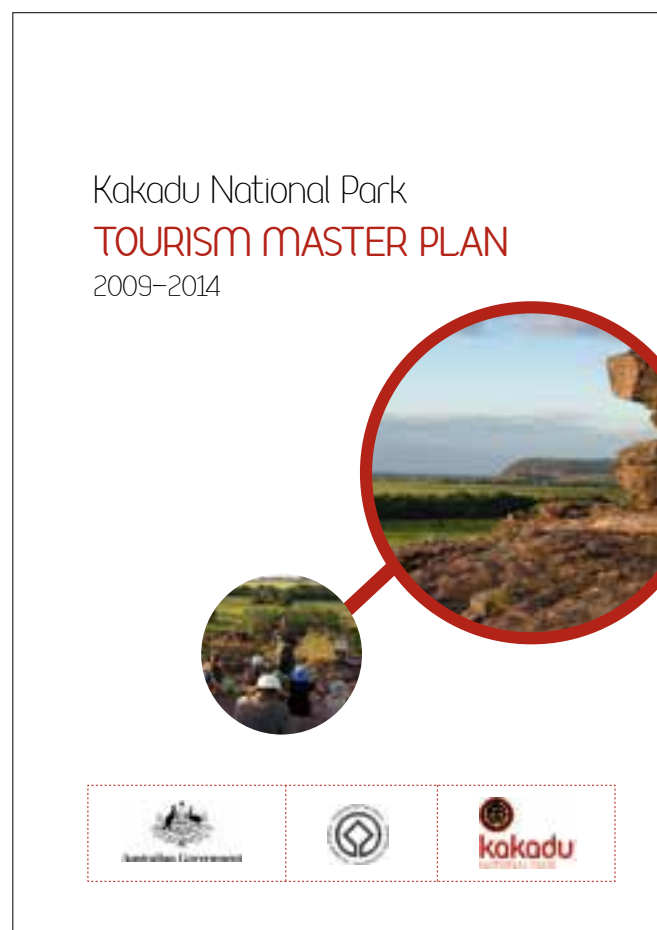
In addition to Actions 6.1.6 and 6.1.7 outlined in Section 1.4, the *Management plan* also commits to increasing visitation to the park in a sustainable way and includes a number of actions to do this including:

- Using best endeavours to ensure that public areas are open for as long as possible, particularly early in each year (6.1.17)
- Considering implementing staged opening of sites over the shoulder season and providing exclusive use or access to sites (6.1.18)
- Providing incentives, including length of commercial activity licences, to improve the quality and variety of tourism experiences available in the park (6.2.7)
- Creating partnerships with new and established commercial tourism operators who may wish to extend their operations to and within the park (6.2.8).

The *Management plan* takes a strategic approach in outlining the roles and responsibilities for the Director in both managing Kakadu, to protect natural and cultural values, and managing the use of Kakadu, including the appropriate visitor and stakeholder activities in Kakadu. The *Management plan* aligns with the Shared Vision for tourism and commits to increasing visitation to Kakadu in a sustainable way with consideration of Kakadu's environmental values and risks such as climate change.



3.3 Previous Tourism Master Plan



1. Develop products that promote the six seasons of Kakadu
2. Develop infrastructure and services
3. Develop products that lengthen stay and will meet the needs of the target market.

These three priority areas are still relevant today and provide a foundation for the recommendations and actions within the Tourism Master Plan 2020–2030.

An audit was conducted in 2019 to determine the progress and outcomes of the action items from the 2009–2014 Tourism Master Plan (available in Appendix D — Outcomes to date). While the progress to date has resulted in some improvements to Kakadu, the tourism market, and travel demands in Kakadu have all changed significantly. The new Tourism Master Plan 10 Year Action Plan will be a document that is regularly updated, building on the previous plan and providing guidance for future development and investment within Kakadu.

The previous Tourism Master Plan (Kakadu National Park Tourism Master Plan 2009–2014) provided a strategic framework to promote sustainable tourism that is culturally appropriate and provided guidance on planning and managing tourism activities targeted at key visitor markets, through offering unique activities in each of Kakadu's precincts. The 2009–2014 Tourism Master Plan provided valuable insights on the historical strengths and weaknesses of Kakadu.

It identified three priority product development areas that would enable delivery of preferred activities to visitors.

3.4 Commitments to a tourism-based future for Jabiru & Kakadu

3.4.1 Future of Jabiru

Jabiru is built on Mirarr country and is the main township in Kakadu. Jabiru's future will be guided by the vision of the Mirarr, which states the town should be:

“A world leading ecologically sustainable, economically and socially vibrant community where traditional Aboriginal culture, all people and the natural environment flourishes.”

The township was established in 1982 to service the nearby Ranger Uranium Mine operated by Energy Resources of Australia Limited (ERA). In accordance with current operational approvals, all mining and processing activities at the Ranger Uranium Mine must cease by 2021 and all decommissioning works must be completed by January 2026. The closure of the Ranger Uranium Mine will have significant implications for the future viability of Jabiru.

The Australian Government, the Northern Territory Government, ERA and the Mirarr traditional owners represented by Gundjeihmi Aboriginal Corporation are committed to Jabiru having a future beyond mining. The aspiration is for Jabiru to transition into a nationally and internationally recognised tourism destination and become the main centre servicing Kakadu. To achieve this, new investment is needed to evolve Jabiru into a successful tourism centre. The Australian Government's growing tourism commitment will assist with this and the Northern Territory Government has committed an additional \$135.5 million.

To start the transition from mining to tourism activities, the Gundjeihmi Aboriginal Corporation prepared the Jabiru Business Case and the Jabiru Master Plan. The Jabiru Business Case⁶ investigated Jabiru's tourism potential, and the key findings echo many of the similar thoughts surrounding Kakadu as a whole. 'Mega issues' surrounding accessibility, local services development, marketing and innovation are identified, all of which have been considered in this Tourism Master Plan in the context of both Jabiru and Kakadu. While the primary purpose of these external documents is to focus on the repurposing of Jabiru, any development needs to be considered within the broader context of Kakadu due to its geographic position within Kakadu.

3.4.2 Growing Tourism in Kakadu

As outlined in Section 1.3, the development and implementation of this Tourism Master Plan is fundamental to the Australian Government's commitment to the future of Jabiru and to grow tourism in Kakadu.

In August 2019, a Memorandum of Understanding was signed by the Australian and Northern Territory Governments, ERA and Gundjeihmi Aboriginal Corporation to further support the vision for Jabiru's transition to a tourism town.

The Tourism Master Plan will guide the funding priorities for visitor infrastructure investment. A Roads Strategy has been developed in parallel with, and informed by, the Tourism Master Plan, to guide investment in tourism roads in Kakadu. Investment priorities from the Roads Strategy have been referenced through this document.

Improved roads and visitor infrastructure will encourage private sector investment, support visitor safety, increase the length of the main tourist season, and has the potential to provide employment and economic opportunities for Bininj/Mungguy.

“A world leading ecologically sustainable, economically and socially vibrant community where traditional Aboriginal culture, all people and the natural environment flourishes.”

⁶ Stafford Strategy 2018. Jabiru Business Case.

Growing Tourism in Kakadu: The Australian Government's commitment to the future of Kakadu and Jabiru

In January 2019, the Australian Government announced a funding commitment of \$216 million to grow tourism in Kakadu⁷. The aim of the investment is to provide greater opportunity to grow the local economy and support Aboriginal businesses and employment consistent with the World Heritage values of Kakadu.

The *Growing Tourism in Kakadu* funding package includes \$111 million for tourism planning and infrastructure, \$70 million for roads to open up Kakadu and \$35 million to support remediation of Jabiru. The commitment also includes the development of the Tourism Master Plan and the Roads Strategy.

The Tourism Master Plan will inform the development and/or investment of:

- \$40 million capital investment for new/upgraded visitor infrastructure

- \$2.5 million funding allocation for wi-fi/mobile connectivity coverage solutions — a total of \$7.5 million in a tripartite arrangement
- \$5 million funding allocated to transition interpretation for visitors from Bowali Visitor Centre to Kakadu World Heritage Visitor Centre.

The remaining Australian Government commitment includes:

- \$70 million to improve roads and access to key visitor sites
- \$35 million to support remediation of Jabiru
- Up to \$60 million towards the Kakadu World Heritage Visitor Centre.

The funding commitment has been identified for a 10-year period with a requirement for 70% of the commitment to be spent within the first four years.

7 Prime Minister of Australia, 2019. Media Release. Accessed at www.pm.gov.au/media/locking-future-tourism-and-jobs-kakadu



3.5 Alignment and funding

The Tourism Master Plan aligns with, and supports implementation of other key strategies, plans, objectives and priorities at a national, territory, regional and local level. The Tourism Master Plan will also inform the development and implementation of various other plans and strategies. Figure 5 outlines the various key strategies, plans and frameworks related to the Tourism Master Plan.

Appendix B – Strategic alignment and governance provides further details on the Tourism Master Plan's strategic alignment.

In addition to the *Growing Tourism in Kakadu* funding package, the Tourism Master Plan has also considered other projects that have been committed and/or planned by the Director, the Northern Territory Government and Gundjeihmi Aboriginal Corporation regarding Kakadu and Jabiru. This includes:

- Mary River Precinct Development Plan 2016
- Draft Jim Jim Falls Visitor Experience Plan
- The Northern Territory's \$135.5 million Jabiru Futures Package⁸
- Jabiru Master Plan.

The Tourism Master Plan will identify projects and activities outside of the *Growing Tourism in Kakadu* funding package to leverage future funding opportunities.

Due to the impacts of the COVID-19 pandemic, the Australian and Northern Territory Governments implemented funding initiatives to support private businesses and the economy including the waiver of entry fees for Kakadu until 31 December 2020 and business support programs targeted at helping small businesses survive and rebound.

⁸ Northern Territory Government — Department of the Chief Minister (2019). *A strong future for Jabiru*. Accessed at <https://dcm.nt.gov.au/supporting-government/strategies-and-plans/a-strong-future-for-jabiru>

FIGURE 5: TOURISM MASTER PLAN ALIGNMENT



04

Tourism context

4.1 Market overview

Tourism is a key pillar of the Australian economy, supporting jobs, investment and growth in urban and regional communities throughout the country.

In recent years, most travellers have been increasingly seeking immersive and authentic experiences⁹.

The demand for these types of experiences was showing significant growth across the domestic market and is likely to be the case in the future.

The COVID-19 pandemic will have an immediate and significant effect on the tourism sector globally.

However, following the lifting of travel restrictions the outlook is positive for domestic travel which is currently the main market to Kakadu.

⁹ Tourism Australia, 2019. *Corporate Plan 2019-2023*

Ecotourism and adventure tourism

There has been strong growth in the popularity of ecotourism and adventure tourism activities.¹⁰ This increasing market of visitors, both domestic and international, value activities that are enriched by the outstanding natural and cultural immersion.

Ecotourism principles include building environmental and cultural awareness and respect, and more broadly, ecotourism has been linked to positive physical, social and economic outcomes.

Wellness tourism

Wellness tourism encompasses travel for the pursuit of maintaining or enhancing personal wellbeing. Australia is seen as an ideal place for wellness travellers due to the abundance of 'wellness assets', from natural attractions to private retreats and wellness practitioners.

There is potential to develop and offer wellness travel experiences in Kakadu that immerse visitors in Aboriginal culture. The strong connection to country held by Bininj/Mungguy can inspire a life-changing inward journey. These self-reflective experiences provide a real and authentic connection to people through immersive, small group, medium length stays.

Over the last five years, the sector in Australia has grown by 9.6% per annum, with approximately 75% of wellness visitors identifying as domestic overnight visitors.¹¹

Education tourism

Education tourism has been a fast-growing sub-sector in the tourism industry. It is a high value market due to international students' length of stay, spend, and the part they play in encouraging friends and relatives (VFR) to visit locations within Australia. Domestic students also participate in education tourism, through school excursions and study or sporting tours.

Education visitors have spent on average 8.5 times more than other visitors and global travel companies anticipate lucrative growth in the educational tourism sector.¹²

The COVID-19 pandemic will have a significant impact on the international portion of this market in the short to medium term. The domestic school's market will continue to be the main focus in the short term.

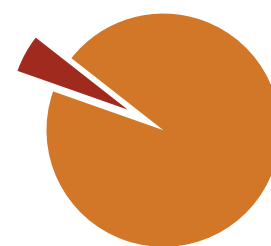


In 2018/19, the tourism industry contributed an estimated 3.1% of Australia's GDP

Tourism Research Australia, 2019

Tourism employs 5.2% of Australia's workforce

Tourism Research Australia, 2019

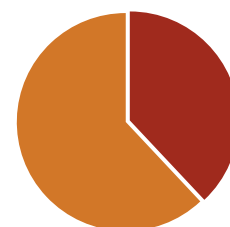


Domestic wellness travellers spend a 178% premium over the average domestic tourist, and international wellness travellers spend a 53% premium.

Global Wellness Institute, 2018

Education visitors account for over 38% of total tourism spend in Australia and 57% of travel exports.

Austrade, 2019



10 Global Data (2017). Global Eco-tourism takes off with 35% of holiday makers now likely to book an eco-holiday. Accessed at <https://www.globaldata.com/global-eco-tourism-takes-off-with-35-of-holiday-makers/>

11 <https://www.tourisminvestment.com.au/en/investment-opportunities/wellness-tourism.html>

12 *Future Market Insights. Educational Tourism Sector Outlook*. Accessed at <https://www.futuremarketinsights.com/reports/educational-tourism-sector-outlook>

International visitor research reveals Australia's biggest strength is its 'world-class nature'

Tourism Australia, 2013



Millennials are most likely to pick "authentic" and memorable travel experiences, heading off the beaten track. 59% of travelers prioritise experiences over material items when on holiday.

Trekk Soft, 2018



Business tourism

Business tourism represents the major non-leisure form of tourism. Among all categories of travellers, business visitors are recognised as those with the highest expenditure. Business travellers usually have some free time during their stay and often seek out leisure or recreation opportunities and extend their stays to engage in these activities.

4.2 Tourism trends and travel habits

4.2.1 The Northern Territory

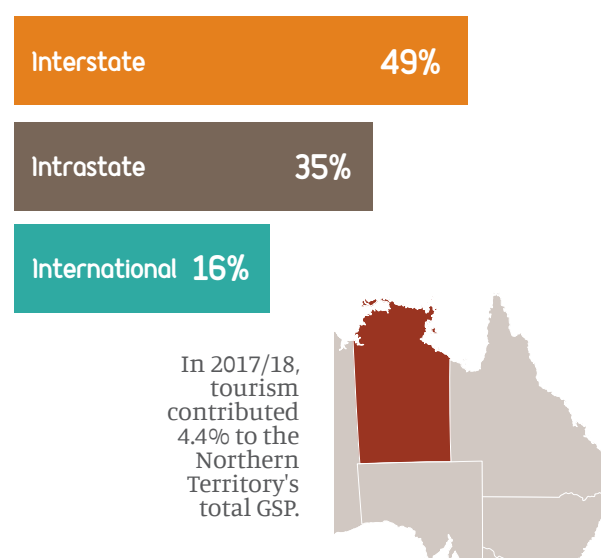
The Northern Territory welcomed 1.7 million overnight visitors in 2019, who spent a total of \$2.6 billion across the Territory's regions,¹³ making the sector a major employer and key contributor to the Northern Territory economy.

Only the Tasmanian tourism industry has been a higher contribution to the overall GSP for the State.¹⁴

For the Northern Territory, the quality of the unique natural environment, with its rich cultural history and its biodiversity and wildlife, is the foundation of its competitive advantage.

The development of new and innovative tourism infrastructure, products and activities is essential to satisfy visitor expectations and support future tourism growth from a range of visitor markets.

FIGURE 6: NORTHERN TERRITORY VISITOR ORIGIN



Tourism NT, 2018

Tourism Research Australia, 2018

¹³ Tourism Research Australia. IVS and NVS Results YE December 2019. Accessed at <https://www.tra.gov.au/data-and-research>

¹⁴ Tourism Research Australia (2018). *STSA State Summaries 2017/2018*. Accessed at <https://www.tra.gov.au/economic-analysis/economic-value/state-tourism-satellite-account/state-tourism-satellite-account>



4.2.2 Kakadu

In 2019, 195,693 visitors travelled to Kakadu with the majority visiting in the peak season from June to August. The trendline in Figure 7 shows that following a significant drop in 2010, due to the global financial crisis, visitor numbers have since recovered to between 190,000 and 200,000 in the last three years. More than 80% of visitors were Australian, and the majority of international visitors were from European countries.

Visitors travel to Kakadu to experience a region rich in cultural history and significance, and internationally renowned for its pristine natural assets.

Within Kakadu, and the Northern Territory more broadly, cultural tourism provides an authentic cultural experience. Experiencing a different culture is considered by many to be a key aspect of a holiday, and Aboriginal

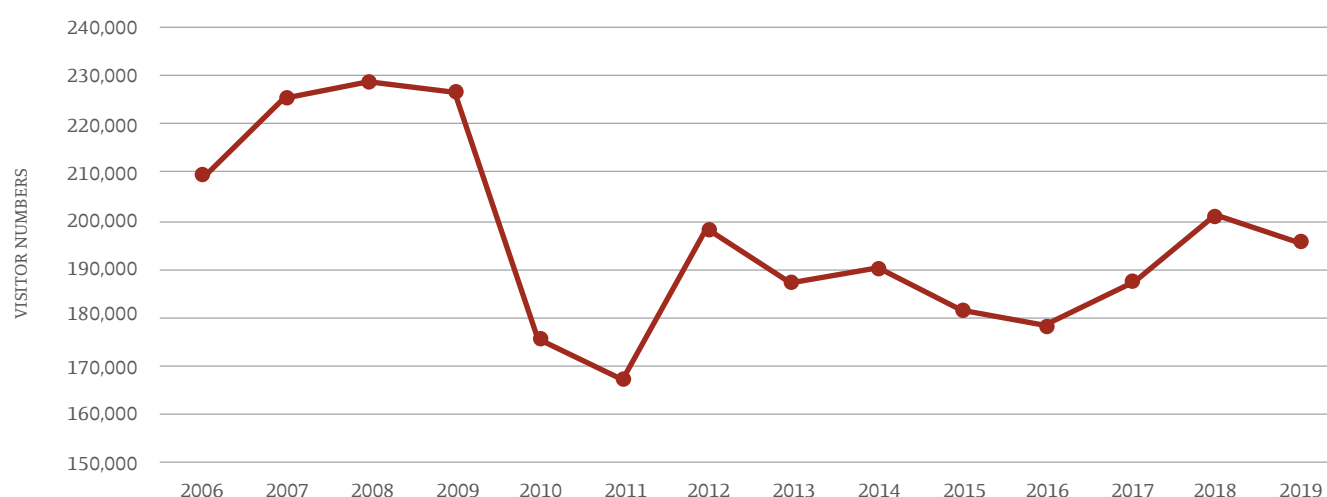
culture is a significant drawcard for international visitors to Australia, and the Northern Territory specifically.

According to the Australian Department of Foreign Affairs and Trade (DFAT), Aboriginal art, craft, or cultural displays are the most popular activities among visitors interested in culture.

Cultural tourism also has positive social development impacts for communities in preserving and maintaining unique cultures in a living context, to protect the future viability of the sector and to nurture its growth potential.¹⁵

In Kakadu, Bininj/Mungguy comprise more than 57%¹⁶ of the population and are fundamental to its future success as an iconic cultural tourism destination. Their involvement in new visitor experiences has enormous economic potential.

FIGURE 7: KAKADU VISITOR NUMBERS 2005-2019



Parks Australia, 2019

¹⁵ Tourism NT, *Sector Strategies, Aboriginal Tourism*. Accessed at <https://www.tourismnt.com.au/en/strategies/sector-strategies/aboriginal-tourism>

¹⁶ ABS (2016). 2016 Census QuickStats — Kakadu. Accessed at https://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/SSC70140

Credit: Parks Australia

Kakadu's largest source countries



France
16%

UK
15%

Germany
12%

Kakadu's interstate market

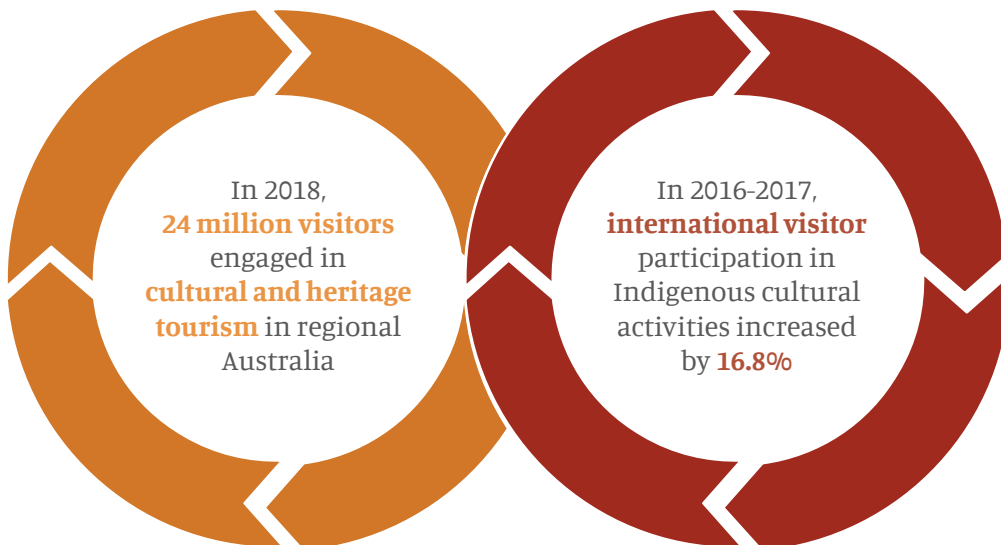


Victoria
27%

NSW
22%

Queensland
17%

Tourism Research Australia, 2019



Tourism Research Australia, 2019



05

Current state

5.1 Iconic visitor sites and experiences

Kakadu is internationally recognised for its abundant wildlife, diverse landscapes and rich Aboriginal history.

There are iconic visitor sites and activities within Kakadu that provide the greatest opportunity to grow tourism in Kakadu and the wider region. Figure 8 displays Kakadu's most iconic natural and cultural attractions and the percentage of total visitors to Kakadu¹⁷ that visit them.

The sites illustrated in Figure 8 currently attract the most visitors and many offer popular activities in the shoulder seasons.

At some of the smaller sites like Maguk, an increase in visitation is not sustainable without upgrading infrastructure to reduce environmental impacts.

¹⁷ Percentages based on results from visitor surveys in 2019 and annual park visitation of 195,693 per year, and represent the percentage of total visitors that visit each attraction.



The most popular major sites and activities in Kakadu are the Bowali Visitor Centre, Ubirr, Yellow Water cruises, Cahills Crossing and Burrungkuy (Nourlangie). These sites and activities are either accessible year-round or provide activities such as culturally significant rock art sites and natural lookouts, which are unique to Kakadu.

Accessibility during the tropical summer is a key factor limiting visitation to many iconic sites, such as Jim Jim Falls, Twin Falls¹⁸ and Gunlom Falls. The monsoon weather systems experienced in northern Australia bring widespread flooding and high temperatures to the Top End. The flooding and damage to roads significantly reduces access to many sites within Kakadu. This determines the peak and shoulder visitor seasons and seasonal access to many visitor sites across Kakadu.

Less visited or smaller, more sensitive minor sites present the opportunity to encourage visitor dispersal and increase length of stay or repeat visitation in different seasons, especially for special-interest and niche markets and experiences. Appropriate marketing of minor sites to promote the time when each site is at their best for certain activities can achieve this. Some sites can be marketed differently in different seasons e.g. Yurmikmik walks in the tropical summer and dry season mountain biking. Minor sites create an 'off-the-beaten-track' feel and intimate sites for small Aboriginal cultural tours and experiences to take place, especially at sites that are open year-round. Simple infrastructure such as viewing platforms can act as a multi-purpose sunset viewing platform, birdwatching deck or cultural activity site.

Marketing and communications strategies must aid visitor dispersal throughout major and minor visitor sites, encourage repeat visitation and make use of a site's existing qualities in varying seasons, especially with regards to niche market interests.

5.2 Key attributes

As a dual-listed World Heritage park, Kakadu is home to living Aboriginal cultures and features extraordinary natural landscapes and a rich diversity of plants and animals. There are a range of cultural and natural features that visitors can experience. The following section provides an overview of Kakadu's current attributes, and covers:

- Kakadu features
- Infrastructure and services
- Kakadu activities
- Commercial operations.

The precinct plans in Section 11 provide additional details on the features in Kakadu on a precinct-by-precinct basis.

5.2.1 Kakadu features

Cultural attractions

Kakadu displays leading examples of the lives of over 2,000 generations of Bininj/Mungguy gone by, with rich cultural history showcased through rock art and occupation sites and more recent 'contact history' with mining, pastoralism, buffalo hunting, missionaries and early tourism.

Landscapes

Kakadu represents six of the eight major tropical landscapes in the Top End of the Northern Territory. There are a wide variety of landscapes that can be explored including: savannah woodlands; monsoon vine forests; southern hills and ridges; stone country; tidal flats, mangroves and coastline; floodplains, rivers and billabongs.

Wildlife

Kakadu has abundant wildlife and is home to many endemic, vulnerable and threatened species. Foremost, Kakadu protects over 10% of the Northern Territory's saltwater crocodile population and is home to one third of Australia's bird species, drawing visitors from around the world to admire nature's spectacles.

¹⁸ Twin Falls was closed in 2017–2020 due to access being restricted at Jim Jim Creek.

Natural attractions

Natural features in Kakadu include sandstone outcrops, vast floodplains, geologic wonders, lookouts, seasonal billabongs, tropical rivers, infinity pools, plunge pools and waterfalls.

Interpretation

Kakadu's rich living cultural history is shared with visitors during guided tours and interpretive activities, signs and visitor centres.

Seasons

The transition between the six distinct northern Kakadu seasons (see Figure 9) and five distinct southern Kakadu seasons is marked by subtle variations in the weather, the flowering plants and the abundance of bush foods. This provides a great opportunity to showcase the different characteristics of Kakadu throughout the year in all interpretive and communication marketing mediums.

FIGURE 9: SIX BININJ SEASONS OF KAKADU

With less humidity, early-morning mists hang low over the plains and the shallow wetlands and billabongs are carpeted with water lilies. Dry winds and flowering Darwin woollybutt tell local Aboriginal people that it's time to start patch burning to 'clean the country' and encourage new growth.



Kurrung is hot and dry. It is still 'goose time' but also time for local Aboriginal people to hunt file snakes and long-necked turtles. Sea turtles lay their eggs on the sandy beaches of Gardangan (Field Island) and Waldak Irrmbal (West Alligator Head), where goannas sometimes rob the nests. White-breasted wood swallows arrive as the thunderclouds start to build.



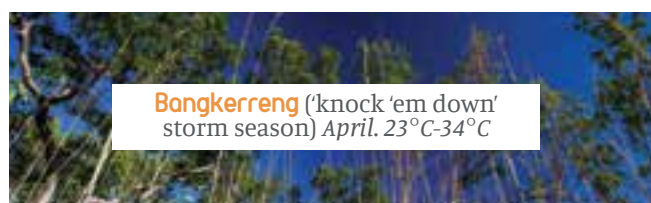
This is the true tropical summer — thunderstorms, heavy rain and flooding. Kudjewk's heat and humidity cause an explosion of plant and animal life. Speargrass grows to over three metres tall and gives the woodlands a silvery-green hue. Magpie geese nest in the wetlands while widespread flooding drives goannas, snakes and rats to seek refuge in the trees. Eggs and stranded animals are a good source of food for local Aboriginal people during this time.



This is the cold time — at least by Northern Territory standards. Humidity is low, while daytime temperatures are around 30°C and drop to about 17°C at night. Most creeks stop flowing in Wurrkeng and the floodplains quickly dry out. Bininj/Mungguy continue patch burning, which is extinguished by the dew at night. Birds of prey patrol the fire lines during the day as insects and small animals escape the flames. Magpie geese, fat and heavy after weeks of abundant food, crowd the billabongs with a myriad of other waterbirds.



Kunumeleng is the pre-monsoon season, with hot weather becoming increasingly humid. It can last from a few weeks to several months. Thunderstorms build in the afternoons and showers bring green to the dry land. Barramundi move from the waterholes to the estuaries to breed, and waterbirds spread out with the increased surface water and plant growth. Kunumeleng was when Aboriginal people traditionally moved camp from the floodplains to the stone country to shelter from the coming monsoon.



By April the rain clouds have dispersed and clear skies prevail. The vast expanses of floodwater recede and streams start to run clear again. Most of Kakadu's plants are fruiting and its animals are caring for their young. The early days of Bangkerreng are marked by violent, windy storms that flatten the speargrass — these are called 'knock 'em down' storms.



Credit: Parks Australia



Credit: Parks Australia



Credit: Tourism NT



Credit: Parks Australia

5.2.2 Public infrastructure and services

Visitor and cultural centres

Both the Bowali Visitor Centre and Warradjan Aboriginal Cultural Centre are popular among visitors. The Bowali Visitor Centre near Jabiru provides information to help visitors plan their trip, has static and interpretive displays about the landscapes and wildlife of Kakadu, and includes a cafe and retail gallery. Warradjan Aboriginal Cultural Centre in Yellow Water provides excellent interpretation about culture, language and history and is an opportunity for visitors to engage with local Bininj/Mungguy culture. Warradjan Aboriginal Cultural Centre also includes a retail shop and regularly hosts cultural activities. These centres are also used as event venues such as for *A Taste of Kakadu*, or private functions.

Tourism and visitor services

The park's centralised Tourism and Visitor Services team provides a wide range of commercial services, including commercial tourism operator permit and license processing, support for filming and photography projects and secretariat services to the Kakadu Tourism Consultative Committee. The team manages the Bowali Visitor Centre, issues bushwalking and camping permits, interpretation, education and community engagement, social media and event coordination.

Jabiru

Jabiru township provides facilities and services for the residents of Kakadu and wider West Arnhem Shire as well as park visitors. These include medical and emergency services, a supermarket, council services, Charles Darwin University

campus, employment services, bank, postal services, police station and law courts, a school, sporting grounds and community centre, swimming pool, golf course, hotels, campgrounds, bars and restaurants. The fuel station, potable water and dump point are essential services for visitors and residents. The Jabiru Master Plan outlines a vision for the future of Jabiru to grow its role as a services hub.

Road access

Sealed, unsealed and four-wheel drive (4WD) tracks provide access to the key attractions in Kakadu. Key roads in Kakadu are sealed including all highways and throughout Jabiru. The main unsealed roads and 4WD tracks in Kakadu give access to Jim Jim and Twin falls, Maguk, Gunlom Falls, West Alligator Head and the central billabongs. Road closures are communicated via a daily email list, on the Parks Australia website and on mobile applications. The *Park opening plan* is available online advising historical opening and closing dates and is intended to assist tourist itinerary planning. The Kakadu Roads Strategy details the proposed road upgrades within Kakadu.

Campgrounds

There are 22 park campgrounds in total, including five large campgrounds with onsite managers at Gunlom, Mardukal, Karnamarr, Muirella Park (Djarradjin) and Merl. There are nine smaller campgrounds with basic facilities, and eight free bush camping areas.

Some camping areas have limited capacity, such as Jarrangbarnmi (Kool Pin Gorge), and require a permit minimising visitor impacts and offering a more private experience. There are two safari camp areas at each of the managed campgrounds that are available to commercial

tourism operators and allocated through a competitive licence application process. More than 50% of visitors to Kakadu stay in park-owned campgrounds and customer service and presentation of facilities is crucial to overall visitor satisfaction.

Boat ramps

For safety reasons, boat ramps are essential during launching of boats and can also provide opportunities for early access to certain visitor sites and create new activities in the park. Yellow Water, South Alligator and East Alligator boat ramps are the more popular sites. Fish cleaning bays are provided at South and East Alligator boat ramps. Unformed boat ramps are located around remote area sites and 4WD tracks, such as Two Mile and Four Mile Hole.

Walking tracks

There are currently more than 40 market day walks and approximately 200 kilometres (km) of unmarked overnight bushwalking routes in the park. Short walks to key attractions are one of the most popular visitor experiences. The *Kakadu Walking Strategy* has recommendations for upgrading and classifying walking tracks and improving wayfinding and signage, as well as new walks. Key short day walks have been upgraded (Ubirr, Burrungkuy (Nourlangie), and Gunlom) to improve visitor accessibility, safety and site presentation. The *Walking Track Manual* has been developed for the ongoing maintenance of tracks in the park.

Visitor facilities

There are approximately 50 visitor sites in Kakadu. Depending on the site, facilities include picnic tables, shade shelters, benches, bins and toilet facilities, lookouts, wildlife viewing platforms, bird hides and amenities blocks. Cahills Crossing is a popular attraction for crocodile viewing and Mamukala wetlands bird hide welcomes large groups with safe and easy access to shoulder and peak season wildlife viewing opportunities and serve as good examples for other opportunities in the park. Visitor facility presentation is inconsistent across the park and the standard does not always reflect the quality expected by visitors. The *Facilities manual* has been developed for park furniture and has consistent materials selection, is based on design principles linked to the landscape and reflects the Kakadu brand.

5.2.3 Activities and experience in Kakadu

Self-guided activities

The Kakadu website offers a 'plan your trip' tool and downloadable visitor guide. Visitors can plan and enjoy free self-guided activities such as bushwalking (day walks and overnight walks with permits), rock art viewing, birdwatching, crocodile spotting, fishing and boating (where permitted), swimming (at own risk permitted), 4WDing, visiting waterfalls, browsing art galleries and interpretive centres, picnicking, camping and general sightseeing in Kakadu. There are more than 40 day-use walking tracks with varying distances and levels of difficulty across Kakadu, with the most popular tracks connected to key cultural and natural features. There are also several overnight walks that are managed through the permit system to ensure visitor safety and minimise impacts.

Ranger-guided activities

A variety of ranger-guided activities are available throughout the dry season (currently included in visitor park passe). These activities include rock art site talks and guided walks, night-time slideshows and cultural activities such as traditional weaving or painting. The program has been operating for over 20 years and yields very high visitor satisfaction, attracting 54,000 visitors in its peak (2012) and over 30,000 in 2019.

Previous interpretive teams were twice as large and ran seven days a week for 20 weeks. Currently, constrained resourcing means there are not enough interpretive rangers and Bininj/Mungguy contractors to deliver the free-of-charge interpretive activities to sustainable group sizes that facilitate effective communication and boost visitor satisfaction. Visitor group sizes can reach 140 visitors to one ranger in the peak season. This ratio of visitors to rangers increases the risks and reduces interaction between rangers and visitors, resulting in reduced visitor engagement. There are currently no weekend activities outside of special events.

Visitor feedback states that to improve the program it needs to run seven days a week and include more cultural activities and increase staffing. High group numbers put strain on infrastructure such as boardwalks, restrict site access to other visitors and tour groups, can be intimidating for trainee Bininj/Mungguy interpretive rangers and create burnout amongst staff and contractors.

Other services offered by Parks Australia include educational ranger-guided activities for visiting school groups.

Thematic interpretation

Kakadu's rich living cultural and natural history is shared with thousands of visitors a year during guided tours and interpretive ranger activities, interpretive signs, documentaries, festivals, events, visitor centres and social media.

Events

Events in Kakadu include free as well as commercial activities. Kakadu hosts a number of annual events throughout the year, including *A Taste of Kakadu*, Kakadu Bird Week, World Wetlands Day, and NAIDOC week. There are also many natural events that occur throughout the year, such as the barramundi run-off, crocodile spring tide feeding at Cahills Crossing, electrical storms in the tropical summer, the arrival of migratory birds and mass gatherings of waterbirds.

Other activities and services

The Tourism Master Plan recognises that while a wide range of activities are available in Kakadu, there are limited year-round water-based activities — with swimming being the most in demand, and no high-end or luxury cultural activities on offer. There are minimal offerings in growing tourism sectors such as special-interest groups, health and wellbeing and eco- or nature-based products.

5.2.4 Telecommunications

Adequate access to telecommunications within Kakadu is a key issue for maintaining visitor safety and satisfaction. The various types of telecommunications options available to the public include emergency call devices (ECD), mobile phone coverage, wi-fi services and payphones. There are currently many mobile and ECD blackspots in Kakadu. Satellite phones are the only 'fail-safe' telecommunication option available to visitors.

There is mobile coverage within Kakadu but it is limited to areas such as Jabiru, South Alligator and Cooinda. Existing coverage areas are illustrated in Figure 10.

The Northern Territory Government has committed to installing a mobile tower at Cahills Crossing.

Wi-fi services are currently available at the Bowali Visitor Centre and at some accommodation providers in Jabiru. Cooinda has satellite internet and 3G mobile coverage which has been identified as a limitation for visitor services, marketing of events, supporting visitor experiences in the area, and allowing for camping fees and park passes to be sold online.

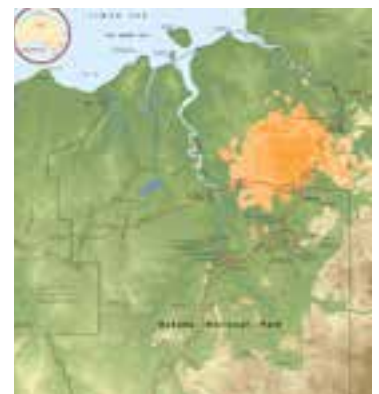
Parks Australia equipped all ranger stations with wi-fi access in 2020, although this service will not be available to the public. Currently there is limited or no wi-fi or coverage at the majority of fee-paying campgrounds.

There are several payphones across Kakadu, and ECDs at selected key sites. The current ECD network has been in place for a number of years. A new digital radio and ECD park-wide network is currently in the design phase.

FIGURE 10: MOBILE COVERAGE IN KAKADU



OPTUS



VODAFONE



TELSTRA

5.2.5 Commercial tourism operations

Commercial accommodation

A range of accommodation options are offered across Kakadu, including hotels, lodges and private campgrounds and safari camps.

There are gaps in the higher-end accommodation segment (above 3.5 star) in Kakadu. This is corroborated by the accommodation audit undertaken as part of the Jabiru Business Case (2018).

Food, beverage and retail outlets

Food and beverage offerings are largely provided at hotels and lodges, in Jabiru township, at the cultural and visitor centres, or at the Border Store. Offerings are limited across Kakadu, and include casual restaurants, cafes and takeaway options. Some of these facilities also feature shops and art galleries, as do the Bowali Visitor Centre and Warradjan Aboriginal Cultural Centre.

Tours and activities

Visitors can book seasonal and year-round activities directly with over 80 commercial tourism operators who provide cruises, fishing tours, 4WDing tours, scenic flights, safari and adventure tours in Kakadu, art centre retail outlets and cafes. Several commercial tourism operators are based in the park, whilst the majority are based in Darwin, Katherine or interstate and visit the park to conduct commercial activities.

Commercial tourism activities are authorised by the Director via leases, licences and permits, in accordance with the EPBC Act and Regulations. Commercial tourism operator permits are issued for standard land-based tours accessing visitor sites open to the general public.

In accordance with the *Commercial tourism licence policy 2012*, the *Commercial tourism activity licence guidelines* are used where there is an exclusive right or a restricted number of rights. Commercial tourism licences are used to manage special activities including guided



sport fishing tours, safari camps at managed campgrounds, commercial bushwalking tours, and tours to Jarrangbarnmi and Igoymarrwa. A sublease or occupation licence may be granted for commercial premises or areas in the park in accordance with the *Parks Australia Leasing policy*.

Applicants for subleases and licences relating to exclusive and restricted tourism opportunities are required to demonstrate benefit to Bininj/Mungguy including joint ventures, support for Indigenous businesses and/or employment and training opportunities.

Air access

Jabiru airport is currently used for private charters and scenic flights only, with small fixed wing aircraft (maximum 20 seats) and helicopters operating from the airport. The airstrip at Cooida Lodge is regularly used for scenic flights. A number

of other decommissioned airstrips are close to attractions and could be considered for future commercial operations where permitted and approved through consultations and environmental impact assessments. Specifically, tropical summer aerial access to sites by scenic flight or helicopter should be investigated as a potential new experience.

Credit: David Hancock-Skyscans

5.3 Visitor satisfaction and demand

Visitor satisfaction is measured through online visitor surveys. The 2019 visitor survey found that overall satisfaction for visitors remained very high at 89%. Figure 11 shows the increase in the combined 'satisfied' and 'very satisfied' visitors between 2016 and 2019.

The key observations on the thirteen visitor satisfaction components in the 2019 survey are as follows:

- 53% of visitors were satisfied with opportunities to engage in Aboriginal activities
- 79% of visitors found visitor information easily available
- 62% of visitors were satisfied with access to clean drinking water in suitable locations
- 58% of visitors were satisfied with the food and beverage offering overall
- 87% of visitors were satisfied with visitor safety information
- 50% of visitors were satisfied with the range and number of ranger-guided walks and talks in Kakadu — lowest satisfaction recorded. However, those who did participate had a 96% level of satisfaction with the activities
- Improve access to attractions
- Create more opportunities to engage with Aboriginal culture
- Create more opportunities to participate in ranger-guided activities
- Improve the built environment
- Improve the accommodation and food and beverage offerings.

Of particular note, visitors responded as largely neutral (36%) regarding the availability of opportunities to engage in Aboriginal activities. This is a key experience sought in Kakadu and visitors actively seek to authentically engage

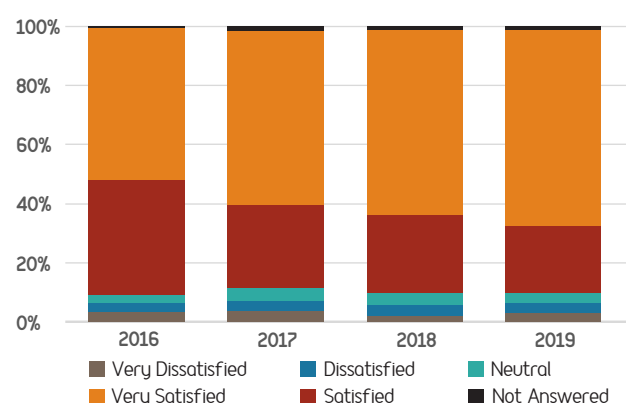
with Bininj/Mungguy working in Kakadu — as rangers, tour operators, gallery staff or in other management and services roles within the accommodation and food and beverage sectors.

These findings were reaffirmed by the outcomes of the public survey and consultation undertaken during the development of the Tourism Master Plan, with the most sought-after activities or desired changes as follows:

- Increase Aboriginal and cultural activities
- Improve access to key attractions
- Extend visitor season
- Provide more, and better quality, accommodation options.

Improvements to infrastructure and amenities were also suggested by visitors. This included upgrades to toilet facilities and overall improvements to campgrounds that appear run-down and uninviting.

FIGURE 11: VISITOR SATISFACTION



5.4 Strengths, weaknesses, opportunities, and threats

A Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis was conducted to confirm the internal and external factors affecting tourism visitation to Kakadu.

The SWOT helped to identify key themes that were considered through the development of the Tourism Master Plan, including potential growth areas and opportunities for improvement.

FIGURE 12: SWOT SUMMARY

A summary of the SWOT is in Figure 12 with the detailed SWOT in Appendix C.

<p>Strengths</p> <ul style="list-style-type: none"> • Kakadu is a dual UNESCO World Heritage Area with a 'dual' listing for both natural and cultural heritage, one of only 39 internationally and one of four in Australia • Offers a diverse range of ecosystems in a biodiversity hotspot, making it appealing to a variety of visitors • Rich in unique cultural history, the traditional home of the Bininj/Mungguy with continuous occupation spanning 65,000 years, and more the recent period of contact with non-Indigenous people for trade, pastoralism, mining, buffalo hunting and much more • Iconic Australian landscape offering a breadth of activities attractive to a wide audience 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Seasonal access restrictions create uncertainty for visitors and businesses around opening times • The 'short tourist season' creates challenges for businesses to achieve adequate returns on investment • Products and activities do not match the requirements of target markets • Park planning has occurred but lacked funding for implementation • Current mobile applications make information sharing and navigation difficult • Limited telecommunications in Kakadu • Poor road conditions
<p>Opportunities</p> <ul style="list-style-type: none"> • Embrace the six seasons to encourage for year-round and repeat visitation • There is high value international demand for Aboriginal cultural experiences • Increase training and development of Aboriginal community in cultural tourism experience delivery • Marketing and bundling of experiences to improve length of stay and spend • Revitalise Jabiru to encourage new visitation to the region and enhance the visitor experience • Improve branding and marketing messaging to entice visitors to find out more • Enhance consumer touch points through adding personalisation and targeted information 	<p>Threats</p> <ul style="list-style-type: none"> • Other national parks in the Northern Territory and Australia provide competition with Kakadu that may be better resourced and more accessible for visitors • Constraints on commercial operations hinders investment in Kakadu • Safety risks with aging and poorly maintained tourism infrastructure • Impact of climate change on biodiversity • Impact of COVID-19 on domestic and international tourism



Credit: Parks Australia

06

Marketing approach

6.1 Target markets

6.1.1 Market opportunities

The three key goals for growing tourism in Kakadu are to:

- 1 Increase the number of visitors, length of stay and seasonal visitation through providing quality visitor experiences.
2. Increase the number of Bininj/Mungguy and commercial tourism businesses in the park.
3. Increase revenue from tourism that contributes to joint management and the conservation of the park's World Heritage values.

6.1.2 Existing target markets

Kakadu's existing target markets align with the Kakadu brand offer and predominantly fall into the following four personas:



- **Experience Seeker**
Goals: To do as much as possible in life, wants to see the world and have unique, immersive experiences. Values authenticity and World Heritage. **Example:** Professional couples with kids, 40s.



- **Nature Valuer**
Goals: To see Australia, and have the adventure of a lifetime. Enjoys slow, relaxed, immersive travel. Values nature and World Heritage. **Example:** Empty nesters/retirees, 60s.



- **Social Explorer**
Goals: Seeks something 'outside of the box' with challenges, brag factor, spiritual experiences, seeks to understand culture & buy Indigenous art. Enjoys luxury accommodation. Values World Heritage, and is an environmentalist. **Example:** Professional with no kids, 30s.



- **Curiosity Nurturer**
Goals: Good value for money family holiday to broaden children's minds. Values kids experiences in real Australia, likes participation and a range of activities such as dot painting and weaving. **Example:** Middle income families.



Credit: Tourism NT/Shanaa McNaught

It is expected that these markets, specifically within the domestic setting, will continue to visit Kakadu, and in the short to medium term they will remain the foundation of Kakadu's visitor target market. Some key activities for these audiences include camping, fishing, 4WDing, birdwatching and bushwalking.

Key visitor segments also include education, special interest, local residents (who are also important return visitors and bring visiting friends and family) and the youth market. Youth travellers have a higher than average length of stay and propensity to combine work, visiting friends and family, and holiday/leisure experiences and benefit the regional economy.

6.1.3 New market – high value travellers

To assist in meeting the Tourism Master Plan goals, the smaller high value traveller market can be targeted once facilities and offerings are improved in Kakadu. High value travellers, both domestic and international, are visitors who stay longer, spend more and disperse further. This market can support increasing Kakadu's revenue and wider economic outcomes in balance with sustainable levels of visitation. This aligns with Tourism Australia and Tourism NT's current strategies and Kakadu can leverage the momentum created by those organisations in attracting this market to the region.

Kakadu is a perfect location for high value travellers as they are seeking authentic cultural activities, and looking to explore and learn from the places they visit and leave with new knowledge and/or a sense of personal development. They are looking for quality and value when selecting a destination combined with a promise of a deeper and more meaningful connection to the destinations they visit.

The COVID-19 pandemic has had a significant impact on international travellers in the short term however the outlook is positive beyond the lifting of travel restrictions. The focus in the first five years will be the domestic market and current audiences with a transition to both domestic and international high value traveller markets after five years once international visitation rebounds and product and infrastructure match this market's needs.

The marketing transition from existing markets to include future target markets is dependent on the delivery of the Action Plan. It will be at least five years before enough infrastructure upgrades have been completed – both public and private sector investment.

While the marketing focus will gradually include high value travellers, it is anticipated that the majority of visitors to Kakadu will continue to represent the existing market segments. Marketing to high value travellers will also promote Kakadu to existing markets through developing aspiration for travel and experiences.

Action NI-9: Marketing actions (short term)

Marketing Kakadu activities focusing on existing markets.

Action NI-10: Marketing actions (medium term)

Market Kakadu activities to include domestic high value travellers.

Action NI-11: Market opportunities (long term)

Market Kakadu activities to include international high value travellers.

6.1.4 Market opportunities

Kakadu should focus on investing in activities and infrastructure tailored to new and emerging travel markets, to meet the increasing demand from both international and domestic travellers.

Eco-traveller

Ecotourism is on the rise in Australia and travellers are looking for activities that foster environmental and cultural understanding and providing opportunities for cultural immersion and education. The eco-traveller is conscious about minimising their impact on the places they visit, promoting cultural awareness and respect. This includes recognising the rights and spiritual beliefs of the local Indigenous Peoples, working in partnership with them to create empowerment and maintain unique cultures in a living context, to protect the future viability of the sector and to nurture its growth potential. There is a growing global travel trend for voluntourism. These are holidays where visitors feel they are making a difference, for example visitors can experience Kakadu while supporting wildlife conservation.

Wellness traveller

Wellness travellers choose destinations and activities that are associated with the pursuit of maintaining or enhancing personal wellbeing¹⁹. The sector has seen enormous growth in recent years in Australia and globally. Wellness destinations are starting to use the draw card of local culture and experiences in nature that offer more than luxury spa and health retreats. Kakadu can develop and offer wellness travel experiences that wrap people up in the Indigenous culture and strong connection to country that can inspire a life-changing inward journey. These are self-reflective experiences with real and authentic connection to people through immersive, small group, medium length stays. These can also be offered at Indigenous operated safari camps and on extended walking-on-country treks.

¹⁹ Global Wellness Institute, 2018. *GWI Wellness Economy Monitor*

Credit: Parks Australia

Special interest travellers

As Kakadu offers unique nature and wildlife activities, it is important to also attract niche audiences based on special interests. Special interest travellers are often willing to travel to far destinations (both domestically and internationally) in pursuit of activities related to their interest. For Kakadu, special interest activities include birdwatching, fishing, bush walking, mountain biking, four-wheel driving, history and geology.

Focus should be on developing activities, access and infrastructure to suit these special interest traveller needs separate to the broader experiences in Kakadu. These markets also provide a good opportunity to grow visitation outside peak months.

6.1.5 What it means for future activities in Kakadu

As the Kakadu visitor offering develops in addition to infrastructure upgrades, new offerings must include quality food experiences, events, enhancing existing activities, developing new activities (across cultural, wildlife and nature offerings) and increasing technology integration with physical experience. Importantly, all new offerings must be distinct from competitors in the region to make Kakadu famous.

6.1.6 What it means for future infrastructure in Kakadu

The majority of visitors to Kakadu will continue to be the existing visitor markets, with increases in the smaller high value traveller market in the longer term. Any new visitor infrastructure or upgrades to existing infrastructure included in the Action Plan will reflect this. Upgrades tailored to the existing visitor market will include improvements to campgrounds, walking trails, and the development of heritage and mountain biking trails and four-wheel-driving routes. Upgrades to existing infrastructure and development of new infrastructure at existing sites will benefit both existing and future target markets, including embracing accessibility.

6.2 Marketing approach and positioning

6.2.1 Kakadu future brand positioning

National parks and destinations around the world often build their identity around one simple and distinct 'reason to believe'. For example, Daintree National Park's positioning is 'The world's oldest tropical rainforest' and Yellowstone National Park is the 'land of living art'. Both positioning statements have a very strong root in the physical experience and help the parks to distinguish themselves from competitors and other destinations. For Kakadu the simple positioning statement is:

"A living cultural landscape"

Kakadu's branding refreshed in 2018/19 has been established over a long period and is founded on the rich cultural history of Kakadu and how travellers should feel when they visit. A number of significant investments are underway to support the delivery of the refreshed brand within Kakadu including the signage project and website.

6.2.2 Future Kakadu brand DNA

The current brand will be consolidated into a simple positioning framework, called the Kakadu brand DNA (see figure 13), (see Figure 14) with the single-minded positioning statement and a strong integration with the modern traveller needs and wants for the destinations they visit. This will enable Kakadu to better control and influence how its story and brand is communicated, on owned and marketing partner platforms, to make sure it aligns clearly to the values of current and future visitors.

The Kakadu brand DNA defines the brand promise and positioning, as well as audiences, personality, values and 'reasons to believe' in a simple and consumable illustration. All marketing activities will be guided by the Kakadu brand DNA. The brand essence 'connection' will be retained. Importantly, the brand also drives the design work for visitor infrastructure delivered through the *Facilities manual*.

6.2.3 Kakadu marketing approach

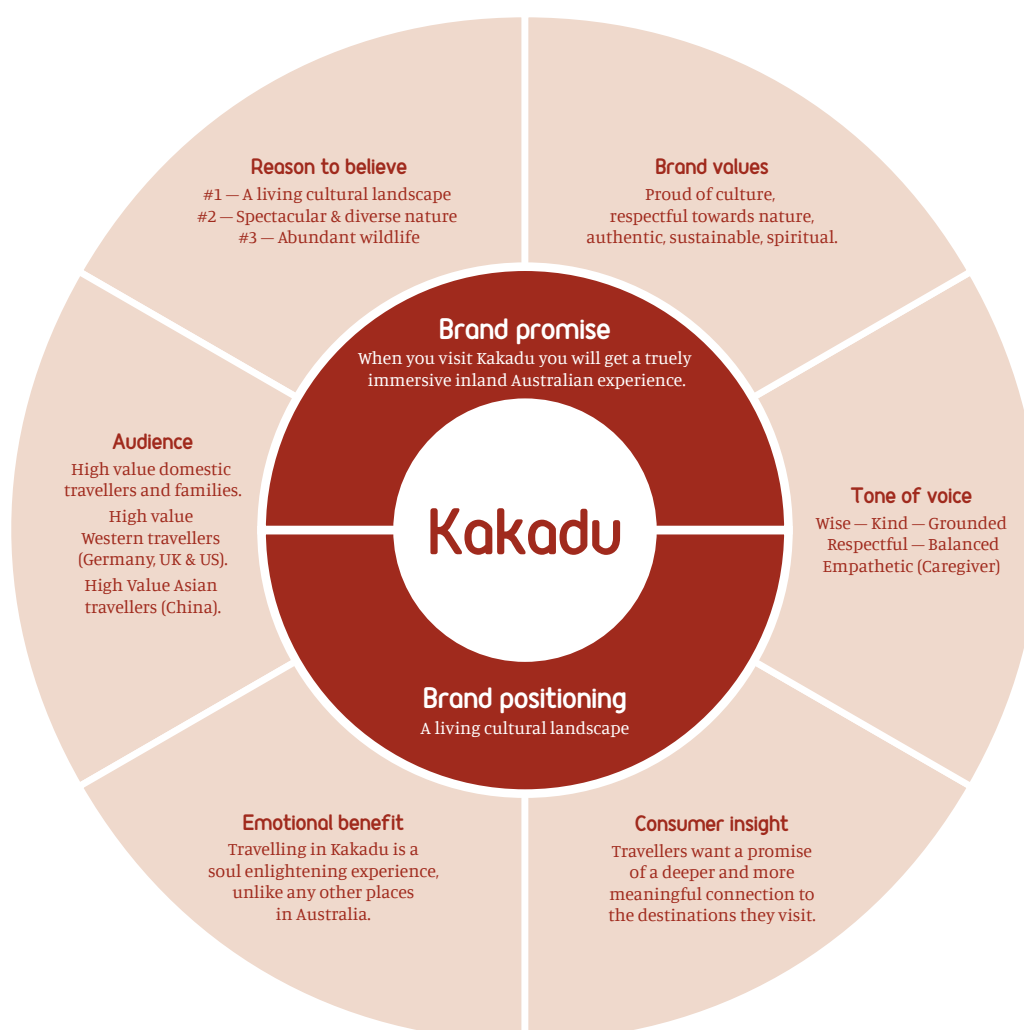
All marketing activities should work towards building awareness of Kakadu particularly in the identified international markets, driving consideration by making the brand story and 'reason to believe' the hero and purchase — measured by online and offline conversions such as park pass sales or private bookings.

The biggest marketing challenge for Kakadu is the gap between perception and reality of the available activities and infrastructure. Marketing is significant in ensuring this gap is minimised both in Kakadu's current and future state. Three key marketing initiatives will build a stronger marketing approach for Kakadu:

1. build a connected tourism narrative
2. build a strong experience communication framework
3. optimise the digital marketing strategy.

These initiatives are included in the Action Plan as short, medium and long term actions, as detailed in Section 10.2.2. It should be noted that Parks Australia does not have a budget for paid marketing and is reliant on their existing digital platforms and paid marketing through Tourism Australia, Tourism NT and commercial businesses to market Kakadu.

FIGURE 13: KAKADU BRAND DNA



Credit: Parks Australia

6.2.4 Make Kakadu an attractive destination through a connected tourism narrative

Kakadu's marketing strategy should be founded on an integrated tourism narrative that connects the offline and online user experience. As part of the narrative, it is proposed that the brand design on both offline and online communication touchpoints is refreshed regularly, including future updates to wayfinding and naming frameworks that align to the overall positioning of Kakadu — the latter forming part of longer term upgrades (10+ years) that currently occur. The brand will be reflected in visitor information provided at the Services Hubs in each precinct and at the World Heritage Visitor Centre. To ensure all touchpoints are connected, toolkits will be updated or developed to allow marketing partners to expand the narrative to their channels.

Action NI-9: Marketing actions (short term)

Develop a Kakadu Marketing Strategy to reflect the proposed positioning and brand DNA.

6.2.5 Promote Kakadu through a strong strategic communication framework

A communication framework will be developed to set the direction of all future marketing initiatives. The framework will support the Kakadu brand narrative and ensure that marketing initiatives highlight activities within strategic communication pillars. Figure 14 lists eight proposed pillars, which have been built on the findings from traveller research, consultations and market engagement. The purpose of the pillars is to consolidate marketing efforts internally and across partners.

The communication pillars are closely aligned with the overall strategic pillars of the Northern Territory's *Tourism Industry Strategy 2030*, as well as the identified target markets in the previous section.

FIGURE 14: PROPOSED PILLARS

Immersive nature and wildlife experiences	Indigenous experiences
Active experiences	Indigenous food experiences
Premium experiences	Health and wellness experiences
Special interest experiences	Events in spectacular locations

Key to developing the communication framework will be identifying hero activities under each pillar (current and future) that are consistent for all visitors to Kakadu, and that increase visitation while still meeting visitor expectations — not season dependent. The communication framework will include season-led and events-led communications as well as communications about natural and cultural activities.

The communication framework will inform the contents of an online planning tool and traveller retention strategy. This tool will package the overall Kakadu experience, help visitors plan their journey to their specific needs, and continue to engage the audiences in all stages of their journey as well as inspiring revisits by cross-promotion of activities.

Action NI-9: Marketing actions (short term)

Develop and implement a communication framework to set the direction for all future marketing initiatives.

6.2.6 Promote Kakadu to strategic audiences through an optimised digital strategy

As part of the marketing approach refresh, a full social and digital audit will be completed to identify key challenges and opportunities and solidify the future role of digital platforms in marketing Kakadu. An implementation plan will be developed that will include Kakadu's social strategy, app, web and tech strategy, direct marketing strategy, search engine optimisation (SEO) strategy and paid marketing strategy. Work is already underway to update the Kakadu visitor app in 2020/21.

The refreshed strategy will take into consideration the core brand and audience values. It will also accommodate the shift in audience priority over time, strategic communication pillars, re-marketing opportunities and international versus domestic audience differences.

Action NI-9: Marketing actions (short term)

Develop and implement an integrated digital marketing strategy that reflects proposed positioning and brand DNA including Kakadu's social strategy, app, web and tech strategy, direct marketing strategy, search engine optimisation (SEO) strategy and paid marketing strategy.

6.2.7 Roles and responsibilities

Parks Australia, Tourism NT, other government agencies and commercial tourism operators will continue to work closely to build and maintain Kakadu's profile as a key tourism destination in the Northern Territory.

Parks Australia has responsibility for confirming the brand narrative, including how Kakadu is positioned and marketed to both domestic and international audiences. Tourism Australia, Tourism NT and Tourism Top End, provide support to distribute the Kakadu experience, and develop the marketing channels to drive the most engagement and create value for Kakadu. This approach is agreed to with the Kakadu Tourism Consultative Committee, to ensure it aligns with available visitor experiences and seasonal fluctuations within Kakadu.

While government agencies will be responsible for large-scale international and domestic marketing of Kakadu, direct marketing to specific audiences will be undertaken by commercial tourism operators in Kakadu and local distributors.



Credit: Parks Australia

07

Visitor planning framework

7.1 A framework for planning

To achieve the goals of the Tourism Master Plan, to grow tourism and grow tourism revenue in Kakadu, a framework for planning future investment and actions has been developed. The Visitor planning framework is based on the concept of eight geographic areas as shown in Figure 15 called Visitor Precincts. This planning framework guides the contribution that each Visitor Precinct will make to meeting the Tourism Master Plan's goals and targets, detailed in Section 2.2.



FIGURE 15: VISITOR PRECINCTS

Each Visitor Precinct has unique natural and cultural values that attract visitors. The Visitor Precincts also have different types and levels of tourism-related experiences and facilities. All Visitor Precincts have a purpose and objectives (aims) to guide the site-specific actions identified in the Action Plan (Section 10.2.2) and for future planning.

All visitor collateral such as the Visitor Guide will need to be updated to reflect the eight Visitor Precincts, incorporating the new West Alligator Precinct.

Action NI.9: Marketing actions (short term)

Update the Visitor Guide and existing visitor collateral to incorporate the eight Visitor Precincts, incorporating the new West Alligator Precinct.

Visitor precinct planning has been informed by widespread consultation and market engagement, and is structured around seven categories of investment and action:



Services Hubs



Visitor and cultural centres



Visitor experiences



Visitor infrastructure



Interpretation



Enabling actions for private sector investment



Roads and access

The opportunities for future investment and actions in each precinct to deliver on this framework are explored in more detail in Sections 9 and 11, and in the Action Plan in Section 10.2.2. However, the definitions for each area are outlined to create a shared understanding for planning purposes.

7.2 Categories for investment and action

The investment and action categories in the Visitor planning framework are defined below:

Services Hubs

These are tourism nodes to service and support tourism activity in the surrounding Visitor Precincts as shown in Figure 16. A Services Hub is a location that will provide:

- Visitor information and interpretation, which may include:
 - visitor information centres
 - cultural centres
 - visitor information and signage
 - interpretation.
- Services and amenities, which may include:
 - access to potable water, rubbish, recycling and dump point services
 - wi-fi services
 - commercial operations (retail shops, food and beverage options)
 - accommodation options.

Each Services Hub will have varying levels and availability of services appropriate to its location i.e. (what is there now and what may be possible to provide). The infrastructure may be a mix of private and public offerings. There are five areas where Services Hubs can be established to leverage existing business and infrastructure and be natural sites to nurture and grow in the future.



FIGURE 16: SERVICE HUBS

Visitor and cultural centres

Visitor and cultural centres are facilities that provide a key component of the interpretive narrative for Kakadu. They enrich the visitor experience by educating through displays, storytelling, and face-to-face activities. They are centres that provide a Kakadu-wide perspective and focus on the cultural interpretive themes of the country they are located within.

The purpose of a visitor centre is to provide tourist information to visitors about Kakadu or a particular Visitor Precinct. Staff and displays assist visitors to answer questions about visitor sites and experiences, provide maps and advice on the most suitable places to visit which is tailored to the visitor themselves. In some cases, a visitor centre will provide basic information and directions, and in other cases it might also include educational displays, and retail, food and beverage opportunities and ticket sales.

Cultural centres on the other hand are intended to showcase and interpret Aboriginal culture, language and history through exhibitions, displays, storytelling and delivery of cultural activities. The cultural centres will be Visitor Precinct-based with one central centre providing the Kakadu-wide perspective and connections. This is discussed in further detail in Section 8. The cultural centres may also include visitor information and retail, food and beverage opportunities.

Visitor experiences

Visitor experiences are undertaken at visitor sites, cultural centres and visitor information centres to enhance visitor experience through self-guided and guided interpretive talks, walks and tours, hands-on workshops and engagement in cultural activities.

Visitor infrastructure

Visitor infrastructure includes all structures, way-finding and safety signage, walkways, facilities, amenities, carparks and furniture at visitor sites.

Interpretation

Interpretation is the delivery of cultural or technical information through a range of mediums to enhance the Kakadu visitor experience. The definition and approach for thematic interpretation in Kakadu is detailed in Section 8.

Enabling actions for private sector investment

These are infrastructure and processes to be undertaken by Parks Australia intended to stimulate private sector investment in Kakadu. Examples include the delivery of physical works and/or undertaking actions to improve processes or reduce areas of risk. Physical works could include site clearing or the provision of basic infrastructure such as fencing. Other actions could include Parks Australia obtaining necessary approvals on behalf of the investor or facilitating consultation with traditional owners. Further detail is provided in Section 9.2.2.

Roads and access

Roads and access includes access within Kakadu by both land and air. It includes all highways, public or park operated roads, access tracks to visitor sites including 2WD and 4WD tracks, bridges, floodways and so on. Air access relates to both public and private airstrips.



Credit: Tourism NT
Shaana McNaught
Evelien Langeveld

7.3 Basis for planning

To guide future investment and actions, the purpose of each Visitor Precinct and Services Hub has been defined. This ensures that the actions in each precinct ultimately deliver on the 10-year vision, as illustrated in each precinct plan.

7.3.1 Visitor precincts

Table 1: outlines the basis for future planning for Kakadu's Visitor Precincts.

TABLE 1: VISITOR PRECINCT BASIS FOR FUTURE PLANNING

	Purpose	Aims	Services Hub	Cultural centre
WEST ALLIGATOR PRECINCT	Welcome visitors to Kakadu from Darwin and provide access to Kakadu's remote and rugged coastline for 4WD adventure, boating, fishing, and bush camping.	To provide: <ul style="list-style-type: none"> • A grand sense of arrival and welcome for visitors to World Heritage Kakadu National Park from Bininj/Mungguy. • An accessible coastline for amazing boating, fishing, birdwatching, historic sites and camping activities. • Adventure through improved 4WD activities. 	South Alligator hub	None proposed in next ten years
SOUTH ALLIGATOR PRECINCT	South Alligator is a precinct for recreation and nature-based activities such as fishing, boating and birdwatching.	To provide: <ul style="list-style-type: none"> • Improved opportunities for recreation and exploration on the South Alligator River through fishing and boating activities. • Enhanced activities for birdwatching and viewing storms in the tropical summer across the expansive South Alligator floodplain. • Opportunities to discover more about Kakadu's history including buffalo hunting, missionaries and old homesteads such as Manmalarri through a Heritage Trail and other interpretive mediums and marketing. 	South Alligator hub	None proposed in next ten years

	Purpose	Aims	Services Hub	Cultural centre
EAST ALLIGATOR (ERRE) PRECINCT	Showcase and experience the quintessential Kakadu and the living modern cultures carrying on ancient traditions. Provide a gateway to Arnhem Land.	<p>To provide:</p> <ul style="list-style-type: none"> Immersive and breathtaking rock art and sunset viewing at Ubirr to experience the essence of Kakadu. Improved educational and learning opportunities through interpretive activities and guided tours. Safe and accessible crocodile and wildlife viewing, such as the high tide feeding at Cahills Crossing and through the Manngarre rainforest walk. Authentic cultural activities led by Bininj/Mungguy that can be enjoyed by all, including the cultural cruises on the East Alligator River. 	Border Store hub	New cultural centre proposed
JABIRU PRECINCT	Kakadu's main precinct for visitor information, cultural activities, Aboriginal modern art workshops and creation, cultural events and services.	<p>To provide:</p> <ul style="list-style-type: none"> A place for educational activities for school groups and families. Improved opportunities to support and engage with Bininj/Mungguy through purchasing art, watching artists at work and visiting cultural events. 	Jabiru hub	Services included in the World Heritage Visitor Centre
BURRUNKUY PRECINCT	An authentic opportunity for all visitors to immerse themselves in Kakadu's ancient culture and natural landscapes at any time of the year through walking, listening, sensing and learning in the heart of Kakadu.	<p>To provide:</p> <ul style="list-style-type: none"> Opportunities to view key Kakadu activities all year round. Viewing of ancient rock art and occupation sites that are accessible at Burrungkuy (Nourlangie) and Nanguluwurr. Increased access to view and experience spectacular natural features, landscapes and wildlife. Improved discovery and learning opportunities through face-to-face interpretive activities and authentic cultural activities led by Bininj/Mungguy that can be enjoyed by all. Access year round remote bushwalking activities close to Jabiru. 	Jabiru hub	None proposed in the next 10 years

	Purpose	Aims	Services Hub	Cultural centre
YELLOW WATER PRECINCT	Reveal the rich cultural history and biodiversity of the wetlands in Kakadu through the eyes of Bininj/Mungguy.	<p>To provide:</p> <ul style="list-style-type: none"> • Opportunities to take part in outstanding wildlife and cultural activities all year round. • Access to and interpretation of the culturally-rich, biodiverse, Ramsar-listed Yellow Water wetlands. • Enhanced facilities, cultural interpretation and activities at the Warradjan Aboriginal Cultural Centre to provide improved opportunities for education, engagement with Bininj/Mungguy and support of local artists. 	Cooinda hub	Warradjan Aboriginal Cultural Centre
JIM JIM AND TWIN FALLS PRECINCT	Experience the ruggedness, ancient culture and spirituality of Kakadu's gorges, creeks, waterfalls and stone country.	<p>To provide:</p> <ul style="list-style-type: none"> • Opportunities for experiencing the rugged gorges and escarpments of stone country. • Activities that showcase the spirituality and rich cultural history of these sacred sites through improved interpretation and cultural activities. • Improved and safe access to the iconic experiences of Jim Jim and Twin Falls. • Safe swimming opportunities in spectacular surroundings. 	Cooinda hub	Warradjan Aboriginal Cultural Centre
MARY RIVER PRECINCT	Welcome visitors to Kakadu from southern regions and provide an opportunity to explore stone country and the rich Mungguy and non-Indigenous histories of Kakadu from ancient to recent times.	<p>To provide:</p> <ul style="list-style-type: none"> • Access to stone country for self-guided activities all year round in areas such as Yurmikmik. • Opportunities to experience the unique history of two cultures, Bininj/Mungguy and European settlement through Heritage Trails across Kakadu, such as Callanans hut, Old Goodparla and other historical sites related to mining and land rights. • Swimming and accessible adventure opportunities including the Gunlom plunge pool. • Improved opportunities to learn about the cultural stories of the Mary River region, such as the powerful creation ancestor Bula's Djang and sickness country, through improved facilities and activities. • Increased accommodation options, including family friendly and high quality options. 	Mary River ranger station hub	New cultural centre proposed

7.3.2 Services Hubs

Table 2 outlines the basis for future planning for Kakadu's Services Hubs.

Locating hubs at South Alligator, Border Store and Mary River ranger station aligns with the three major entrances to Kakadu: from Darwin; Arnhem Land; and Pine Creek respectively. This will ensure all visitors are able to access information and access Kakadu's culture and experiences from their point of arrival in Kakadu.

TABLE 2: SERVICES HUB BASIS FOR FUTURE PLANNING

Services Hub	Purpose
SOUTH ALLIGATOR HUB	The gateway to Kakadu and a hub to obtain visitor information, understand the amazing places to visit in Kakadu and book tours. Provides a range of family friendly accommodation options.
BORDER STORE HUB	Entrance to Arnhem Land and a hub for the north eastern parts of Kakadu providing services, supplies, amenities and family friendly accommodation options.
JABIRU HUB	<p>In the north of Kakadu, providing:</p> <ul style="list-style-type: none"> • Visitor information • A place for planning and booking activities • A central point for day tours and scenic flights. <p>A base for the supply of essential infrastructure and services for visitors and residents of Kakadu, and provides a range of accommodation to caters to all budgets, including 5-star options.</p>
COOINDA HUB	<p>In the centre of Kakadu, and a base for planning, booking and taking part in activities, and tours in the centre and the southern end of Kakadu.</p> <p>Provides a range of accommodation options that cater to all budgets, and the essential services and amenities for visitors.</p>
MARY RIVER RANGER STATION HUB	The southern gateway into Kakadu and a hub providing a place to plan and book activities, with improved visitor information and interpretation for the southern end of Kakadu.

The Interpretation

Australia Association defines thematic interpretation in the following way:

“A means of communicating ideas and feelings which help people enrich their understanding and appreciation of the world, and their role within it.”

Credit: Parks Australia

08

Thematic interpretation

8.1 Implementing a Kakadu-wide approach to thematic interpretation

Thematic interpretation is a crucial method of communicating Kakadu's universal World Heritage significance and overarching theme to visitors that 'Kakadu is a living cultural landscape'. This central theme is the foundation to all Kakadu's greatness and how it is positioned as a unique biodiverse landscape home to some of the oldest living cultures on Earth.

Thematic interpretation provides enjoyable, emotive and memorable educational experiences, when presenting complex or technical information to an uninitiated audience, for example, local Aboriginal cultural or ancient geological information, in easy to understand concepts.

It is far more than the simple presentation of facts and information. Thematic interpretation leads visitors to think about a place, its people and its unique features, and to realise they may have not otherwise had, while giving meaning to the site or object and enhancing their understanding and deepening their connection.

8.1.1 Thematic interpretation in Kakadu

Connecting the visitor experience

Implementing effective, engaging and coordinated interpretative experiences and design applications across Kakadu has the potential to contribute to growing tourism through linking Visitor Precincts and sites to encourage visitors to dwell, disperse and extend their stay. It builds anticipation to visit sites when linking trip planning tools and promotional activities around live immersive and cross-cultural interpretive activities and event experiences. Regional motifs embedded in physical structures such as signage and infrastructure, as well as digitally displayed online and printed in collateral, will create visual connectivity and association at the precinct level and create consistency and complimentary design elements that bring a distinct 'flavour' to each precinct whilst connecting the whole park during the visitor journey. See Figure 17 for the regional motifs.

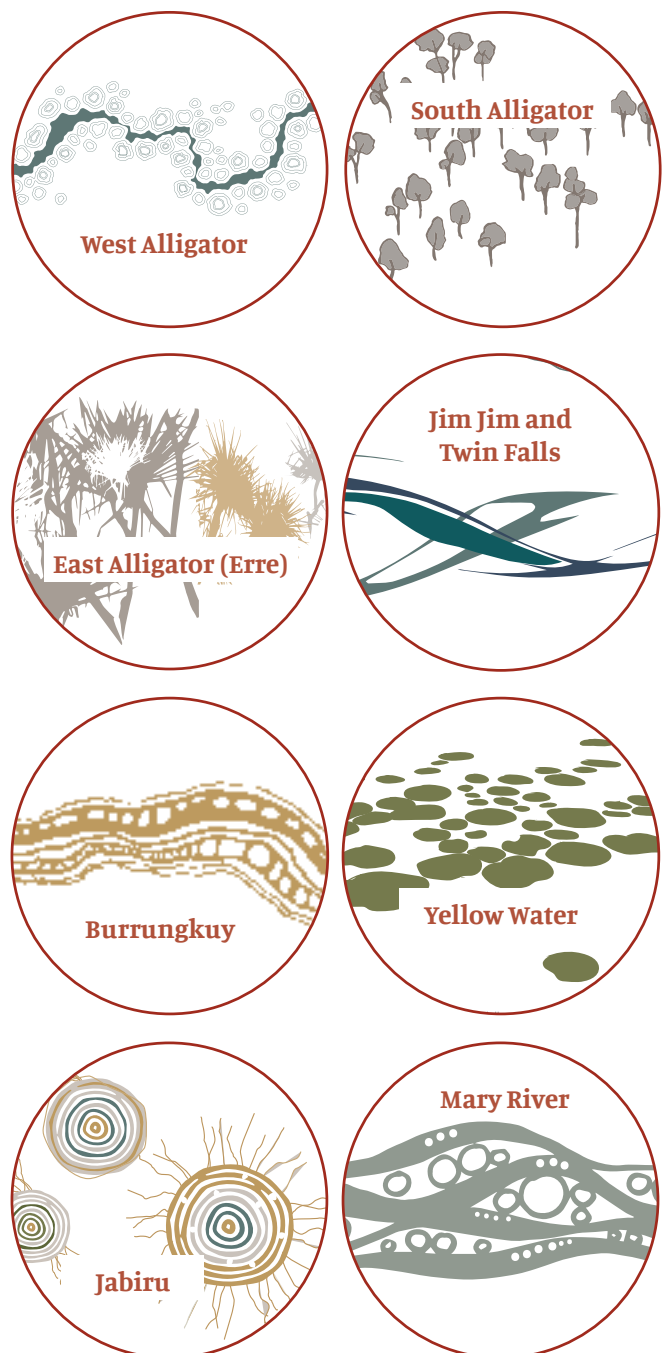
Infrastructure and facilities will be constructed consistent with the *Facilities manual* and Kakadu brand and interpretive themes.

Purpose and meaning

Effective thematic interpretation is engaging and powerful. It has the ability and potential to empower Bininj/Mungguy and create a strong sense of Aboriginal place for visitors, leaving them wanting more and transforming them to 'enlightened advocates' when they leave Kakadu.

Kakadu has a long-standing and highly-regarded face-to-face and hands-on thematic interpretation scene. The country is brought to life by stories and interactions with Bininj/Mungguy, park rangers and accredited tour guides through guided activities, ranger talks, cultural art workshops, festival and events and film media delivered across the park. In 2012, a record number of visitors attended the free interpretative ranger-guided activities (54,000) as part of Kakadu's seasonal ranger program (a team of six interpretive rangers, Aboriginal contractors and casual interpreters). In 2019, three interpretive rangers and Aboriginal contractors engaged over 30,000 visitors in just 26 weeks, to very large groups during peak times. This activity program is one of Australia's few and longest running interpretive ranger programs and leads to very high visitor satisfaction. 96% of visitors report they would like more Aboriginal cultural products available and activities on all days of the week, which requires additional resources.

FIGURE 17: REGIONAL MOTIFS



Kakadu holds the added asset and draw card that many national parks no longer hold — the strong spiritual essence and availability of traditional cultural knowledge and cultural values exchanged by Bininj/Mungguy and park rangers to visitors during a 'living' cultural interpretive engagement.

Resourcing for new interpretative infrastructure and existing repairs and maintenance has been extremely limited for many years. This is largely the case for non-sequential interpretive mediums like Bowali Visitor Centre and Warradjan Aboriginal Cultural Centre buildings and displays, and most notably interpretive signage which are in the process of receiving refreshed branding.

Kakadu's strong oral interpretive foundation will be enhanced through linking live and static cultural interpretation hotspots tailored in each Visitor Precinct and visitor site according to cultural appropriateness for localised Bininj/Mungguy customs and clans. Delivering appropriate new physical and digital 'staging' infrastructure to host interpretive activities, interpretive signage and an expanded array of cultural and natural interpretive activities and event offerings will encourage visitors to extend their stay and encourage word of mouth referrals.

Importantly, increasing cultural interpretive experiences creates long term meaningful employment for Bininj/Mungguy on country and quality educational experiences for the visitor and community.

To support a diverse offering of quality interpretive experiences in Kakadu, a coordinated park-wide approach will be developed and tailored at the Visitor Precinct and site level. The methods and scale to deliver and communicate the strong existing foundation of traditional owner and natural history themes and key messages will be addressed in the *Kakadu interpretation strategy*. A consistent approach will ensure visitors are drawn to multiple Visitor Precincts across Kakadu, enhancing their experience and understanding as different themes and key messages are communicated, and potentially extend their stay and enhance their appreciation of Kakadu's irreplaceable natural and cultural values and people. The interpretation strategy will compliment and tie together the existing Kakadu brand, regional motif designs, signage, facilities and furniture manuals, *Aboriginal place names strategy* and Tourism Master Plan. It will provide guidance for Jabiru township authorities and tourism industry stakeholders to apply and communicate similar messages and strengthen the 'Kakadu Voice' across the region. The park-wide themes and messaging would be incorporated in the new World Heritage Visitor Centre.

Themes and messaging

All interpretation in Kakadu relates to the overarching theme: Kakadu is a living cultural landscape.

Secondary park-wide themes support the overarching theme:

- Kakadu is special being one of only four Australian world Heritage sites listed for both outstanding cultural and natural values.
- Kakadu is World Heritage-listed partly because of the continuing culture of its people during times of great environmental changes from the Pleistocene Epoch to present.
- Many different Aboriginal clan groups live and continue their cultures in Kakadu today.
- Kakadu is World Heritage and Ramsar-listed due to its relatively undisturbed river systems and diverse landscapes, including internationally and culturally significant wetlands, habitats and species.
- The art sites of Kakadu provide an outstanding record of human interaction with the environment over tens of thousands of years.

It is hoped that when visitors leave Kakadu, they will remember its cultural and natural significance.

Kakadu's stories
are painted on stone,
embedded in the
landscape and present
in plants and animals

Other key messages outlined in the *Management plan*, which have been agreed upon by the traditional owners of Kakadu, also need to be promoted and interpreted in Kakadu:

- Kakadu is an Aboriginal place and a cultural landscape.
- The cultural and natural heritage of Kakadu is of World Heritage significance.
- Kakadu is managed jointly by Bininj/Mungguy and the Director.
- Bininj/Mungguy welcome visitors to their country and would like visitors to learn about the cultural and natural heritage and joint management of Kakadu.
- Bininj/Mungguy and the Director care about visitor safety and would like visitors and tour guides to take good care of their own and other people's safety while they are in Kakadu.
- Kakadu changes greatly through the seasons and offers different activities in each season.

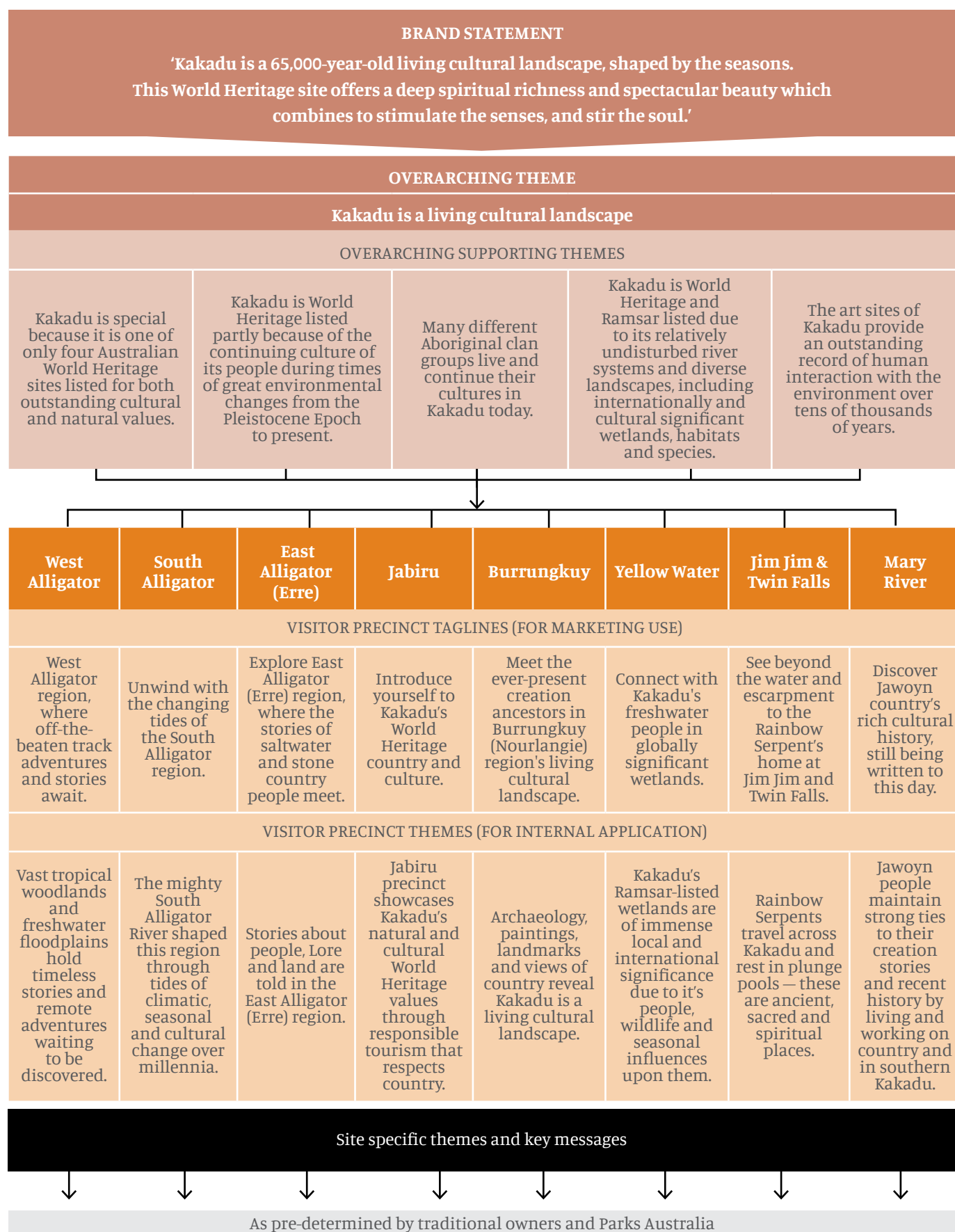
The *Kakadu interpretation manual* sets out the overarching, supporting and regional themes for Kakadu and drives interpretation across Kakadu. It is the foundation for Kakadu's interpretative structure, themes and key messages and has been developed by collating traditional owner and relevant Bininj/Mungguy site messaging for over 20 years.

Figure 18 illustrates the link between Kakadu's Brand and interpretive themes. It provides an overview of the relationship and coordination required between Kakadu's overarching theme, its supporting themes and themes for each Visitor Precinct. Site themes and messages accompany them and have been handed down over millennia by Bininj/Mungguy to share with park visitors today.

The 'visitor precinct taglines' are for consumer-facing applications in digital and print collateral forms (used to market the precinct).

The 'visitor precinct themes' are for internal use when developing interpretive materials and content. They provide deeper meaning for practical application.

The interpretive structure, themes and key messages and ways in which they are communicated will be addressed in the *Interpretation strategy*, which is a recommendation of the Tourism Master Plan Action Plan.

FIGURE 18: COORDINATED APPROACH TO INTERPRETATION THEMES WITHIN KAKADU

8.1.2 Developing the thematic interpretation strategy

The *Interpretation strategy* will be developed between Parks Australia and Bininj/Mungguy to provide a framework for the Kakadu-wide approach to interpretation. The strategy will set out:

- strengths, weaknesses, opportunities, threats for thematic interpretation in Kakadu
- how interpretation across Kakadu will be approached
- the thematic interpretation approach and facilities that will be subject to interpretation at each site
- the themes, key messages and stories to be communicated at each site
- the interpretive mediums to be used for Kakadu-wide, Visitor Precinct and site interpretation
- the range of audiences to be addressed with each interpretive medium
- linkages between the Visitor Precincts and marketing strategy for Kakadu
- how the strategy will be implemented.

Strengths, weaknesses, opportunities and threats

Action NI-5: Interpretation strategy

Develop and implement a Kakadu-wide thematic *Interpretation strategy* to establish a consistent approach to interpretation and identify the appropriate interpretation to be presented park-wide and within each precinct.

The first step in developing the *Interpretation strategy* will be to conduct a SWOT analysis. This will ensure a comprehensive understanding of the current thematic interpretation offering in Kakadu. The SWOT analysis will identify areas for improvement and enhancement.

A consistent approach

The *Interpretation strategy* will ensure all themes and stories are captured and communicated in a consistent and complementary way and align with Kakadu's overarching theme while highlighting the unique elements of each Visitor Precinct. The *Interpretation strategy* will provide guidance for developing Interpretive Plans for Visitor Precincts, visitor sites and cultural and visitor centres with varying degrees of detail.

Sites and facilities

The sites and facilities will include visitor information and cultural interpretation centres, visitor sites, and Services Hubs. The World Heritage Visitor Centre will be a key facility for delivering Kakadu's overarching theme. It will be ideally positioned to communicate both the natural and cultural themes. The visitor information and cultural centres within the other Visitor Precincts will present the precinct-based themes, messaging and stories, as well as general Kakadu-wide perspective as key entrance points into Kakadu and visitor information provision points.

Themes, key messages and stories

The themes, messages and stories at each site or facility will be linked and connect back to the Visitor Precinct themes and the overarching Kakadu theme. The themes, messages and stories will align with those approved by relevant Bininj/Mungguy, in the *Management plan* and the *Kakadu interpretation manual*.

Interpretive mediums

Advances in technology have expanded the range of interpretive media available however, their effectiveness in nature-based and remote settings such as Kakadu can make them difficult to establish and operate.

Traditional interpretive mediums, such as guided walks and talks, Aboriginal art workshops, trail pamphlets, signage and film, continue to play an important keystone role, especially for those visitors who prefer interactive activities without the intrusion of technology. This area of interpretation requires expansion to meet demands of current and future visitors.

The Kakadu *Knowledge for tour guides* training program is a mandatory accreditation for all guides interpreting Kakadu's natural and cultural assets to visitors and aims to instil a high-level of respect for the dual world heritage values and enhance safety in guiding operations.



Digital interpretive mediums can include GPS multi-media navigation tours, mobile device self-guided audio tours, Aboriginal art workshops, trail and mobile applications. Digital media can enhance the visitor experience as it is most efficient at facilitating factual learning and has higher attracting and holding power, that is, visitors spend more time at a site to engage with the interpretation.²⁰

An optimal balance of both traditional and modern media will be considered for the most effective approach to thematic interpretation to enhance the visitor experience at each site.

For Kakadu, suitable technological innovations for mediums requiring mobile coverage and/or access to wi-fi services may be difficult to implement at many remote sites and require ongoing resources for digital maintenance and refreshing. Various appropriate digital solutions for remote sites may include offline QR codes placed on signage, pre-downloadable applications, audio tours or podcasts. Film and virtual or augmented reality provide commercial opportunities at areas such as visitor centres and accommodation where reliable mobile technologies are available.

Action NI-20: Accredited training program

Review the *Kakadu Knowledge for Tour Guides* accredited training program by:

- Transitioning the program to a more user-friendly digital platform, incorporating digital media and cross-cultural training from traditional owners and Bininj/Mungguy
- Regularly reviewing the platform.

The audience

Target markets have been identified for Kakadu in Section 6.2, with a future focus on the high value traveller. However, there will be a range of markets that visit Kakadu and each audience differs in what they expect from their experience. It is also important to consider if visitors from different locations (intrastate, interstate or international) visit sites for different reasons or if different demographics seek different activities. Identifying the specific audience for each site or facility will assist in determining the most appropriate medium for delivery of thematic interpretation and the depth and level of information and experience required.

Visitor precinct and marketing links

The *Interpretation strategy* will outline how the marketing strategy can be utilised to draw out the key interpretive themes in each Visitor Precinct for marketing purposes, including the precinct tagline. Each Visitor Precinct has unique elements of cultural and natural history. These can be used to differentiate each precinct and market them in a way that encourages visitors to explore each Visitor Precinct and experience the diverse range of interpretive offerings.

Implementation

The *Interpretation strategy* will follow the principles of thematic interpretation to meet each target audience's needs and ensure effective and enhanced Bininj/Mungguy involvement in interpretation, ultimately leading to growing tourism in Kakadu. The strategy will outline an action plan detailing who is responsible for tasks, timelines, budget, resources that may be already available, and any other resource implications.

Bininj/Mungguy will be engaged throughout the development and approval stages of interpretive projects. Bininj/Mungguy will provide cultural stories and advice, content and independently or co-develop cultural interpretation products, experiences and events.

Both traditional and digital interpretive mediums will be reviewed and updated on a regular basis to ensure high quality accurate engaging content, delivery methods and appropriate technology is in use.

²⁰ NSW Department of Planning, Industry and Environment (2018). *Interpretive media that enhance park visitor experiences*. Accessed at <https://www.environment.nsw.gov.au/research-and-publications/our-science-and-research/our-research/social-and-economic/social-interpretive-media>



Credit: Parks Australia

09

Opportunities and proposed improvements for investment & action

9.1 Introduction

Achieving Kakadu's 10-year Tourism Master Plan targets, which include attracting 240,000 visitors annually and increasing park revenue from tourism by up to 25%, will require Parks Australia to invest in visitor infrastructure as well as work with Bininj/Mungguy, the Northern Territory Government and the private sector to grow and develop new visitor experiences and facilities.

A range of opportunities and proposed improvements for investment and action have been considered through the development of the Tourism Master Plan to support the achievement of these targets.

As discussed in previous sections of the Tourism Master Plan the COVID-19 pandemic will significantly affect visitation to Kakadu in the short term with knock-on effects to local businesses and the local economy. The effects will be felt the most during the first years of implementing the Tourism Master Plan. Although significant challenges will be experienced, there are also opportunities for businesses to innovate and adapt to changes in the travel industry that will alter consumer choices. Kakadu is already well placed to support the domestic tourism industry and for the return of international travellers as it offers a safe, uncrowded and pristine destination.

The improvements proposed for investment and action are based on robust assessment and broader tourism principles and drivers. If anything, the COVID-19 pandemic has highlighted the importance of delivering these improvements to prepare for the recovery in visitation.

9.2 Opportunities

The Tourism Master Plan and the *Growing Tourism in Kakadu* funding package presents Kakadu with a range of opportunities to improve social and economic outcomes for Bininj/Mungguy, improve the regional and local economy, support the tourism industry and generate increased revenue for the management of Kakadu.

Many of these opportunities will be leveraged through the delivery of the proposed improvements for investment and actions as summarised in Section 9.3. New opportunities will align with the purpose and objectives of each Visitor Precinct.

9.2.1 Opportunities for Bininj/Mungguy

As a jointly managed national park, future opportunities for Bininj/Mungguy in education and training, employment and business are critical to the long term success of Kakadu's economy. With visitors seeking meaningful engagement with Aboriginal people and wanting to learn and participate in cultural activities, this creates a competitive advantage for Bininj/Mungguy who should be supported to develop new tourism activities.



Opportunities to develop new Aboriginal businesses will grow tourism and contribute to improving social and economic outcomes for Bininj/Mungguy. Input early in the planning processes is essential to ensure buy-in and gain Board support and endorsement for these initiatives, while ensuring mutual understanding and endorsement of activities on country.

The supply chain and services required to support the tourism and hospitality industry extends beyond working directly within the tourism sector and includes opportunities such as, art, business, transport, civil, construction, and ongoing maintenance.

Support Aboriginal employment and Aboriginal businesses

There are significant challenges in setting up and managing any small business to be competitive and marketable. Business owners must access finance, employ and train staff, meet regulatory requirements, win contracts and sustain a business profit. Australia's regulatory environment requires every business to have appropriate licenses, pay taxes and comply with various standards and regulations. This adds to the complexity of business start-up and, ultimately, the overall costs as additional investment is needed to train entrepreneurs in the world of business and marketing.

A strategy to enable growth in Aboriginal employment and Aboriginal businesses in Kakadu is essential to address these challenges and to support the demand for more cultural activities and engagement with Bininj/Mungguy. The Northern Territory Government, with the support of Aboriginal corporations, Parks Australia and the private sector will support and operate a new approach, training across the community — so that Bininj/Mungguy can learn on their country and receive hands-on experience.



The governments' role would be to connect, facilitate and enable, and the non-government role would be to support partnerships, investment and provide expertise. This will be delivered as a new function in the proposed Bininj/Munggy Resource Centre in Jabiru called the **Kakadu Business Hub**. The functions of the hub will be to coordinate:

- Pathways for education, training and career development
- The future work pipeline and assist business to apply
- Maintain a business portal to match skills and business needs
- Manage a shared services administration hub
- Connect businesses to networking opportunities
- Provide a space for investors and entrepreneurs to pitch new and innovative ideas/projects.

Action NI-1: Increase Aboriginal employment and training and support business development

Establish a Kakadu Business Hub to support small businesses with access to administration services such as reservation/booking management, accounting, tax and other business requirements. Facilitate Aboriginal business development through developing and implementing a program to connect investors and scaffold new businesses with tailored support packages and sector development activities. The Director of National Parks will provide support to this initiative.

To increase awareness about the available opportunities in a visitor economy, relevant organisations should work with schools to provide visibility of the options within the tourism, and hospitality sector and the ancillary sectors.

Through an expanded traineeship program, and by reviewing recruitment and training as guides or other tourism roles, Parks Australia could encourage Aboriginal employment across a range of interests including park management, tourism operations or maintaining park facilities.

Action NI-1: Increase Aboriginal employment and training and support business development

Support employment and training opportunities for Bininj/Munggy through:

- Facilitating or providing access to mentoring services
- Facilitating training for younger people about culture such as developing an expanded traineeship ranger program working with Bininj/Munggy
- Facilitating formal training such as tourism operations, hospitality, first aid and food handling certificates.

Commercial tourism operators are encouraged to employ Bininj/Munggy as tour guides and package products with Bininj/Munggy businesses to deliver cultural activities. Through licensed activities commercial tour operators will be required to provide work experience and training and employment opportunities for Bininj/Munggy and support local businesses.

Increase cultural interpretation and cultural activity business opportunities

Cultural activities are considered a key attractor for Kakadu. Expanding the interpretive ranger program to include more activities delivered by Bininj/Munggy will provide new employment opportunities as well as meeting visitor demand for these activities. Events, such as *A Taste of Kakadu*, provide an opportunity for Bininj/Munggy to trial products which can potentially lead to the establishment of new long term Bininj/Munggy enterprises.



Credit: Parks Australia

Action NI-2: Increase cultural activities, awareness and interactive opportunities

Support the development of new cultural activities by or with Bininj/Mungguy and explore opportunities for improved cultural interactions with visitors.

Bininj/Mungguy-guided talks, slideshows and cultural art activities have proven to be popular in the past, with visitor surveys and consultation suggesting that new activities could include campfire storytelling, music, dancing, spear making, carving, bush tucker and ground oven cook-ups. Having Bininj/Mungguy interpretive rangers at key sites could increase cultural interaction while promoting safety.

The demand for more cultural activities by visitors provides new opportunities for Bininj/Mungguy businesses to deliver these activities. Other business ideas identified include:

- Cultural land-based tours, airboat tours and cruises which could also extend the length of stay for visitors
- Targeted activities such as facilitating school groups to learn on country, creating 'Kakadu advocates' into the future
- The provision of transportation between campgrounds and key attractions such as 4WD and shuttle bus services
- Supporting Aboriginal ranger groups through alternative contracting models for day labour
- Partnering with commercial tourism operators/private investors as business partners or step-on-casual guides
- Service contracts for capital construction projects or repairs and maintenance for visitor sites and facilities
- Safari camp accommodation and small family tour products.

9.2.2 Opportunities for private business and investment

Consistent with the requirements of Kakadu's *Management plan*, the Board welcomes private sector investment in Kakadu. There are a range of dynamic tourism enterprises currently operating in Kakadu, each with unique operating models that have proven successful. Partnerships between the private sector and Bininj/Mungguy can eventually lead to Aboriginal-owned and operated businesses, delivering ongoing economic and social benefits to Bininj/Mungguy.

Entering into new joint ventures with Aboriginal businesses requires important considerations to ensure partnership arrangements are effective and successful. Considerations such as clarifying the responsibilities and liabilities of each party, partnership resources, and the rights of both parties to ensure there is cultural fit, trust and compatibility.

Private sector investment invites new thinking, innovation, demand-driven ideas and commercial acumen. It presents the opportunity to restore Kakadu's iconic status. Working in partnership with the traditional owners could provide access to protected, unseen and spectacular areas of the park, and an understanding of preservation and protection of Kakadu and its World Heritage values.

Kakadu: Open for business!

Do you have a new idea for a successful business in Kakadu?

We are looking for partners to conserve and protect this World Heritage area while providing inspiring, safe and culturally and environmentally sensitive visitor experiences.

Through tools such as the *Management plan*, *Commercial tourism licence guidelines* and *Lease policy* the foundations are in place to support long term investment in Kakadu. The Kakadu Board of Management will run Expressions of Interest processes for new business ideas.

Whether you're an investor, traditional owner or commercial tourism operator, your creative ideas can help shape the future of this important national treasure. Your ideas should enhance visitors' understanding and enjoyment of the park's culture and its natural wonders. We want our visitors to have an unforgettable experience, and you could become part of that story.

Grow existing and develop new business opportunities

The *Growing Tourism in Kakadu* funding package will encourage commercial tourism operators and service providers in Kakadu to grow their businesses, as well as encourage new business opportunities overall. It will provide greater certainty of access and availability for key sites which is essential for domestic and international distributors who promote Kakadu as a destination and secure inbound visitation.

Consultation with the industry indicated that Kakadu currently lacks tourism infrastructure that will attract the high value travellers who are a target market for Kakadu. This is an ideal opportunity for private sector investment, where expertise in delivering high-end and bespoke visitor infrastructure and activities could add significant value to tourism in Kakadu. This may include through Expression of Interest processes:

- Aerial tours of Kakadu, via helicopter or light plane with the possibility of departing from Darwin
- Luxury river cruises
- Infrastructure with a wow-factor, such as glass-bottomed elevated platforms or walkways at spectacular locations

- Wellness activities, such as spa treatments, meditation, yoga or health retreats based on bush tucker and Northern Territory produce, including cooking classes
- Fine dining options
- Private art activities
- Corporate events.

In addition to the high value visitors who are willing to pay a premium, there is an opportunity for private sector investors to target activities for free and independent travellers, families, youth and business travellers. This could include:

- Soft adventure activities, such as mountain biking, 4WDing tours, and adventure rope courses (where permitted)
- Private camping
- Guided tours to exclusive locations not accessible to others, (where permitted)
- Bush tucker cooking or ground oven cook-ups.

Opportunities to develop accommodation in Kakadu

There is a need to offer a broad range of accommodation across Kakadu, including high quality accommodation, to meet a range of budgets and visitor expectations. As discussed in Section 5.2.4 there are gaps in the higher-end accommodation segment (3.5 star plus).

There are potential opportunities for private investors to deliver accommodation in any Visitor Precinct. Specific locations already identified and pre-approved include:

- Five star ecolodge and satellite safari camps in Mary River Precinct
- Family-friendly accommodation to replace the now closed South Alligator Aurora Kakadu resort.

The types of accommodation that should be considered, particularly to attract high value travellers, include:

- Private glamping accommodation
- Luxury or 'high-end' accommodation options
- Wellness retreats with associated wellness activities tailored to Kakadu
- Ecolodges with low-impact footprint
- Accommodation that is architecturally designed and unique to Kakadu.

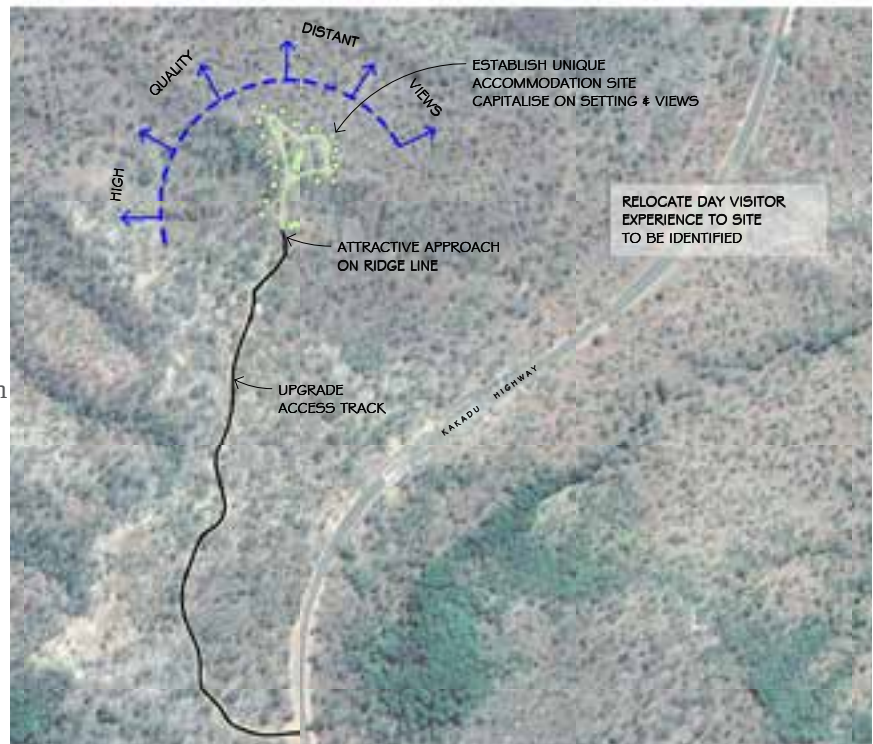
These opportunities will be offered through Expression of Interest processes.

Concept - Ecolodge accommodation

Overview

A concept for an ecolodge has been proposed in the south of Kakadu. The Bukbukluk location has been identified and pre-approved by the traditional owners through the Mary River Development Plan as a possible location. The private accommodation may be delivered by a developer in a partnership arrangement with the Director and traditional owners.

It is proposed that the accommodation could include a central location with links to semi-permanent satellite safari camps elsewhere in Mary River precinct.



Source: Mary River Development Plan

Example - Spicers Scenic Rim Ecolodge and Safari-style Camps



Process

Overarching actions or processes that will be implemented to enable initiatives such as this project:

- **Action NI-3:** EOI processes — engage with industry to develop private accommodation options for glamping / ecolodge / wellness retreats at various locations in Kakadu
- **Action WK-2:** Private accommodation — Provide enabling works, where required, such as site clearance and preparation, base infrastructure.

The private sector is seeking opportunities to invest in Kakadu accommodation that is of a type and scale sufficient to justify sustainable investment. The Parks Australia *Commercial lease policy* has been developed to provide a framework for assessing and entering into lease and sub-leases for new accommodation, and enables the sort of long term opportunity investors are seeking.

Enabling actions for private sector investors

Private sector investment that is viable, sustainable, and complementary to existing tourism offerings in Kakadu is crucial to achieve the goals of the Tourism Master Plan. Furthermore, partnerships between private investors, traditional owners and the Director will benefit the wider community, through employment and business opportunities.

Parks Australia will support and enable sustainable private sector investment in Kakadu through a variety of means. The specific actions they will take are detailed in Section 9.3.5 along with examples of enabling mechanisms.

9.2.3 Opportunities to improve Kakadu revenue

A key goal for growing tourism is improving Kakadu's revenue, including revenue to the traditional owners. Increasing visitation to Kakadu will directly increase revenue through park pass sales, camping fees and other fees. However, this is not likely to result in a step-change in revenue that is needed to provide improved outcomes for Kakadu communities and support Kakadu's operations. To meet and exceed the proposed revenue targets, changes will be required to the existing fee structure and exploration of new sources of revenue.

A business plan will be developed for Kakadu that addresses how revenue will be increased across this range of opportunities including timeframes.

Review of existing revenue mechanisms

The park use fee structure has remained unchanged since a seasonal pricing structure was introduced. Changes could be made to the fee structure, review process and payment system such as:

- Reviewing fees on a yearly basis in line with the Consumer Price Index (CPI) with a benchmarking exercise to occur every five years to reset the base fee. At a minimum this could increase revenue raised through fees by 2% or \$65,000 per year.
- Revisiting all discounts including the free fees for Territorians in 2025. As Territorians are currently only 10% of visitors this change will only increase revenue by a nominal amount.

- Implementing a user-pays approach to ranger-guided activities and school group programs. With attendance at over 30,000 in 2019, even charging a flat rate would raise revenue significantly.
- Undertaking a benchmarking exercise to review all permit and licence fees and consider transitioning existing exclusive-use activities that are managed under permit to a commercial tourism licence over the next five years.

In addition to providing increased revenue by charging for currently free ranger-guided activities, it will provide an improved and sustainable market for Bininj/Mungguy businesses by removing the imbalance in competition that the free activities create. There are a number of ways to implement this user-pays system. The easiest option would be through an overall increase to the park entry fee as an optional extra — one amount to cover attendance at one or more ranger-guided activities. Alternative options include a nominal fee per activity chosen at the time of park pass purchase or the payment of the nominal fee in-person prior to commencement of the activity for an 'all activity pass'. For any option there will be challenges with compliance at each activity.

Reviewing compliance strategies to more effectively manage non-compliance activities has the potential to recover revenue that may be currently foregone. Park pass compliance could be monitored as part of ranger-guided activities and through reinforcing permit and commercial licence holder conditions. Commercial tourism operators, including accommodation providers, could also be incentivised to undertake the pass checks or sell park passes.

The current improvements being made to the ecommerce system will also assist with compliance through paying camping fees and event tickets with park pass purchases and the inclusion of additional features for other visitor transactions.

Identifying new revenue mechanisms

Partnerships between the Director, traditional owners and the private sector to create new tourism products in Kakadu will provide opportunities to generate additional revenue through complementary private sector investment. Such private sector investment opportunities will be implemented through commercial arrangements and opportunities such as concessional lease agreements with fixed and variable terms based on revenue, and attracting new operators in Kakadu to take up permit and licence opportunities.

It is essential that all arrangements are mutually beneficial for the private sector, traditional owners and the Director. Other potential ways to generate increased revenue could include:

- initiating commissionable tour sales through visitor centres
- charging fees for events commensurate with the size and scale of the event and whether it is a private or community run event
- consider the introduction of specific levies such as for environmental conservation or road maintenance.

Action NI-15: Kakadu revenue

- Review and implement changes to fees and processes to improve Kakadu revenue to support meeting the new revenue targets.

Action NI-15.1: Kakadu revenue

Develop a Business Plan for Kakadu that addresses the park fee structure as well as other opportunities to grow revenue from tourism. The Business Plan will address the following:

- Regular reviews of and amendments to the park fee structure including fee increases and changes to discounts
- Review the potential introduction of a user-pays approach to ranger-guided activities and other Parks Australia programs
- The transition of existing exclusive use activities from permits to a commercial tourism licence
- Detail new sources of revenue and mechanisms required.

Action NI-15.2: Kakadu revenue

- Improve compliance relating to park passes, permits and licences through provision of additional resources.

9.3 Proposed improvements for investment and action

The proposed improvements for investment and action are detailed in the precinct planning outlined in Section 11 and the Tourism Master Plan Action Plan in Section 10.2.2. These initiatives were developed and confirmed through a combination of market engagement, desktop research and analysis, site visit observations, a public survey and consultation workshops with the Board, Bininj/Mungguy, Aboriginal associations, Kakadu communities, tourism industry representatives and government agencies.

The proposed improvements relate to the seven categories for investment and action:



Services Hubs



Visitor and cultural centres



Visitor experiences



Visitor infrastructure



Interpretation



Enabling actions for private sector investment



Roads and access

9.3.1 Services Hubs

Creating the Services Hubs is a key component to delivering an improved visitor experience within Kakadu. The five hubs will contain a mix of visitor information, interpretation, services and amenities. Table 3 outlines the long term plan for each hub.

TABLE 3: SERVICES HUB BASIS FOR FUTURE PLANNING

	Visitor information & interpretation			Services & amenities			
	Visitor information centre	Cultural centre	Visitor information signage only	Potable water, waste services	Telecommunications	Commercial operations	Accommodation options
SOUTH ALLIGATOR HUB	•			•	•	•	•
BORDER STORE HUB		•	•	•	•	•	•
JABIRU HUB	•			•		•	•
COOINDA HUB		•	•	•		•	•
MARY RIVER RANGER STATION HUB	•	•		•	•	•	•



Credit: Kakadu NP

The level and type of facilities provided in each hub differ based on the precinct's purpose and objectives, target market, infrastructure and services currently available and the likely need for the facilities in the future.

Action SA-2: South Alligator hub

Prepare and implement a site plan for the development of a Services Hub at South Alligator Precinct.

Action EA-1: Border Store hub

Prepare and implement a site plan for the development of a Services Hub at East Alligator (Erre) Precinct.

Action JB-1: Jabiru hub

In conjunction with the *Jabiru Implementation Plan*, ensure that Services Hub facilities are incorporated into the Jabiru township.

Action YW-3: Cooinda hub

Ensure that Services Hub facilities are provided for all visitors at or adjacent to Cooinda at Yellow Water Precinct.

Action MR-2: Mary River ranger station hub

Prepare and implement a site plan to transform Mary River ranger station into a Services Hub for Mary River Precinct.

Under the Growing Tourism in Kakadu funding package, up to \$60 million has been allocated to its establishment which requires:

- a business case
- consideration of potential private sector investment
- endorsement by the Kakadu Board of Management.

Action WK-8: World Heritage Visitor Centre

Undertake a feasibility study and business case process for the World Heritage Visitor Centre which will include consultation with all traditional owners. The feasibility study and business case will consider co-investment with the private sector and be based on international best practice for consideration by the Board.

As outlined in Section 5.2.2, Warradjan Aboriginal Cultural Centre, located in the Cooinda hub is the main facility within Kakadu providing interpretation about Bininj/Mungguy culture, language and history. Upgrading these facilities will be required to improve the building and its services, as well as the existing displays.

In line with a decentralised model of interpretive cultural centres, cultural interpretation at Kakadu could be enhanced through developing cultural centres in the Border Store hub and at Mary River ranger station hub. A facility at South Alligator hub will be considered in the longer term. A coordinated approach around interpretation will be crucial to align with the purpose of each centre and to improve experience. This is discussed further in Section 8.

Action YW-2: Warradjan Aboriginal Cultural Centre

Review the existing displays at Warradjan Aboriginal Cultural Centre in line with the proposed *Interpretation strategy*.

9.3.2 Visitor and cultural centres

The new World Heritage Visitor Centre will be the centrepiece of cultural interpretation in Kakadu. As a foundation, the World Heritage Visitor Centre will be supported by precinct-based centres providing visitors with a deep understanding of the diversity of Kakadu and its traditional living cultures.

The World Heritage Visitor Centre will be a centre for interpretation about Bininj/Mungguy culture, language and history for the whole of Kakadu, and provide an entrée to the rest of the park.

Concept - World Heritage Visitor Centre

Overview

A World Heritage Visitor Centre is a key project within the Growing Tourism in Kakadu funding package. The vision is for the centre to be iconic with a strong design presence that is appealing to visitors. The centre will be an innovative and inspirational place for visitors to experience their first taste of Kakadu. It will represent all clans from the park, and provide Bininj/Mungguy the opportunity to share and interpret their culture with visitors through business and other opportunities. It is intended to become the main visitor centre in Kakadu and become a major booking hub for all tours and experiences in Kakadu.

Process

Actions or processes that will be implemented to enable this project:

Action WK-8: World Heritage Visitor Centre

2.1 Undertake a feasibility study and business case process for the World Heritage Visitor Centre which will include consultation with all traditional owners. The feasibility study and business case will consider co-investment with the private sector and be based on international best practice for consideration by the Board.

2.2 Develop a World Heritage Visitor Centre to showcase Kakadu at a macro level, that interprets and translates Bininj/Mungguy lives and explains Kakadu's cultural and natural significance on a global scale.



Source: Jabiru Business Case, artist impression only

Credit: Parks Australia

9.3.3 Visitor experiences

Based on Kakadu's visitor trends, current offerings, target markets, and broader tourism industry trends and forecasts, there needs to be improvements to existing activities and the development of new activities. These activities must be developed in coordination with visitor infrastructure improvements discussed in Section 9.3.4. Based on the purpose, objectives and visitor experience identified for each precinct, the detailed precinct plans in Section 11 identify specific visitor experiences needed to achieve the vision for growing tourism in Kakadu, building on the following.

Hosted and self-guided activities

A variety of ranger-guided interpretive activities have been available in Kakadu for over 20 years, such as rock art talks, guided walks, cultural activities and slideshows. These are popular and attract large crowds during the peak visitor season. There is a significant opportunity to expand the ranger-guided activity program and to grow new revenue for Kakadu. However, there are currently operational constraints and a lack of resources to support an expansion. This could be addressed through a review of the fee structure and leveraging the increased revenue targets under this plan and user pays principles.

Action NI-8: Ranger-guided activities

Review expansion opportunities of the seasonal interpretive ranger program

Action NI-15: Kakadu revenue

Review the potential introduction of a user-pays approach to ranger-guided activities and other Parks Australia programs.

Bininj/Mungguy cultural activity workshops are also highly sought after and enhance visitors' cross-cultural understanding and appreciation, through interactive activities such as weaving, painting, interpretive tours with Aboriginal guides and bush tucker demonstrations.

These activities are delivered through the ranger-guided activity program or by commercial tourism operators, art centres and Aboriginal associations. Under the cultural centre action and individual precinct plans, this Tourism Master Plan provides a range of spaces suitable for the delivery of cultural activity workshops and associated Bininj/Mungguy business and employment opportunities.

Action NI-2.1: Increase cultural activities, awareness and interactive opportunities

Facilitate Bininj/Mungguy business and employment opportunities for the delivery of cultural activity workshops in line with the *Interpretation strategy* once infrastructure is completed at key sites.

Through implementing the *Kakadu Walking Strategy*, Parks Australia will strengthen Kakadu's reputation as a walking destination for bushwalkers and tour operators to develop product. The strategy provides the basis for a consistent and sustainable approach to the planning, development, management and promotion of walking experiences in the park.

Concept - Mountain biking trail network

Overview

A mountain biking trail network will be developed for the whole of Kakadu with the Mary River Precinct proposed as the first area where trails will be established. The network of trails will be developed from a combination of existing low-use walking trails, old vehicle tracks and new trails. The intention of the project is to provide a range of trails across Kakadu to suit both experienced and first-time mountain bikers, including cross-country as well as downhill options.

Examples

Examples of mountain biking trails elsewhere in the Australian Capital Territory

Blue Derby <https://www.world-trail.com/trail-projects/blue-derby/>

Mt Stromlo Forest Park <https://stromloforestpark.com.au/stromlo-forest-park-master-plan-2/>

Process

Actions or processes that will be implemented to enable this project:

- **Action WK-5: Mountain Bike Trails** — Undertake planning and assessment of existing trails and old tracks that could be converted to mountain bike trails, and identify any new trails. Carry out track development. Focus on developing mountain biking tracks in the Mary River Precinct as a first stage.
- **Action JJ-4: Karnamarr campground** — Build walking trail/mountain bike trail from the campground to Jim Jim Falls carpark.



Credit: Tourism NT/Jay French



Credit: Tourism NT/Jay French



Credit: Tourism NT/Travis Deane



Credit: Tourism NT/Jay French

Self-guided activities are plentiful and popular however, many could be enhanced e.g. the Nanguluwurr walk showcases rock art, however the 4km return trip lacks shade. This has been addressed in the infrastructure recommendations in each precinct.

Water-based activities are very popular, however there are significant challenges each year ensuring the waterholes, free from saltwater crocodiles in managed zones. An early opening strategy for key sites such as Jim Jim, Gunlom and Maguk is needed, and will provide justification for the resources required to prepare the swimming sites for earlier opening and ensure visitor safety. The early opening strategy needs to include a phased approach, acknowledging swimming will not be available until crocodile surveys are conducted and the site is deemed to be safe.

Action NI-6.1: Access and opening strategy

Review Kakadu's annual opening strategy in line with upgrades to infrastructure and the objective of more sites open for more of the year.

Further development to existing and new special interest sector activities such as fishing, boating, 4WD-ing, birdwatching, geology and mountain biking will be supported by proposed improvements across Kakadu.

Action NI-16: New activities and expanded offerings

Extend the peak season and increase the visitor length of stay through supporting commercial operators and Bininj/Mungguy with the development of new activities.

Events

Kakadu hosts several multi-day events each year, including A Taste of Kakadu in May, Mahbilil Festival in August, Mayali Mulil Festival in September and Kakadu Bird Week in October. Other events include World Wetlands Day in February and NAIDOC Week in July. A calendar of events and festivals should be developed for Kakadu to broaden visitor experiences and encourage visitation throughout the entire year, as well as providing more sustainable and meaningful employment. There are opportunities to expand the current calendar to reintroduce popular events, better promote natural events in Kakadu and leverage Northern Territory-wide tourism events.

There is also potential to create a festival or event structure based on promoting the different aspects of each Visitor Precinct. An example for a precinct-based but Kakadu-wide festival could be a festival celebrating art from every region — both ancient and recent.

The Stone Country Festival hosted and managed by Gunbalanya community in Arnhem Land attracted more than 3,000 people when it was held over a weekend each August until 2013, bringing visitors through Kakadu and benefitting the tourism industry.

There are also opportunities for Kakadu to expand on existing events or festivals that align with natural or cultural events and 'world days', including:

- March to May — The Runoff (barramundi fishing)
- May — World Migratory Bird Day
- May — World Turtle Day
- June — National Reconciliation Week / NAIDOC
- June — World Environment Day
- July to October — Crocodile spring tide feeding at Cahills Crossing
- September — Threatened Species Day
- October to February — Million-dollar Fish Campaign (managed by Tourism NT).

The *Kakadu Event guidelines* allow special-interest groups, corporate and private groups to organise events throughout the year. These opportunities can be better promoted to attract these groups and increase revenue from events.

Action NI-12.4: Events or Festivals

In partnership with Tourism NT, develop and publish an annual calendar of events within and around Kakadu. Better promote event opportunities to attract special-interest groups, corporate and private groups to hold events in Kakadu.

It is anticipated that COVID-19 will have an impact on the events market in the short term, and possibly longer, through social distancing requirements impacting event size and/or how events are managed. Parks Australia and partners will continue to be adaptive to ensure events continue to provide high quality experiences for visitors while ensuring the safety of visitors, traditional owners and staff.

9.3.4 Visitor infrastructure

In addition to improving the visitor experience through improved and new activities, it was confirmed through market engagement and consultation that improvements to existing site infrastructure and the development of new infrastructure is considered crucial to grow tourism in Kakadu.

Infrastructure to enhance access to natural features

Crocodile spotting at Cahills Crossing, birdwatching at Yellow Water, visiting Gunlom infinity pool, sunset viewing at Ubirr and exploring Jim Jim gorge are examples of sites where natural features are the main attractor.

Sites with amazing and iconic natural features will benefit from infrastructure upgrades which will encourage more visitors to Kakadu or extend visitor length of stay.

Infrastructure improvements have been considered on a whole-of-Kakadu basis with the development and implementation of site plans including works that range from expanding and adding new viewing platforms, improving and creating new boardwalks and structures, providing more shade and picnic tables, and replacing amenities.

These will be complemented by non-infrastructure improvements, such as increased cultural activities and interactive opportunities that provide visitors with an immersive nature and cultural experience.



Credit: Allan Dixon, Tourism NT

Concept - Viewing platforms, viewing towers and treetop walks

Overview

To showcase some of the most spectacular views across Kakadu new viewing platforms are being proposed at several sites:

- Cahills Crossing
- Jim Jim Falls plunge pool
- Twin Falls escarpment
- South Alligator River boat ramp.

Other sites for viewing platforms may be considered in the future.



Ideas for viewing platforms

Other infrastructure that could be considered in Kakadu to showcase Kakadu's different landscapes.

Viewing towers:

Treetop walks:

Process

Actions or processes that will be implemented to enable this project:

- **Action SA-4: South Alligator boat ramp** — develop lookout/viewing platform over river for crocodile and sunset viewing and a fishing platform
- **Action EA-4: Cahills Crossing** — committed works to upgrade the viewing platform and associated infrastructure
- **Action JJ-2: Jim Jim Falls and carpark** — build new viewing platform to view Jim Jim Falls
- **Action JJ-3: Twin Falls Gorge** — build a viewing platform on the Twin Falls escarpment walk.



Credit: Wentworth Shire Council



Credit: Kings Park Western Australia

This infrastructure, provided and managed by Kakadu National Park, will be initially funded under the Growing Tourism in Kakadu funding package. While this Tourism Master Plan outlines projects above and beyond this funding, the visionary nature of the approach in identifying all works needed to achieve the long term outcome will enable prioritisation of future public funding into the park. The aim is also to provide the foundation of public infrastructure to encourage further private sector investment in the park.

Stretching the imagination for what is possible

While many of the priority projects identified in the Tourism Master Plan focus on upgrading existing sites and facilities, with the intention of providing a solid infrastructure foundation across the park, there is also a range of ideas presented in each precinct aimed at stretching the imagination of what other infrastructure may help transform Kakadu.

While some of these may be privately funded, there is scope for a range of innovative, transformational public infrastructure across the park. This will further build interest in visiting Kakadu and be a key part of the foundational infrastructure provided by the government.

Infrastructure to safeguard and improve cultural features and interpretation

Sites throughout Kakadu provide opportunities for visitors to engage with Bininj/Mungguy culture and non-Indigenous history. Visitors can view ancient rock art at multiple locations, including all year round at Burrungkuy and Nanguluwurr.

The lack of location-specific forms of cultural interpretation at some sites presents a significant opportunity to grow cultural activities in Kakadu. As discussed in Section 5.3, the most sought-after visitor experiences are Aboriginal and cultural activities, however there are currently insufficient activities to meet demand. More cultural activities delivered by Parks Australia and commercial tourism operators are required to enhance visitor experience (see Section 9.3.3).

New infrastructure and associated interpretation will provide new activities to promote, including a proposed heritage trail showcasing sites of historical significance. The trail will include sites such as Callanans hut and Manmalarri homestead and could encourage partnership opportunities with industry or relevant interest groups.

Action WK-1: Heritage Trail Program

Develop and implement a Kakadu-wide Heritage Trail Program to showcase and interpret key non-Indigenous historically significant infrastructure, e.g. Anlarrh, Callanans hut, Old Goodparla, Manmalarri. Include engagement of appropriate conservation architecture expertise in the development of the program. Carry out building preservation and remediation works at heritage sites building on the recommendations in the Mary River Precinct Development Plan.



Credit: Parks Australia

Creating iconic Kakadu entrances

Iconic entrances create a sense of arrival for visitors and promote reaching the destination. There is a huge opportunity to improve the entrances to Kakadu by denoting them with a welcome statement and safe pull over bay. The northern boundary of Kakadu is no longer showcased, making it unclear you have entered the World Heritage park. Instead, the formal entrance is located at the information bay 17 km inside Kakadu. The information bay provides visitors with amenities and information about Kakadu, however it is not an attractive area and there are no surrounding activities or shade. There is limited advanced warning or signage as you approach the bay and the welcome sign is neither prominent nor visible from a distance. The southern entrance provides a stronger statement of arrival, although it lacks a formalised, safe stopping area.

Both entry points require significant changes to establish a sense of arrival for visitors entering Kakadu and thanking those exiting for their visit. It is proposed that entry statements of iconic design and scale are placed at the boundary of Kakadu along with safe parking bays for photo opportunities and 'thank you for visiting' signage as visitors exit the park.

Action WK-3: Entrances to Kakadu

Develop iconic entry statements at Kakadu borders to establish a sense of arrival with safe parking bays for photo opportunities and 'thank you for visiting' signage.

It is proposed that visitor information and kiosks for Kakadu pass sales are located further inside Kakadu at the South Alligator and Mary River ranger station Services Hubs.

Improving and finding the best use for public campgrounds

There are a range of managed and unmanaged campgrounds in Kakadu, with the most popular campgrounds near key services or key visitor sites. Some campgrounds are currently underutilised, which may be a result of changing visitor markets and the increasing demand for higher quality accommodation, as discussed in Section 6. Actions are proposed which have considered the best use for currently underutilised campgrounds, while still maintaining sites for the camping market. The actions proposed for public campgrounds are outlined in Table 4 and are reflected in the precinct plans.

Action MR-2: Mary River ranger station hub

Provide visitor information and park pass sales as part of the proposed upgrades to the Mary River ranger station hub.

Action SA-2: South Alligator hub

Negotiate with leaseholders at South Alligator — as part of the EOI process — to provide visitor information and park pass sales, based on the commission model used with other agents.

Action EA-1: Border Store hub

Negotiate with leaseholders at East Alligator — as part of the EOI process — to provide visitor information and park pass sales, based on the commission model used with other agents.

TABLE 4: ACTIONS FOR PUBLIC CAMPGROUNDS:

	Major infrastructure upgrades	Minor infrastructure upgrades	EOI for repurpose (or part)	Close (all or part)
CAMPGROUNDS	<ul style="list-style-type: none"> • Karnamarr • Gunlom • Mardukal • Kambolgie • Maguk 	<ul style="list-style-type: none"> • Four Mile Hole • Waldak Irrmbal • Gungurul (West Alligator Head) 	<ul style="list-style-type: none"> • Djarradjin (Muirella Park) (all) • Malabanjbanjdju (all) • Burdulba (all) • Merl (part) 	<ul style="list-style-type: none"> • Malabanjbanjdju (all) • Burdulba (all) • Djarradjin (Muirella Park) (part)

It is also recommended that Maguk becomes a managed campground.

Improving connectivity

Improvements to mobile coverage or providing wi-fi services (free or pay for access) is a key component of growing tourism in Kakadu through improving visitor safety, enabling access to visitor information, buying park passes and encouraging promotion through social media channels. The \$2.5 million Australian Government contribution to mobile connectivity coverage and wi-fi services is considered a crucial step in enhancing telecommunications in Kakadu. This funding commitment is part of a tripartite arrangement with the Northern Territory Government and a telecommunications provider, with each matching the Australian Government commitment.

There is a need to achieve a balance between off-the-grid visitor immersion in natural and cultural activities, and providing telecommunications access for safety and essential services. In delivering improved telecommunications coverage, it is proposed that locations are prioritised, as funding permits, as outlined in Table 5.

Action WK-4.3: Telecommunications

A new digital radio and ECD park-wide network is currently in the design phase.

The type of mobile/wi-fi solution for each site will be determined by the Northern Territory Government and Parks Australia as part of the tripartite arrangement. Once agreed, the telecommunications provider will need to undertake feasibility studies to assess existing infrastructure; and to identify current mobile footprints to see if they can be extended using boosters; or if there is a need for new mobile towers. The provision of wi-fi services needs to consider existing or new infrastructure and the ongoing operational responsibilities. Each site will be considered for improved services and if a suitable solution is not possible in the short term it will be reprioritised.

TABLE 5: PRIORITIES FOR IMPROVING CONNECTIVITY

Priorities	Locations	Mobile coverage required	Wi-fi services
SERVICES HUBS AND ACCOMMODATION LOCATIONS			
1	Border Store hub	Yes	Yes
2	Mary River ranger station hub	Yes	Yes
3	Cooinda hub	3G existing but improvements needed	No — private
4	South Alligator hub	Existing	Yes
5	Jabiru hub	Existing	No — private
KEY SITES			
6	Cahills Crossing	Yes	Yes
7	Ubirr	Yes	Yes
8	Burrungkuy (Nourlangie)	Yes	Yes
9	Jim Jim Falls (at Karnamarr campground)	Yes	Yes
10	Gunlom Falls	Yes	Yes
11	Maguk	Yes	Yes
HIGHWAYS/ROADS			
12	Oenpelli Road	Yes	Not required
13	Arnhem Highway	Yes	Not required
14	Kakadu Highway	Yes	Not required

Improving access

Action WK-4: Telecommunications

4.1 In partnership with the Northern Territory Government, undertake costings and a feasibility study to implement a mix of mobile communications and wi-fi services across the park, identifying roles and responsibilities for oversight and ongoing maintenance of each investment type.

4.2 Construct infrastructure for improving mobile coverage and providing wi-fi services at prioritised locations.

Road access

Significant investment in Kakadu's roads and access is required to enable tourism growth and ensure the success of the Tourism Master Plan. The Roads Strategy complements the Tourism Master Plan and aims to provide strategic direction for investment into and the development of roads and access in Kakadu over the next years. The Roads Strategy includes the prioritisation and allocation of the \$70 million roads component of the Australian Government's funding commitment to grow tourism in Kakadu. It also identified opportunities over and above the initial \$70 million, aimed at leveraging future opportunities for funding.

The Roads Strategy focuses on road and access upgrades that improve certainty of accessibility and improve or uplift the visitor experience. Better and more certain access is closely linked to improving visitor experiences and extending visitor's length of stay. Improving access can lead to greater opportunities for business and job creation by extending the shoulder season or providing year-round access that will boost visitor numbers in peak and off-peak seasons. Road upgrades to key sites in Kakadu and other road upgrades have been prioritised based on the Tourism Master Plan Action Plan. The key upgrades are listed in Table 6.



Credit: Tourism NT/Ewen Bell

TABLE 6: KEY ROAD UPGRADES

Road	Key upgrade	Link to Tourism Master Plan Action Plan
Jim Jim Road	Upgrade of Jim Jim Road. Initial works at sections deficient during the tropical summer (20-25 km) in years 1-3. The remainder is planned in 10+ years.	<p>There are several prioritised actions in the Jim Jim and Twin Falls area that depend on the Jim Jim Road upgrade to improve the visitor experience:</p> <p>JJ-1: Jim Jim Creek Crossing and Twin Falls Gorge access upgrades JJ-2: Jim Jim Falls and carpark site upgrade JJ-3: Twin Falls Gorge upgrades JJ-4: Karnamarr campground upgrades.</p> <p>This road upgrade will improve access to the Jim Jim Falls / Twin Falls area during the shoulder season and into the tropical summer by addressing sections of road which have poor drainage and/or geometric characteristics. This will enhance tourism opportunities and experience in this region and provide improved access into two of the most iconic attractions Kakadu has to offer.</p>
Gunlom Road and Gimbat Road	Upgrade of Gunlom Road and Gimbat Road to improve access and safety by resheeting selective sections of the road where gravel depth is deficient or where gravel is absent. ²¹	<p>There are several prioritised actions in the Gunlom area that depend on the Gunlom and Gimbat Road upgrades to improve the visitor experience:</p> <p>MR-1: Gunlom Falls and campground upgrades MR-7: Yurmikmik (Boulder Creek) site upgrades MR-8: Kambolgie campground upgrades MR-9: Jarrangbarnmi (Koolpin Gorge) upgrades.</p> <p>The Gunlom Road and Gimbat Road upgrades will improve access to the many attractions in this region including Yurmikmik, Kambolgie, Motor Car Falls, Gunlom Falls, Jarrangbarnmi (Koolpin Gorge), and Guratba and Gimbat picnic areas.</p>
Maguk Road	Upgrade of the Maguk Road to improve access and safety by formation and gravel sheeting of the road from Kakadu Highway to the Maguk campground. Includes upgrade of waterway crossings.	<p>There is a prioritised action to undertake upgrades at Maguk MR-3 which depends on the Maguk Road upgrade to improve the visitor experience.</p> <p>The road upgrade will improve access to Maguk campground and recreation area, where there are several actions to improve the visitor experience in line with a site plan.</p>
Jim Jim Billabong Road	Upgrade of Jim Jim Billabong Road to improve access and safety by formation and gravel sheeting of the road from Kakadu Highway to the Jim Jim Billabong campground.	Improves access to Jim Jim Billabong campground and supports development of the Heritage Trail Program (WK-1) as it improves access to the old Jim Jim pub.

²¹ Traditional owners do not approve bitumen sealing of Gimbat and Gunlom Roads.

Road	Key upgrade	Link to Tourism Master Plan Action Plan
Waldak Irrmbal (West Alligator Head), Two Mile Hole and Four Mile Hole	<p>Upgrade of West Alligator Head Road to improve access and safety by formation and gravel sheeting of the access road from Arnhem Highway to Two Mile Hole turnoff.</p> <p>Upgrade of Two Mile Hole road to improve access and safety by resheeting selective sections of the road where gravel depth is deficient or where gravel is absent.</p>	<p>The road upgrades will improve access to this region including Two Mile Hole (and campground), Four Mile Hole and Wardale Irrmbal (West Alligator Head). There are two prioritised actions in the West Alligator precinct that depend on the West Alligator Head Road upgrades to improve the visitor experience:</p> <p>WA-1: Waldak Irrmbal (West Alligator Head) site upgrades WA-2: Four Mile Hole campground upgrades.</p>
Oenpelli Road	Upgrade of Magela Creek crossing to improve access to the East Alligator (Erre precinct) Precinct during the tropical summer.	<p>Road upgrades will improve access to the East Alligator (Erre precinct) during the tropical summer, which includes iconic sites such as Ubirr, Cahills Crossing and the proposed Border Store hub. This will significantly contribute to attracting visitors in the shoulder seasons.</p> <p>There are several prioritised actions in the East Alligator (Erre) Precinct that will be enhanced by the Magela Creek crossing upgrades to improve the visitor experience:</p> <p>EA-1: Border Store hub development EA-2: Ubirr site upgrades EA-3 and 4: Cahills Crossing upgrades.</p>
Nourlangie Camp (Anlarrh) Road to be consistent with roads strategy	Upgrade of Nourlangie Camp (Anlarrh) Road to be consistent with roads strategy to improve access and safety by resheeting selective sections of the road where gravel depth is deficient or where gravel is absent.	The road upgrades will improve access to this historic area and support development of the Heritage Trail Program (WK-1).
Manmalarri Road	Upgrade of Manmalarri Road to improve access and safety by resheeting selective sections of the road where gravel depth is deficient or where gravel is absent.	The road upgrades will improve access to this historic area and support development of the Heritage Trail Program (WK-1).
Kubara Road	Reduce length of the gravel road to enhance safety and traffic flow.	The road upgrade will improve access to this site to support general development of the visitor sites in the Burrungkuy precinct.
Ubirr Road	Address cracks, potholes and edge break and reseal.	The road upgrade will extend the life of the road and improve access to Ubirr.
Nourlangie Road	Address cracks, potholes and edge break and reseal.	The road upgrade will extend the life of the road and improve access to a number of sites in Burrungkuy precinct.
Gungurul Road	Reconstruct pavement and reseal.	The road upgrade will extend the life of the road and improve access to Gungurul campground.

Action NI-7: Kakadu Roads Strategy

7.1 Support the Northern Territory Government to implement priority projects identified in the Kakadu Roads Strategy.

7.2 Identify and pursue additional funding opportunities to implement projects identified in the Kakadu Roads Strategy which are not yet funded.

Action JJ-1: Jim Jim Creek Crossing and Twin Falls Gorge

Implement currently planned and committed works to improve vehicle access at Jim Jim Creek crossing to reopen Twin Falls.

A number of whole-of-network road projects have also been proposed:

- Investigate speed restrictions in high wildlife areas and popular fishing locations to protect wildlife from injury and improve safety for road users
- Undertake safety audits across a number of locations over time and implement the high priority actions
- Undertake a road signage audit to inform annual signage replacement and vegetation clearance to improve safety.

In parallel with this work, the Director has separately funded the upgrade of the Jim Jim Creek crossing, aimed at providing greater certainty for accessing Twin Falls each year.

AIR ACCESS

In addition to road access, air access into and around Kakadu is important, particularly to support growth in the cruise ship and fly-in-fly-out visitor markets. While airstrip facilities exist in Jabiru and Cooina, infrastructure could be considered in the long term (10+ years) to facilitate greater air access in the future. These initiatives could include:

- establishing an aero-tourism hub at Jabiru airport, with upgraded infrastructure to align with high value traveller expectations
- the re-commissioning of disused airstrips by commercial tourism operators.

There is potential to extend the shoulder seasons or grow visitation in the tropical summer through more air-based activities such as scenic flights or helicopter tours over sites such as Ubirr, Jim Jim and Twin falls.

While critical to the future of tourism in Kakadu, the airport will be considered in the delivery of the Jabiru Master Plan and is not within the scope of the Tourism Master Plan to provide specific implementation actions.

9.3.5 Enabling actions for private sector investment

Partnerships between the Director, traditional owners and the private sector to deliver new tourism infrastructure and activities in Kakadu will create sought-after and unique visitor experiences, attracting new and return visitation to Kakadu.

Parks Australia will enable sustainable private sector investment in Kakadu through a variety of methods:

- Improved internal operational functions targeted to enabling private sector investment
- Expressions of Interest processes
- Enabling infrastructure and processes.

Internal operational functions

Parks Australia does not currently have the internal capacity or capability to target and facilitate private sector investment in Kakadu. To fully realise the potential private sector investment opportunities, a new function will be established within Parks Australia with the sole remit to facilitate private investment in Kakadu and ensure that partnerships between Bininj/Mungguy, the Director and the private sector are mutually beneficial.

Action NI-13: Kakadu Tourism Business Unit

Establish a new function within Parks Australia (the Tourism Business Unit) with the remit to facilitate private sector investment in Kakadu and ensure equity in partnership arrangements through a negotiation process.

Action WK-2 Private accommodation

Provide enabling works, where required, such as site clearance and preparation, base infrastructure.

Action NI-3: EOI processes

- To identify new visitor experience concepts including activities, sites and visitor infrastructure in consultation with traditional owners
- To redevelop the South Alligator accommodation site into a centre for 'holiday park' style adventure (fishing, water-based activities, 4WDing)
- To develop private accommodation options for glamping / eco-lodge / wellness retreats at various locations in Kakadu
- For the use of underutilised campgrounds for commercial operation
- Pending the development and commissioning of the World Heritage Visitor Centre, and decisions regarding future Parks Australia staff office accommodation, consider an EOI process for a potential commercial opportunity at the Bowali Visitor Centre such as retail, accommodation and events facilities
- For refreshment kiosks at key attraction sites to improve food and beverage offerings — such as food trucks, coffee carts, campground kiosks.

Expressions of interest

Several Expressions of Interest processes will be completed to identify and stimulate interest in various opportunities for private sector investment in Kakadu:

- Visitor experience concepts — The development of new visitor activities, new visitor sites in Kakadu and/or new visitor infrastructure delivered by the private sector. All ideas will be welcomed.
- Accommodation — A range of new and updated accommodation across Kakadu:
 - family-friendly accommodation to replace the now closed South Alligator Kakadu Aurora Resort
 - five star ecolodge and satellite safari camps in Mary River Precinct
 - new locations and accommodation types proposed by the private sector including ecolodges, luxury options, wellness retreats, and glamping.
- Campgrounds — Identify opportunities for commercial operations at underutilised campgrounds as identified in Section 9.3.4.
- Bowali Visitor Centre — Potential commercial opportunities at the Bowali Visitor Centre pending the development and commissioning of the World Heritage

Visitor Centre, and decisions regarding future Parks Australia staff office accommodation.

- Food and beverage — Refreshment kiosks at key attraction sites to improve food and beverage offerings — such as food trucks, coffee carts.

Specific opportunities are suggested in the precinct plans in Section 11 in line with the purpose and visitor experience of each location.

Some opportunities may not be permitted under the current *Management plan*, but this will not preclude these opportunities being considered under the next *Management plan*. All ideas and opportunities will be considered by Parks Australia.

Enabling works and activities

Parks Australia will focus on delivering enabling works or undertaking supporting activities to reduce the risk profile for private sector partners wanting to invest in Kakadu. These enabling works or activities will be project specific and determined through the negotiation process with private investors. These negotiations will be the responsibility of the new Tourism Business Unit (Action NI-13). The options for physical enabling works include, but are not limited to:

- Site clearance and preparation
- Ground stabilisation
- Retaining structures
- Site rehabilitation
- Landscaping and fencing
- Base infrastructure such as concrete pads or foundations (for kiosks/food vans)
- Essential services such as water and wastewater systems.

Options for enabling activities include, but are not limited to:

- Obtaining the necessary environmental approvals
- Undertaking the necessary cultural assessments
- Facilitating consultation with traditional owners
- Facilitating negotiations with tour operators.

In addition to these enabling activities Parks Australia will review its approval processes. Feedback from the tourism industry identified the lengthy and uncertain approval process as a significant barrier to investing in Kakadu. The approval processes will be more streamlined and follow a staged approach to enable timely outcomes and provide applicants with greater certainty earlier in the process. Greater facilitation of these processes would be another remit of the Tourism Business Unit.

Action NI-14: Permit, licence and sublease systems

Use the permit, licence and sublease systems to encourage uptake by commercial operators through:

- streamlining the application processes by introducing a staged online approval process with agreed application processing times, to reduce complexity where possible, provide timely outcomes and provide applicants with greater certainty earlier in the process.

It is anticipated that COVID-19 will have an impact on commercial tourism businesses in the short term, and possibly longer, which may include social distancing and other requirements. Parks Australia will support the tourism industry while ensuring the safety of visitors, traditional owners and staff.

9.4 Precinct plans

Precinct plans — provided in Section 11 — collate all key material and actions into one plan for each precinct. They are intended to be used as standalone documents and to guide detailed site planning, construction scoping and business opportunities and illustrate how the recommended actions will deliver on the purpose and objectives for each precinct. Actions are cross referenced to the detailed Action Plan in Section 10. Further refinement will be made to the precinct plans once the Tourism Master Plan is finalised. The following information will be included:

- Visitor targets for each precinct. Coupled with site classification and precinct objectives this will provide guidance on the size and style of upgrades or new infrastructure.
- Precinct taglines as marketing statements building on the marketing direction for precinct and interpretive themes.
- Information on the landscape type(s) in each precinct to guide the materials and maintenance requirements of new and upgraded infrastructure.
- Operational management requirements, linking opening strategies, maintenance requirements and asset management to site plans.







Credit: Parks Australia

10

Implementation

10.1 Priorities for investment

A robust prioritisation methodology was developed and implemented, in collaboration with key stakeholders, for the prioritisation of projects in accordance with the requirements of the Australian Government's *Growing Tourism in Kakadu* funding package.

Credit: Kakadu NP

The following considerations have guided the priorities for investment and action, to grow tourism in Kakadu:

- focus on the existing iconic sites
- revitalise and upgrade existing visitor infrastructure and activities at priority sites
- focus on infrastructure and activities that have greater certainty of availability and accessibility
- ensure visitor infrastructure upgrades focus entirely on improving or uplifting visitor experience by site, by Visitor Precinct, and from a whole-of-Kakadu perspective.

These considerations were endorsed by the Board and informed the prioritisation process and the indicative funding allocation committed to deliver the priorities identified throughout the Tourism Master Plan and summarised in the Action Plan.

The criteria that were applied in the prioritisation process for the visitor infrastructure investment were:



Bininj/Munggy outcomes

- Increased revenue
- Improved employment/training
- Supports new businesses



Impacts

- Improved safety
- Minimised cultural impacts
- Minimised environmental impacts
- Improved social outcomes
- Improved sustainability

Over 50 tourism infrastructure investment and actions were identified across the Visitor Precincts, including a number of whole-of-Kakadu priorities. Other considerations such as cost, timing, constructability and commerciality formed part of the action plan development process. Greenfield sites or new attractions have been considered as part of the Action Plan, however, these are significantly more complex to enable - time, process and cost.

A similar prioritisation process occurred to develop the proposed road upgrade list into an Action Plan for the Roads Strategy, which is a supplementary document to the Tourism Master Plan.

Non-infrastructure actions such as changes to business processes were considered separately to the visitor infrastructure prioritisation process. Non-infrastructure actions are also included in the Action Plan. Other measures or initiatives that will contribute to growing tourism, including commercial and employment activities for Bininj/Munggy and commercial tourism operators are discussed in Sections 9.2.1 and 9.2.2.

The implementation of all recommended actions for Kakadu will be guided by the consultation and decision-making requirements of the *Management plan*. Some actions may require consultation with traditional owners and/or Board approval prior to delivery. This will be determined on a case-by-case basis.



Tourism growth

- Increased tourism numbers
- Increased visitor nights
- Increased visitor spending
- Attracting high value visitors
- Increased visitor satisfaction



Improved access

- Expands peak season
- Improves availability beyond peak season
- Non-peak season activity.



10.2 Action plan

The Tourism Master Plan Action Plan is structured according to the Visitor Planning Framework described in Section 7 and captures the proposed improvements that will enable tourism growth in Kakadu over the next 10 years. The visitor infrastructure actions are set out by each Visitor Precinct and for the whole-of-Kakadu. Site planning and design must be in consultation and with involvement of Bininj/Mungguy.

10.2.1 Definitions








The following terms have been used in the Action Plan:

- **Actions** — The action describes, at a high level, the extent of works required at each site or the tasks required for each non-infrastructure action. In reference to the infrastructure actions, 'implement' will include obtaining approvals, planning, design, procurement and construction. More detail for each action is provided in the relevant section of the Tourism Master Plan.
- **Category area** — The denotes the relevant category for investment and action defined in the Visitor Planning Framework
 - Services Hubs
 - Visitor and cultural centres
 - Visitor experiences
 - Visitor infrastructure
 - Interpretation
 - Enabling actions for private sector investment
 - Roads and access
- **Delivery** — The agency or organisation who will be responsible for the delivery of the action










10.2.2 Action plan

The priorities for investment and action are detailed by Visitor Precinct in geographic order - west to east and north to south - in the Action Plan. Tables 7 and 8 provide the detailed Action Plan.

TABLE 7: ACTION INFRASTRUCTURE PLAN









ACTIONS	CATEGORY	DELIVERY
VISITOR INFRASTRUCTURE ACTIONS		
Whole-of-Kakadu		
Heritage Trail Program		
WK-1 Develop and implement a Kakadu-wide Heritage Trail Program to showcase and interpret key non-Indigenous historically significant infrastructure, e.g. Anlarr, Callanans hut, Old Goodparla, Manmalarri. Include engagement of appropriate conservation architecture expertise in the development of the program. Carry out building preservation and remediation works at heritage sites building on the recommendations in the Mary River Precinct Development Plan.	 	Parks Australia
WK-2 Private accommodation²² Provide enabling works, where required, for new accommodation resulting from Expression of Interest processes.		Parks Australia
Iconic entrances to Kakadu		
WK-3 Upgrade the northern and southern entrances to Kakadu, including: <ul style="list-style-type: none"> • Develop iconic entry statements at Kakadu borders to establish a sense of arrival with safe parking bays for photo opportunities and 'thank you for visiting' signage • Install automated a park pass compliance system using vehicle number plate recognition system on a gantry via an online system • Retain northern entrance information bay as a rest area and relocate visitor information to South Alligator Service Hub once the new accommodation is operational • Include signage directing visitors to the South Alligator and Mary River Ranger station Services Hubs for Kakadu information. 		Parks Australia
Telecommunications		
WK-4 4.1 In partnership with the NT Government, undertake costings and a feasibility study to implement a mix of mobile communications and wi-fi services across the park, identifying roles and responsibilities for oversight and ongoing maintenance of each investment type. 4.2 Construct infrastructure for improving mobile coverage and providing wi-fi services at prioritised locations. 4.3 The quantity of ECDs and their locations have been reviewed and a digital radio and ECD network is in the design phase.		Parks Australia, Northern Territory Government, Telecom provider
Mountain Bike Trails		
WK-5 Undertake planning and assessment of existing trails and old tracks that could be converted to mountain bike trails, and identify any new trails. Carry out track development. Focus on developing mountain biking tracks in the Mary River Precinct as a first stage.	 	Parks Australia

²² Related to non-infrastructure action item 3 EOI processes.






ACTIONS	CATEGORY	DELIVERY
Birdwatching Experience Program Plan and implement a Kakadu-wide birdwatching experience with interpretation and associated infrastructure. This may include new or upgraded bird hides at Mamukala, Anbangbang Billabong and other suitable sites, as well as contemporary interpretive material.		Parks Australia
Kakadu-wide Walking Strategy Implementation of existing Kakadu Walking Strategy and guidelines, including improvements to existing short-day walks and potential new walks.		Parks Australia
World Heritage Visitor Centre Undertake a feasibility study and business case process for the World Heritage Visitor Centre which will include consultation with all traditional owners. The feasibility study and business case will consider co-investment with the private sector and be based on international best practice for consideration by the Board.		Parks Australia
West Alligator Precinct		
Waldak Irrmbal (West Alligator Head) Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation, including: <ul style="list-style-type: none"> • improve and upgrade West Alligator Head campground • upgrade walking track. • investigate introducing a permit system for managing access. 		Parks Australia
Four Mile Hole campground Relocate campground to picnic area (and vice versa) so it is further from the billabong to improve safety from crocodiles.		Parks Australia
West Alligator Precinct Welcome Location Establish a Welcome Location for West Alligator Precinct at the entrance to West Alligator Head Road: <ul style="list-style-type: none"> • install signage to welcome visitors and to highlight the features and stories of the precinct • allow for sufficient carparking • provide contemporary interpretation to support the Kakadu-wide interpretation strategy. • Investigate introducing a permit system for managing access. 		Parks Australia
West Alligator Head Road Improve substandard sections to extend opening during the shoulder season.		Northern Territory Government
Two Mile Hole Road Improve substandard sections to extend opening during the shoulder season.		Northern Territory Government
Four Mile Hole Road Improve substandard sections to extend opening during the shoulder season.		Northern Territory Government







ACTIONS	CATEGORY	DELIVERY
South Alligator Precinct		
SA-1 South Alligator Accommodation²³ Provide enabling works (if needed) for commercial accommodation opportunities.		Parks Australia
South Alligator Hub 2.1 Prepare and implement a site plan for the development of a Services Hub in conjunction with the accommodation site, including: <ul style="list-style-type: none"> • Develop visitor information infrastructure including relocated signage and tables from the northern entrance information bay • Install signage to welcome visitors and to highlight the features and stories of the precinct • Install trip planning signage at the northern entrance arrival site SA-2 <ul style="list-style-type: none"> • Kiosk for park pass sales • Develop on-site source for potable water • Provide potable water refill stations, dump points and (potentially) rubbish/recycling collection points • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy. 2.2 Negotiate with leaseholders at South Alligator (as part of the EOI process) to provide visitor information and pass park sales, based on the commission model used with other agents.		
Mamukala Wetland Provide a more comprehensive visitor experience at the site, linked to the Kakadu-wide birdwatching experience project, including: <ul style="list-style-type: none"> • Upgrade and extend wetland walking trail • Replace aged interpretation signs and replace/ improve other signage. SA-3		
South Alligator boat ramp <ul style="list-style-type: none"> • Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including: • Improve vehicle circulation, security and safety through the site • Install directional signage to the boat ramp • Develop lookout/platform over river for crocodile and sunset viewing and a fishing platform • Develop walkways along the riverbank, where possible • Provide contemporary interpretation to support the parkwide interpretation strategy. SA-4		
Manmalarri Road Improve substandard sections to extend opening during the shoulder season and support Heritage Trail.		





23 Related to non-infrastructure action item NI-3 EOI processes








ACTIONS	CATEGORY	DELIVERY
East Alligator (Erre) Precinct		
<p>EA-1</p> <p>Border Store Hub</p> <p>1.1 Prepare and implement a site plan for the development of a Services Hub to achieve the hub purpose in conjunction with an accommodation site, including:</p> <ul style="list-style-type: none"> • Develop visitor information infrastructure • Develop cultural centre facility • Install signage to welcome visitors and to highlight the features and stories of the precinct • Kiosk for park pass sales • Upgrade carpark • Provide potable water refill stations, dump points and (potentially) rubbish/recycling collection points • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy. <p>1.2 Negotiate with leaseholders at East Alligator (as part of the EOI process) to provide visitor information and pass park sales, based on the commission model</p>	  	Parks Australia
<p>EA-2</p> <p>Ubirr</p> <p>Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:</p> <ul style="list-style-type: none"> • Improve the visitor flow through the art site and upgrade associated tracks and platform infrastructure, including provision of wheelchair access on key tracks • Upgrade wayfinding across the site • Improve the picnic area including provision of shade and picnic tables • Replace the toilet facilities and associated essential services • Ensure the carpark provides sufficient capacity for peak times • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy. 	 	Parks Australia
<p>EA-3</p> <p>Cahills Crossing</p> <p>Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:</p> <ul style="list-style-type: none"> • Upgrade the picnic facilities including provision of shade and furniture • Provision of a fit for purpose space for cultural activities • Ensure the carpark provides enough capacity for peak times • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy • Provide infrastructure (i.e. concrete pad and access) to support a temporary kiosk or food truck operation at the viewing area.²⁴ 	  	Parks Australia









24 Related to non-infrastructure action item 3 EOI processes




ACTIONS	CATEGORY	DELIVERY
EA-4 Cahills Crossing Committed works to upgrade the viewing platform and associated infrastructure.		Parks Australia
EA-5 Manngarre Rainforest Walk Undertake access and structural upgrades at the site to improve the visitor experience, including: <ul style="list-style-type: none"> • Upgrade platform and lookout infrastructure • Upgrade boardwalk infrastructure and walking track • Provision of furniture • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy (fruit bat and women's site). 	 	Parks Australia
EA-6 East Alligator (Erre) upstream boat ramp Undertake upgrades at the site to improve visitor amenity, including: <ul style="list-style-type: none"> • Improve the picnic area including provision of shade and picnic tables • Upgrade the toilet facilities and associated essential services • Provide facilities to support cultural activities (shade structures). 		Parks Australia
EA-7 Merl campground Repurpose one of the campgrounds for special revenue generation and prepare and implement a site plan for the remaining campground to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including: <ul style="list-style-type: none"> • Upgrade the toilet facilities and associated essential services • Provide improved facilities to support cultural activities, including larger shade structures. 		Parks Australia
EA-8 Paperbark forest boardwalk experience Develop new experience at a suitable location (to be confirmed) in East Alligator (Erre) to showcase the paperbark forest, including: <ul style="list-style-type: none"> • Provision of a boardwalk and other infrastructure • Provision of associated carparking facilities. 		Parks Australia
Oenpelli Road Upgrade to Magela Crossing to improve access to the East Alligator region during the wet season.		Northern Territory Government







ACTIONS	CATEGORY	DELIVERY
Jabiru Precinct		
Jabiru Hub		
JB-1	In conjunction with the Jabiru Implementation Plan, ensure that Services Hub facilities are incorporated into the Jabiru township, including providing potable water refill stations, dump points and (potentially) rubbish/recycling collection points.	 Parks Australia
JB-3	Jabiru airport Support air access to Jabiru for small to medium sized aircraft and for scenic flights.	 Northern Territory Government
Burrungkuy Precinct		
Burrungkuy (Nourlangie)		
BK-1	Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including: <ul style="list-style-type: none"> • Improve the visitor flow through the art site complex by upgrading walking tracks, boardwalks and viewing platform infrastructure • Improve the picnic area including provision of shade and picnic tables • Replace the toilet facilities and associated essential services • Ensure the carpark provides sufficient capacity for peak times • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy. 	 Parks Australia
BK-2	Nanguluwurr Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including: <ul style="list-style-type: none"> • Provision of shade and seating along the walk to the art site • Provision of shade and furniture in the picnic area • Upgrade access and structures around the art site • Upgrade carpark. 	 Parks Australia
BK-3	Anbangbang Billabong Prepare and implement a site plan to provide a more comprehensive visitor experience, linked to the Kakadu-wide birdwatching experience program and event site, including: <ul style="list-style-type: none"> • Upgrade the walking track around the billabong • Provision of picnic facilities such as shade and picnic tables. 	 Parks Australia
BK-4	Burrungkuy (Nourlangie) Welcome Location Establish a Welcome Location for Burrungkuy Precinct at the entrance to Burrungkuy access road: <ul style="list-style-type: none"> • Establish a carparking area • Install signage to welcome visitors and to highlight the features and stories of the precinct • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy. 	 Parks Australia





ACTIONS		CATEGORY	DELIVERY
BK-5	Bubba Walk		Parks Australia
	<ul style="list-style-type: none"> • Replace aged interpretation signs • Upgrade walking track with viewing platform 		
BK-7	Mirray lookout		Parks Australia
	Provide a more comprehensive visitor experience at the site, linked to the precinct objectives, including: <ul style="list-style-type: none"> • Improve the walking track • Install visitor safety signs. 		
	Kubara Road		Northern Territory Government
	Reduce length of this gravel road to enhance safety and traffic flow, especially around Nanguluwurr carpark entrance.		
	Nourlangie Camp Road (Anlarrh)		Northern Territory Government
	Improve substandard sections to extend opening during the shoulder season and support Heritage Trail.		

ACTIONS	CATEGORY	DELIVERY
Yellow Water Precinct		
Warradjan Aboriginal Cultural Centre YW-1 Implement currently planned works to upgrade Warradjan Aboriginal Cultural Centre.		Parks Australia
Warradjan Aboriginal Cultural Centre YW-2 Plan and undertake additional works to improve the visitor experience to achieve the precinct objective and interpretive narrative, including: <ul style="list-style-type: none"> • Review the existing displays at Warradjan Aboriginal Cultural Centre in line with the proposed Interpretation Strategy • Provide facilities to hold 'all-weather' cultural activities and events, including roofed structures, seating for the elderly • Allow for activities for bus groups by providing facilities such as gas BBQ with long shaded tables. 	 	Parks Australia
Cooinda Hub YW-3 Ensure that Services Hub facilities are provided for all visitors at or adjacent to Cooinda, including providing potable water refill stations, dump points and (potentially) rubbish/recycling collection points. Install signage to welcome visitors and to highlight the features and stories of the Yellow Water Precinct.		Parks Australia
Mardukal campground YW-4 Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including: <ul style="list-style-type: none"> • Upgrading toilet blocks and associated essential services • Provide facilities suitable for the site to support school camps/scout groups, including separate kitchen, bathroom, communal seating area and fire pit • Upgrade or develop associated activities at the site including the Kungardun walk. 		Parks Australia
Yellow Water to Home Billabong walk YW-5 Improve the visitor experience in the Home Billabong area consistent with the precinct objectives and interpretive narrative, including: <ul style="list-style-type: none"> • Upgrading the walking track from Home Billabong to the Yellow Water carpark to provide a wetlands experience with a branch track to the Warradjan Aboriginal Cultural Centre through adjacent woodlands. • Upgrading fencing and ensuring infrastructure provides safety from feral animals. 		Parks Australia
Jim Jim Billabong Road End of existing seal to Jim Jim Billabong Campground turnoff. Upgrade to improve access and safety and support Heritage Trail.		Northern Territory Government

ACTIONS	CATEGORY	DELIVERY
Jim Jim and Twin Falls Precinct		
Jim Jim Creek Crossing and Twin Falls Gorge		
JJ-1 Implement currently planned and committed works to: <ul style="list-style-type: none"> • Improve vehicle access at Jim Jim Creek crossing to reopen Twin Falls • Lengthen the pontoons/boardwalk to access Twin Falls and/or consider other access options. 		Parks Australia
Jim Jim Falls and carpark		
JJ-2 Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including: <ul style="list-style-type: none"> • Build new viewing platform at the base of Jim Jim Falls • Undertake improvements to the walking track between the carpark and the proposed viewing platform (potentially moving the track to higher ground) • Improve the picnic area including provision of shade and picnic tables • Replace the toilet facilities (with additional capacity) and associated essential services • Ensure the carpark provides sufficient capacity for peak times • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy. 	 	Parks Australia
Twin Falls Gorge		
JJ-3 Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including: <ul style="list-style-type: none"> • Build a viewing platform on the Twin Falls Escarpment Walk • Build carpark and picnic area with visitor amenities and toilet facilities • Investigate the reintroduction of swimming at Twin Falls plunge pool including any associated infrastructure • Build glass bottom viewing decks on Twin Falls Creek (in conjunction with committed works to lengthen the pontoons/boardwalk to access and view Twin Falls) • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy. 	 	Parks Australia
Karnamarr campground		
JJ-4 In alignment with the Jim Jim and Twin Falls site plans, prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including: <ul style="list-style-type: none"> • Improve the toilet facilities (including hot water) and associated essential services • Build new day walks from Karnamarr to lookout/s, Budjmi and other local sites • Build walking trail/ mountain bike trail from the campground to Jim Jim Falls carpark • Increase capacity of campground with potential for safari camp • Provide enabling infrastructure for potential cafe/kiosk • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy. 	  	Parks Australia


ACTIONS	CATEGORY	DELIVERY
Jim Jim and Twin Falls Welcome Location		
JJ-5 Establish a Welcome Location for Jim Jim and Twin Falls Precinct at the entrance to Jim Jim Falls access road: <ul style="list-style-type: none"> • Establish a carparking area • Install signage to welcome visitors and to highlight the features and stories of the precinct • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy. 		Parks Australia
Jim Jim Creek Picnic Area, Budjmi to Twin Falls Gorge Crossing		
JJ-6 Undertake upgrades at the site to improve visitor amenity, including: <ul style="list-style-type: none"> • Replace the toilet facilities and associated essential services in a location closer to the picnic area • Reposition picnic tables • Relocate road access away from picnic area to reduce dust • Upgrade Budjmi walking track (footbridge) and add interpretive signage). 		Parks Australia
Jim Jim Falls Road		
Kakadu Highway intersection to Karnamarr Campground. Initial works to address critical sections of road which are currently deficient through reconstruction and sealing. Subsequent works involve reconstruction and sealing of the road.		Northern Territory Government




ACTIONS	CATEGORY	DELIVERY
Mary River Precinct		
<p>Gunlom Falls and campground</p> <p>Transform the Gunlom campground through increasing its size, providing designated areas of independent travellers, tour groups and safari camps, upgrading infrastructure and providing new experiences in line with Traditional Owners vision for the site. Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:</p> <p>MR-1</p> <ul style="list-style-type: none"> • Replace the toilet and shower facilities and associated essential services • Improve attractiveness through landscaping and redesigning the campground, day use area and carpark • Upgrade campground to include areas for student camps with separate kitchen, bathroom, communal seating area and fire pit • Expand campground and develop a safari camp glamping experience • Provide enabling infrastructure for potential cafe/kiosk • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy. 	  	Parks Australia
<p>Mary River ranger station Hub</p> <p>Prepare and implement a site plan to transform the Mary River ranger station into a Services Hub, including:</p> <p>MR-2</p> <ul style="list-style-type: none"> • Provide visitor information and park pass sales • Install trip planning signage as northern entrance information site • Install signage to welcome visitors and to highlight the features and stories of the Mary River Precinct • Install new/additional toilet facilities and associated essential services • Build walking trails with interpretation in the vicinity of the hub • Provision of shade and picnic tables • Ensure the carpark provides sufficient capacity for peak times • Consider the need to build a storage facility to store artefacts from the Mary River region • Provide facilities to support cultural activities (shade structures) • Develop cultural centre facility • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy • Provide potable water refill stations, dump points and (potentially) rubbish/recycling collection points. 	  	Parks Australia



ACTIONS	CATEGORY	DELIVERY
<p>Maguk</p> <p>Prepare and implement a site plan, taking into consideration the carrying capacity of the site, to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:</p> <ul style="list-style-type: none"> • Improve toilet and shower facilities and associated essential services • Consider relocating or expanding campground to a location less susceptible to flooding for earlier opening and ease of maintenance <p>MR-3</p> <ul style="list-style-type: none"> • Upgrade walking track • Improve the carpark and picnic area including provision of shade and picnic tables and designated parking • Install removeable pontoons and decks on track to plunge pool • Install removeable floating deck at plunge pool • Develop walking trail from campground to plunge pool • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy. 		Parks Australia
<p>Igoymarrwa rock holes</p> <p>Undertake upgrades at the site to improve the visitor experience, including:</p> <ul style="list-style-type: none"> • Build walking trails • Provision of shade and picnic tables • Upgrade signage • Toilet facilities (if possible) • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy. <p>MR-4</p>		Parks Australia
<p>Mary River Precinct termite mounds</p> <p>Provide safe viewing location(s) of termite mounds in the Mary River region including a carpark, trail/boardwalk and interpretive signage.</p> <p>MR-5</p>		Parks Australia
<p>Yurmikmik (Boulder Creek)</p> <p>Implement proposed site plans to transform Yurmikmik into two distinct picnic sites for year-round access, including:</p> <ul style="list-style-type: none"> • Build new toilet facilities and associated essential services • Redevelop carpark area with shading and picnic tables • Build new pedestrian bridge • Reopen Yurmikmik walking tracks (Butterfly Gorge) after considering environmental and cultural impacts • Provide contemporary interpretation to support the Kakadu-wide interpretation strategy <p>MR-6</p>		Parks Australia
<p>Kambolgie campground</p> <p>Implement proposed site plans to transform Kambolgie into a base for caravan parking in the Mary River Precinct, including relocating the campground away from sensitive sites.</p> <p>MR-7</p>		Parks Australia

ACTIONS	CATEGORY	DELIVERY
Jarrangbarnmi (Koolpin Gorge) Undertake upgrades at the site, taking into consideration the carrying capacity of the site and cultural protocol, to improve the visitor experience in alignment with the precinct objectives, including: <ul style="list-style-type: none"> • Minor upgrades to Jarrangbarnmi campground • Upgrade the walking track for visitor safety. 		Parks Australia
Ferny Gully Undertake upgrades at the site, taking into consideration the carrying capacity of the site, to improve the visitor experience in alignment with the precinct objectives, including: <ul style="list-style-type: none"> • Improve the walking trail • Build a day visitor carpark • Toilet facilities (if possible). 		Parks Australia
Gungurul campground Undertake upgrades at the site, to improve the visitor experience in alignment with the precinct objectives, including: <ul style="list-style-type: none"> • Provision of additional shade infrastructure and picnic tables • Develop interpretation signage for associated walks. 	 	Parks Australia
Gunlom Road <ul style="list-style-type: none"> • Gimbat Road to Gunlom Campground. Upgrade of road (gravel standard). • Improve access and safety by resheeting selective sections of the road where gravel depth is deficient or where gravel is absent. 		Northern Territory Government
Gimbat Road <ul style="list-style-type: none"> • Kakadu Highway intersection to Gunlom Road. • Upgrade of road (gravel standard). • Improve access and safety by resheeting selective sections of the road where gravel depth is deficient or where gravel is absent. 		Northern Territory Government
Maguk Road <ul style="list-style-type: none"> • Kakadu Highway to Maguk Campground • Upgrade of road (gravel standard) to improve access and safety. 		Northern Territory Government

TABLE 8: NON-INFRASTRUCTURE PLAN

ACTIONS	CATEGORY	DELIVERY
NON-INFRASTRUCTURE ACTIONS		
Whole-of-Park		
<p>Increase Aboriginal employment and training and support business development</p> <p>1.1 Support employment and training opportunities for Bininj/Mungguy through:</p> <ul style="list-style-type: none"> • Facilitating or providing access to and mentoring services • Facilitating training for younger people about culture such as developing an expanded traineeship ranger program working with Bininj/Mungguy • Facilitating formal training such as tourism operations, hospitality, first aid and food handling certificates. <p>1.2 Grow Bininj/Mungguy workforce in Kakadu through:</p> <ul style="list-style-type: none"> • Providing more opportunities as seasonal interpretative ranger guides or as maintenance labour • Review funding and expansion opportunities of the seasonal ranger interpretation program • Supporting Aboriginal ranger groups to develop alternative contracting models for day labour (management of workflow and logistics) • Providing essential skills training such as driver's license, first aid, work ready, and computer literacy • Facilitating employment pathways tied to training programs. <p>1.3 The Director of National Parks will support initiatives to connect existing services and the establishment of a Kakadu Business Hub to support small businesses access to administration services such as reservation/booking management, accounting, tax, and other business requirements. Aboriginal business development can be facilitated through developing and implementing a program to connect investors and scaffold new businesses with tailored support packages and sector development activities. This will include an annual event to bring tour operators together with Bininj/Mungguy.</p>	N/A	Parks Australia, Northern Territory Government and relevant Aboriginal corporations
<p>Increase cultural activities, awareness and interactive opportunities</p> <p>2.1 Support the development of new cultural activities by or with Bininj/Mungguy and explore opportunities for improved cultural interactions with visitors through:</p> <ul style="list-style-type: none"> • Facilitating Bininj/Mungguy business and employment opportunities for the delivery of cultural activity workshops in line with the Interpretation Strategy once infrastructure is completed at key sites • Growing the employment of Bininj/Mungguy as interpretive contractors/ service providers for guided talks, campfire storytelling, slideshows and in cultural activities such as music, dancing, spear making, carving and bush tucker, outback BBQ and additional weaving workshops • Supporting the development of precinct/clan-based story telling • Facilitating the establishment of new Aboriginal art and cultural tours. <p>2.2 Host additional cultural activities at key campgrounds across Kakadu where facilities are appropriate.</p> <p>2.3 Develop local Aboriginal culture and context awareness program for new commercial operators building on the existing <i>Kakadu Knowledge for Tour Guides</i> training program.</p>		Parks Australia, relevant Aboriginal corporations, and commercial operators


ACTIONS	CATEGORY	DELIVERY	
EOI processes			
Undertake the following EOI processes:			
NI-3		Parks Australia	
			Engage with industry to identify new visitor experience concepts including activities, sites and visitor infrastructure in consultation with traditional owners
			Engage with industry to redevelop the South Alligator accommodation site into a centre for 'holiday park' style adventure (fishing, water-based activities, 4WDing)
			Engage with industry to develop private accommodation options for glamping / ecolodge / wellness retreats at various locations in Kakadu
			For the use of the following underutilised campgrounds for commercial operations:
			— Merl
			— Gungurul
			— Malabanjbanjdju
			— Burdulba
			— Djarradjin (Muirella Park)
Pending the development and commissioning of the World Heritage Visitor Centre, and decisions regarding future Parks Australia staff office accommodation, consider an EOI process for a potential commercial opportunity at the Bowali Visitor Centre such as retail, accommodation, events facilities.			
For refreshment kiosks at key attraction sites to improve food and beverage offerings (such as food trucks, coffee carts, campground kiosks).			
Develop cultural activities associated with the World Heritage Visitor Centre			
NI-4		Bininj/ Mungguy businesses, commercial operators <i>Parks Australia, co-investors</i>	
Interpretation strategy			
NI-5		Parks Australia	
Access and Opening Strategy			
NI-6	N/A	Parks Australia	
			6.1 Review Kakadu's annual Access and Opening Strategy in line with upgrades to infrastructure, Bininj/Mungguy traditional use requirements and the objectives for more sites to be open consistently for more of the year.
			6.2 Develop and deliver a prioritised approach for the opening of key visitor sites including Jim Jim Falls, Twin Falls, Maguk, Gunlom Falls, Ubirr, and Cahills Crossing.
The approach shall consider Resourcing requirements, equipment and vehicles requirements, costs, and benefits. Involve Bininj/Mungguy for safety and cultural identifying alternatives if sites need to close.			


ACTIONS	CATEGORY	DELIVERY
<p>Kakadu Roads Strategy</p> <p>NI-7 7.1 Support the NT Government to implement priority projects identified in the Kakadu Roads Strategy</p> <p>7.2 Identify and pursue additional funding opportunities to implement projects identified in the Kakadu Roads Strategy which are not yet funded.</p>		Parks Australia
<p>Ranger-guided activities</p> <p>Build on the popularity of ranger-guided activities and ensure rangers are more visible and accessible for visitors:</p> <ul style="list-style-type: none"> • Review expansion opportunities of the seasonal ranger interpretation program and provide training and employment for Bininj/Mungguy • Increase the number and types of ranger-guided activities available across Kakadu²⁴ in alignment with the purpose and objectives of the precincts and the interpretation strategy and to cater for peak periods and manage group sizes • Review the resourcing and responsibilities of all rangers to include the delivery or support of tourism-related activities as part of everyday Kakadu operations. 		Parks Australia

²⁴ See item 15 for related revenue action.

ACTIONS	CATEGORY	DELIVERY
<p>Marketing actions (short term)</p> <p>Develop a Kakadu Marketing Strategy to reflect the proposed positioning and brand DNA.</p> <p>Implement one connected brand narrative through:</p> <ul style="list-style-type: none"> • Creating a simplified brand positioning story/narrative • Developing and implementing a communication framework to set the direction for all future marketing initiatives • Updating/refreshing physical touchpoint design as upgrades are undertaken (signs, information centres, maps) • Updating/refreshing online touchpoints design as required (technology, apps, website) • Developing industry brand toolkit. <p>Market Kakadu activities through:</p> <ul style="list-style-type: none"> • Promoting existing hero experiences that are all year round and accessible • Focusing on current audiences. <p>Develop and implement an integrated digital marketing strategy that reflects proposed positioning and brand DNA by:</p> <ul style="list-style-type: none"> • Undertaking comprehensive digital and social audits • Identifying the digital marketing/channels • Developing a paid marketing strategy including: <ul style="list-style-type: none"> - audience targeting strategy - digital remarketing strategy - social paid promotion strategy • Developing a social strategy • Developing an App/Web/Tech strategy including: <ul style="list-style-type: none"> — consolidating and optimising the current apps — online planning tool development • Developing a direct marketing strategy that reflects proposed positioning and brand DNA, including: <ul style="list-style-type: none"> — electronic direct mail (eDM) retention strategy — developing a search (SEO) strategy. <p>Improve access to information about Kakadu and its associated sites and activities on the website through:</p> <ul style="list-style-type: none"> • Facilitating personalised cultural itineraries • Developing a centralised calendar of all Kakadu activities and regional events • Publishing schedule of when is best to see crocodiles at Cahills Crossing. <p>Include a 'Welcome to Country' page in the Kakadu app, and introduce rules for respecting Country. Update the Kakadu Visitor Guide and existing visitor collateral to incorporate the eight Visitor Precincts.</p>	N/A	Parks Australia

ACTIONS	CATEGORY	DELIVERY
<p>Marketing actions (medium term)</p> <p>Market Kakadu activities through:</p> <p>NI-10</p> <ul style="list-style-type: none"> • Packaging of activities according to special interests, seasons and audiences • Promoting Jabiru as Kakadu's tourist service town • Focusing on domestic high-value travellers. 	N/A	<p>Parks Australia, Bininj/ Mungguy businesses, commercial operators, distributors</p>
<p>Marketing actions (medium to long term)</p> <p>Regularly update/refresh the brand narrative including:</p> <ul style="list-style-type: none"> • The brand design • Iconography, wayfinding and naming conventions • Physical touchpoint design (signs, information centres, maps) • Online touchpoints design (technology, apps, website) • The industry brand toolkit. <p>Refresh the integrated digital marketing strategy.</p> <p>Market Kakadu activities with a focus on international and domestic high value travellers.</p> <p>NI-11</p>	N/A	<p>Parks Australia,</p>
<p>Events or festivals</p> <p>12.1 Review the timing of A Taste of Kakadu event to consider whether it should be changed to coincide with bush tucker harvest times to focus the event as a celebration of local food.</p> <p>12.2 Support the expansion of the existing multi-day events/festivals such as A Taste of Kakadu and Mahbilil to attract international and domestic visitors.</p> <p>12.3 Support the reintroduction of the popular Stone Country Festival at Gunbalanya.</p> <p>12.4 In partnership with Tourism NT, develop a calendar of events or festivals within and around Kakadu to attract visitors throughout the year by supporting or facilitating new events or festivals, including:</p> <ul style="list-style-type: none"> • If required, identifying a new focal point for an event in April/May to provide an opportunity to encourage shoulder season visitation (and replace the potentially retimed A Taste of Kakadu) • Supporting the development of new events by commercial operators or the community • Continue to promote natural events and 'world days' through marketing material as well as the development of special ranger-guided activities • Better promote event opportunities to attract special interest groups, corporate, and private groups to hold events in Kakadu. <p>NI-12</p>		<p>Parks Australia, Northern Territory Government, Bininj/ Mungguy businesses, commercial operators, community</p>
<p>Kakadu Tourism Business Unit</p> <p>NI-13</p> <p>Establish a new function within PA (the Tourism Business Unit) with the remit to facilitate private sector investment in Kakadu and ensure equity in partnership arrangements through a negotiation process.</p>		<p>Parks Australia</p>

ACTIONS	CATEGORY	DELIVERY
<p>Permit, licence and sublease systems</p> <p>Use the permit, licence and sublease systems to encourage uptake by commercial operators through:</p> <ul style="list-style-type: none"> • providing details of the permit, licence and sublease systems on the Kakadu website including the definition of each, duration and summary of application process • Streamlining the application processes by introducing a staged online approval process with agreed application processing times, to reduce complexity where possible, provide timely outcomes and provide applicants with greater certainty earlier in the process • Providing additional support to applicants including constructive feedback on failed applications 		Parks Australia
<p>Kakadu revenue</p> <p>18.1 Review and implement changes to fees and processes to improve Kakadu revenue, to support meeting the new revenue targets through:</p> <ul style="list-style-type: none"> • Enabling payment for camping fees online along with park pass purchases • Potentially charging visitors for ranger-guided activities in addition to park pass purchase (through the online system) • Reviewing the potential to develop additional concessional leases to parts of Kakadu to incentivise private investment • Identifying new sources of revenue • Reviewing the fee structure on a regular basis • Initiating commissionable tour sales through visitor centres. <p>18.2 Develop a Business Plan for Kakadu that addresses the park fee structure as well as other opportunities to grow revenue from tourism. The Business Plan will address the following:</p> <ul style="list-style-type: none"> • Regular reviews of and amendments to the park fee structure including fee increases and changes to discounts • Review the potential introduction of a user-pays approach to ranger guided activities and other PA programs • The transition of existing exclusive use activities from permits to a commercial tourism licence. • Detail new sources of revenue and mechanisms required. <p>18.3 In addition to existing initiatives, improve compliance relating to park passes, permits and licences through:</p> <ul style="list-style-type: none"> • Providing more resources (staff and vehicles) for compliance activities • Providing ranger training to undertake park pass checks prior to interpretation or guided activities • Incentivising permit and licence holders to check park pass compliance and sell park passes. 	N/A	Parks Australia

ACTIONS	CATEGORY	DELIVERY
NI-16 New activities and expanded offerings Extend the peak season and increase the visitor length of stay through supporting commercial operators and Bininj/Mungguy with the development of new activities, such as: <ul style="list-style-type: none"> • Night-time activities: <ul style="list-style-type: none"> - facilitate dreamtime story telling at night - re-introduce evening cruises • Additional guided walks including guided wildlife activities, billabong tours • Boat cruises for crocodile spotting and birdwatching • Soft adventure activities such as treetop walks, or quad bike tours (where permitted) • New day tours commencing from Jabiru and other Services Hubs — tours with Bininj/Mungguy guides or recreational tours, particularly to locations that 2WD or hire cars cannot access • Multi-day itineraries such as a walking trek in appropriate areas of Kakadu, with campsites along the way. • Investigate safe fishing platforms along highways for recreational fisheries. 		Bininj/ Mungguy businesses, commercial operators, Northern Territory, Government
NI-17 New sites As a long-term project identify potential new sites (or previously closed sites) and develop a strategy and implementation plan for opening and promoting the new sites. This could include locations such as art sites in the southern end of Kakadu. Bininj/Mungguy and the NLC must be involved in identifying and planning for new sites.	N/A	Parks Australia
NI-18 Campgrounds Improve the management, maintenance and supervision of the following campgrounds by changing them from unmanaged to managed: <ul style="list-style-type: none"> • Maguk. Consider options for the best use of selected campgrounds including repurposing, reducing the size and level of amenities or closing. The underutilised campgrounds are: <ul style="list-style-type: none"> • Merl • Gungurul • Malabanjbandju • Burdulba • Djarradjin (Muirella park). Establish campground managers by early April to undertake campground maintenance activities to allow rangers to conduct opening activities for visitors.		Parks Australia

ACTIONS	CATEGORY	DELIVERY
Delivery and review of existing strategies, manuals and guidelines		
NI-19 19.1 Continue to implement the Kakadu Place Names Communication Strategy, which outlines visitor sites that will progressively transition to Aboriginal place names. 19.2 Review the Kakadu Facilities Manual to ensure it incorporates contemporary materials and design, builds on the Kakadu brand and balances low cost maintenance with providing a high-quality visitor experience. 19.3 Establish and apply a consistent framework for visitor site classification..	N/A	Parks Australia
Accredited training program		
NI-20 Review the Kakadu Knowledge for Tour Guides accredited training program by: <ul style="list-style-type: none"> • Transitioning the program to a more user-friendly digital platform, incorporating digital media • Adding a training component delivered by Bininj/Mungguy • Regularly reviewing the platform and providing updated information to tour guides. 	N/A	Parks Australia
Environmental sustainability		
NI-21 21.1 Encourage commercial tourism operators to incorporate sustainability principles into the development of any new visitor infrastructure, facilities and commercial accommodation. 21.2 Performance-based framework for environmental carrying capacity: <ul style="list-style-type: none"> • Document and implement a performance-based framework for environmental carrying capacity for Kakadu including the identification of threshold criteria for environmental, cultural and visitor experience impacts • Collect baseline visitation data to determine preferred carrying capacity for all nominated sites • Collect baseline environmental, cultural and visitor experience data for all threshold criteria at all nominated visitor sites • Undertake yearly monitoring of visitation and environmental, cultural and visitor experience thresholds and revisit carrying capacity assumptions and implement mitigation measures if required. 	N/A	Parks Australia
Develop transport options		
NI-22 Improve transport options within Kakadu to facilitate access to sites and extend length of stay through: <ul style="list-style-type: none"> • Facilitating transport options between campgrounds, accommodation and key attractions, particularly during events and festivals • Facilitating 4WD shuttle bus services to 4WD only sites, including access to Jim Jim Falls. Provide transport for Bininj/Mungguy to gather materials for cultural activities and to get to/from activity sites. Engage with the rental car industry to negotiate improved access to key sites by rental vehicles following upgrades resulting from the Roads Strategy. Develop new aerial activities such as scenic flights and tours departing from Darwin.	N/A	Parks Australia, Bininj/ Mungguy businesses, commercial operators
4WD Iconic Trail		
NI-23 Plan and implement an iconic 4WD trail, for licenced tour operators, in Kakadu using existing mining (or other) tracks in the south of the park and potentially connecting to other sites such as central billabongs and Waldak Irrmbal.		Parks Australia





Credit: Parks Australia

10.2.3 Funding sources

The investment recommendations for visitor infrastructure are not limited to the currently committed Australian Government's *Growing Tourism in Kakadu* funding package and provide a complete 10-year plan. Other funding sources for infrastructure actions include the existing Director of National Parks capital works program and the Northern Territory Government funding packages. Additional or alternate funding is required to deliver many actions beyond the 1 to 5-year timeframe, and these funding sources are yet to be determined. These actions may be funded from future capital programs or funding packages or through public private partnerships.

Non-infrastructure actions will be funded through existing or new operational budgets, private investment or through sources that are yet to be determined.

An overarching objective of the Tourism Master Plan is to leverage and maximise the value of the committed government funding to stimulate and secure complementary private sector investment in tourism projects in Kakadu.

In the case of visitor infrastructure actions, the relevant components of the Growing Tourism in Kakadu funding package are:

- \$60 million for the World Heritage Visitor Centre
- \$5 million for the relocation of interpretation material from Bowali Visitor Centre
- \$40 million for visitor infrastructure and planning
- \$7.5 million for wi-fi and mobile connectivity coverage solutions
- Totalling \$107.5 million.

Some actions will require recurring costs that need to be considered in operational budgets, this includes for all new infrastructure.

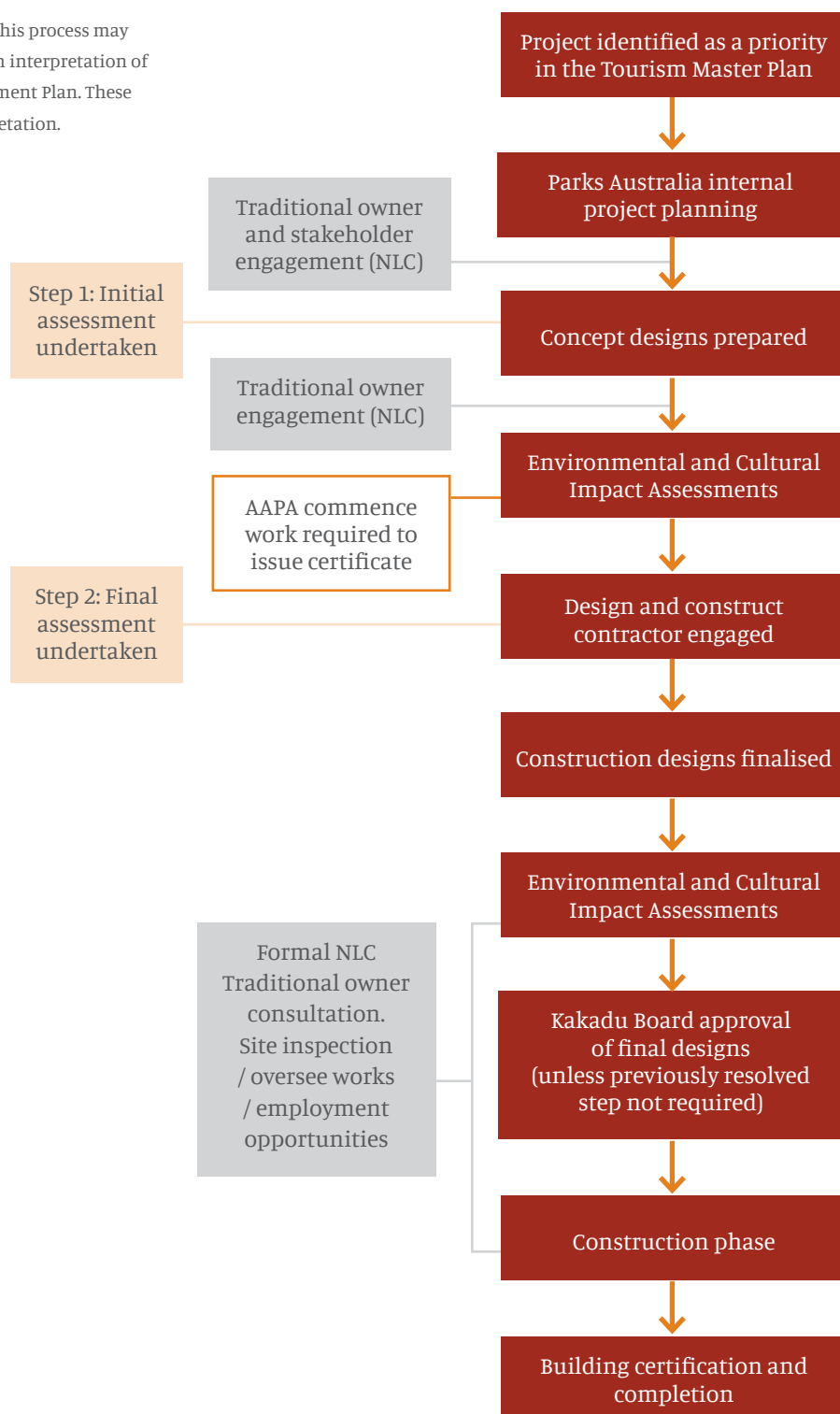
10.3 Action plan implementation

The Action Plan will be implemented in accordance with Parks Australia's project delivery and internal operations processes. The delivery of visitor infrastructure will follow the process illustrated in Figure 19.

Note: Depending on the complexity of each project, this process may take up to 110 weeks to complete. *This diagram is an interpretation of relevant policies and actions in the Kakadu Management Plan. These policies and actions take precedent over any interpretation.

FIGURE 19: PROJECT DELIVERY PROCESS

Generic Workflow for non-routine actions under the Kakadu Management Plan 2016–2026



There are significant challenges with implementing high priority visitor infrastructure actions within the timeframes identified for the *Growing Tourism in Kakadu* funding package, given the requirement to deploy 70% of the funds by July 2023.

The challenges that need to be considered when developing the detailed delivery program include:

- Approval timeframes, including for Aboriginal Protection Areas Authority Certificates and, if triggered matters of National Environmental Significance under the EPBC Act
- Limited construction timeframes available due to weather conditions
- Potential challenges as peak visitor season occurs during ideal weather conditions for construction
- The significant amount of construction that could occur concurrently at key visitor sites and though the Jabiru uplifts and ERA closure activities
- Disruption to the operations and management of Kakadu National Park
- Limited resources and facilities available within Kakadu including accommodation
- Remoteness of several sites
- Limitations regarding industry capacity and proven capability working in Kakadu
- Requirements for a Bininj/Mungguy tourism workforce strategy to be created and implemented.

The impact of COVID-19 on the ability to progress works while the park was subject to closure to ensure the safety of traditional owners and residents stresses the impact of unforeseen events on delivery. While many events, such as seasonality, can be reasonably predicted, COVID-19 was unpredictable.

To meet these constrained timeframes and resolve these challenges, Parks Australia, in consultation with key partners, will develop a broad program-based delivery strategy to optimise the delivery program, deal with resourcing issues, identify appropriate procurement methods and minimise the potential disruption to tourism in Kakadu to the possible extent. Optimised delivery could include packaging and staging of works and incentivising performance through contractual

arrangements. The Tourism Master Plan actions have been designed to be scalable as they are priority based and can be brought forward or pushed back depending on available funding and resourcing. A key consideration in any delivery strategy will be to ensure that it achieves value for money and is mindful of complementary projects within Jabiru.

10.3.1 Traditional owner and Board approvals

All new visitor infrastructure and activities require traditional owner approval after consultation as well as approval from the Board. Approvals for Expression of Interest processes are also required from the Board.

Traditional owner consultation is led by the Northern Land Council and conducted consistent with the *Management plan* and *Kakadu consultation guidelines*.

10.3.2 Foundational planning and policies

To support the infrastructure actions, a range of foundational pieces are needed to ensure consistent delivery across time and place. These include reviewing facilities designs to ensure they are fit for purpose, contemporary and consistent with brand and market needs and establishing a framework for visitor classification to inform the type of infrastructure and maintenance needed at each site.

Action NI-19: Delivery and review of existing strategies, manuals and guidelines

19.2 Review the *Facilities manual* to ensure it incorporates contemporary materials and design, builds on the Kakadu brand and balances low cost maintenance with providing a high-quality visitor experience.

19.3 Establish and apply a consistent framework for visitor site classification.

10.4 Environmental, cultural and social considerations

Increased visitation and tourism revenue targets, and the establishment of new visitor infrastructure and activities, have the potential to change the existing cultural, social and environmental landscape.

10.4.1 Environmental impacts

Impacts of increased visitation

Visitor numbers will be targeted to grow from 195,693 visitors per year, to 240,000 visitors (or more) by 2030. An increased length of stay will also be targeted. Key to these increases is to extend visitation into the shoulder months, therefore increasing numbers without concentrating the peak season further. The overall potential impacts of the increase in visitors need to be considered.

The majority of visitors to Kakadu are self-drive, and vehicle numbers would therefore be expected to increase with increasing visitor numbers. This will put further pressure on the road network and may require additional road upgrades. Existing air access into Kakadu is limited, however increasing visitor numbers may lead to an increase of flights into Jabiru, particularly if high-end facilities are proposed for Jabiru. This, combined with additional scenic flights, may increase noise and visual impacts. To extend visits into the shoulder season, when some areas of Kakadu are inaccessible by road, an increase in scenic flights or helicopter access may occur. This may increase the need for fuel storage and additional

aviation infrastructure, including potential helicopter landing areas at some sites. Environmental assessment of expanded aviation facilities should follow the required regulatory processes, however additional flights, using existing infrastructure, also need to be considered for their cumulative impact on the locations that they fly over. High visitation areas may need to restrict the timing of flights or limit the number of flights per day.

While upgrades to accommodation, including campgrounds have been identified and new accommodation styles needed, the cumulative impact of these upgrades also needs to be considered. There will be an increased demand for water supply, wastewater treatment and general waste management services, all of which have increasing impacts on the natural resources of Kakadu. The assessment of each upgrade or new accommodation will need to consider the specific impacts at that site, and the overall cumulative impact on the existing infrastructure and values of Kakadu.

As visitor numbers increase demand for existing activities such as Yellow Water boat cruises, and ranger-guided interpretive activities will also increase. This may lead to additional boats being required or additional areas opened up to the public. Increasing numbers of people on walking tracks and at specific sites, can lead to overcrowding and encroachment of tracks and parking areas. Visitors will not come back later if there is not a car park available, instead they will either park in non-designated areas or leave with a poor experience of Kakadu. Additional boats, activities and encroachment may all place additional strain on the existing ecosystems, unless adequate provision is made for increasing numbers of people. Each new activity or increased service should be assessed with consideration given to the cumulative impact of additional visitors in that area and the likelihood of the activity increasing the overall number of visitors to the park.



In some areas of the park, there may need to be restrictions on the number of visitors who can access the area, similar to restrictions already in place at Jarrangbarnmi (Koolpin Gorge). The number of people at activities such as the sunset viewing at Ubirr may also need to be considered, as this is already very popular and further numbers both detract from the experience for visitors and can cause cultural and environmental impacts as visitors navigate the track in the dark.

The environmental impact of each site needs to be considered both in terms of any proposed infrastructure upgrades and increased visitor usage of the existing site. Also, the overall cumulative impact on water usage, sewerage and waste disposal and encroachment of up to 50,000 additional visitors staying more nights needs to be considered, particularly in areas that already have high usage, may become more accessible or have known capacity limits.

Impacts of proposed improvements

Environmental management will be a key consideration for any proposed improvements within Kakadu and where possible, the removal and or disturbance of vegetation, waterways and habitat should be avoided. Erosion and soil control, waste and energy use, as well as the consideration of existing flora and fauna habitats will need to be carefully considered for each infrastructure option. The EPBC Act, the *Management plan* and other Australian and Territory legislative requirements will continue to guide the environmental management of Kakadu.

Specific environmental impacts cannot be ascertained until the details and designs of the infrastructure actions are determined; however, a broad assessment of the potential impacts has been undertaken. An assessment of the impacts for the key actions in each precinct is included in Appendix E — Potential impact of infrastructure options.

Through seeking expert opinion, climate change and potential impacts from climate change will be considered, particularly those infrastructure actions that rely on access to water, or the provision of water, whether that be for recreational activities or human consumption/use. Commercial tourism operators and businesses in the park can help by reducing carbon emissions, waste and other environmental impacts and completing accreditation programs. Through sublease and licence conditions for exclusive and restricted activities, accreditation, environmental management plans and reporting will be required.

Parks Australia will encourage alternative designs, innovative technology and require that sustainability principles be incorporated in the development of new visitor infrastructure, facilities and commercial accommodation.

Action NI-21.1: Environmental sustainability

Encourage commercial tourism operators to incorporate sustainability principles into the development of any new visitor infrastructure, facilities and commercial accommodation.

Performance-based framework for environmental carrying capacity

Environmental carrying capacity is the scale of human activity that can take place in an area without degrading its environment below an acceptable level.²⁵ Current best practice in managing environmental impacts through carrying capacity is the establishment of a performance-based framework. This approach enables the proactive management of visitor impacts and balances the environmental and cultural impacts against the visitor experience. It is recommended that a framework is implemented that:

- Establishes a baseline regarding visitation at each site
- Defines criteria that can be monitored to assess impacts, such as:²⁶
 - soil and landscape condition
 - native flora and fauna
 - water quality
 - Aboriginal and cultural heritage
 - aesthetic and amenity values
 - visitor experience and enjoyment
 - sustainability (management of waste, water, energy)
- Establishes baselines and thresholds for the criteria
- Establishes a desirable maximum visitor number for each site based on baseline data from historical visitation and agreed criteria
- Defines the plan for monitoring impacts and visitation
- Defines the process for the assessment and review of the desirable maximum visitor numbers and potential mitigation measures if thresholds are exceeded.

²⁵ NSW Office of Environment & Heritage, 2016. Carrying Capacity in the Alpine Resorts of Kosciuszko National Park: Background paper. Accessed at: <https://www.environment.nsw.gov.au/topics/parks-reserves-and-protected-areas/park-management/alpine-resort-management/environmental-management/carrying-capacity-review-consultation>

²⁶ NSW Office of Environment & Heritage, 2016. Carrying Capacity in the Alpine Resorts of Kosciuszko National Park: Background paper. Accessed at: <https://www.environment.nsw.gov.au/topics/parks-reserves-and-protected-areas/park-management/alpine-resort-management/environmental-management/carrying-capacity-review-consultation>

There are a number of options that can be implemented to restrict visitor numbers or limit impacts at visitor sites, ranging from most to least restrictive:

- Limit access to commercial tourism operators only
- Restrict access via locked gates and a permit system
- Restrict numbers of visitors through an advanced permit or booking system with compliance checks on-site
- Provide variable pricing for sites with permit or booking systems with cheaper pricing at quieter periods
- Limit carparking facilities
- Provide a lower level of maintenance on access roads or limit access to certain vehicle types
- Create a narrative flow through interpretation to encourage visitors to spread and move through a site.

Measures such as limiting carparking and reducing access maintenance is not recommended as they can lead to an overall poor experience for visitors.

Action NI-21.2: Environmental sustainability

Performance-based framework for environmental carrying capacity:

- Document and implement a performance-based framework for environmental carrying capacity for Kakadu including the identification of threshold criteria for environmental, cultural and visitor experience impacts
- Collect baseline visitation data to determine preferred carrying capacity for all nominated sites
- Collect baseline environmental, cultural and visitor experience data for all threshold criteria at all nominated visitor sites
- Undertake yearly monitoring of visitation and environmental, cultural and visitor experience thresholds and revisit carrying capacity assumptions and implement mitigation measures if required.

10.4.2 Cultural and social impacts

Kakadu has extensive cultural heritage values and each infrastructure option that forms part of the Tourism Master Plan should maintain, and where possible, enhance the understanding and appreciation of cultural values, without having a negative impact. There are also stringent requirements and legislation regarding approved consultations with traditional owners, the Northern Land Council and the Aboriginal Areas Protection Authority. Engaging in this process and the timely progression of consultation is fundamental to developing visitor infrastructure and activities in Kakadu. The liveability and safety of residents and visitors is paramount. If necessary, information and signage should be erected to encourage culturally sensitive behaviour.

Promoting high levels of Aboriginal engagement in Kakadu's tourism industry (noting that not all Bininj/Mungguy want to be involved in tourism) will improve social capital, fostering positive relations between Bininj/Mungguy, Parks Australia and visitors to Kakadu. Tourism also plays an important role in educating the public about the importance of preservation and protection of the environment and Aboriginal culture, which can deliver positive outcomes for the environment and community.

Cultural impacts of every action will be considered as part of the implementation of the Tourism Master Plan. Traditional owner consultation will be undertaken through the appropriate channels and approval will be obtained prior to implementation.

10.4.3 Economic impacts

Tourism, particularly low-impact forms such as ecotourism, plays a vital role in regional communities, generating social and economic benefits and creating resilience through sustainable employment opportunities. The availability of jobs supports individual responsibility, sustains living standards and holds communities together.

Capitalising on the unique natural assets of the region will support the local economy in Kakadu, and the Northern Territory more broadly. Investment in tourism infrastructure in Kakadu is vital for ongoing prosperity, as the Northern Territory ranks second in the country for employment supported by tourism (as a

proportion of total population), with over 17,000 people employed in the tourism industry across the Northern Territory.²⁷ Increased employment opportunities and new infrastructure will have significant positive impacts on the local economy.

As discussed in Appendix B — Strategic alignment and governance, there are several policies and programs at the Territory and regional level that reflect the importance of tourism to the Northern Territory and encourage cooperation between all parties to achieve the desired outcomes. Working together to reach a common goal of increasing ecotourism offerings will promote economic growth in Kakadu and empower Bininj/Mungguy.

10.5 Monitoring and evaluation plan

To measure the success of the Tourism Master Plan the targets identified in Section 2.2.2 and a series of key performance indicators (KPIs) will be monitored and evaluated regularly using the Monitoring and Evaluation Plan in Table 9. The targets will directly assess achievement against the goals while the KPIs will provide indicators of how the Tourism Master Plan is contributing to other factors such as:

- Visitor experience
- Bininj/Mungguy opportunities
- Private investment opportunities.

The Monitoring and Evaluation Plan outlines the targets, KPIs, methods of measurement, monitoring timeframes, who will be responsible for monitoring each KPI and, where applicable, the baseline measurement from 2019.

²⁷ Tourism Research Australia (2018). STSA State Summaries 2017/2018. Accessed at <https://www.tra.gov.au/economic-analysis/economic-value/state-tourism-satellite-account/state-tourism-satellite-account>

TABLE 9: TOURISM MASTER PLAN MONITORING AND EVALUATION PLAN

Targets and KPIs	Measurement
GROWING TOURISM TARGETS	
Total visitation Growth in tourist numbers by: <ul style="list-style-type: none"> • 10% in five years (220,000 per annum) • 22% in ten years (240,000 per annum). 	Visitor counts
International visitation Increase proportion of international visitation to: <ul style="list-style-type: none"> • 17% in five years • 25% in ten years. 	Visitor survey results
Average visitor length of stay Lengthen visitor stay to: <ul style="list-style-type: none"> • 4 nights in five years • 4.5 nights in ten years. 	Visitor survey results
Shoulder season Increase visitation in shoulder months by: <ul style="list-style-type: none"> • 15% in five years • 35% in ten years. 	Visitor counts in the shoulder seasons
Visitor spend per visit Increase visitor spend in Kakadu by: <ul style="list-style-type: none"> • 15% in five years • 30% in ten years. 	NT Tourism Kakadu and Arnhem Land Region Profile
GROWING TOURISM BUSINESS TARGETS	
Number of Bininj/Mungguy and other tourism businesses Increase in number of businesses operating in Kakadu by: <ul style="list-style-type: none"> • 20% in five years • 40% in ten years. 	Number of businesses operating in Kakadu

Monitoring timeframe	Responsibility	2019 Baseline
Yearly	Parks Australia	195,693
Yearly	Parks Australia	17% International 73% Interstate 10% Intrastate
Yearly	Parks Australia	3.5 nights
Yearly	Parks Australia	Visitors: • March, April, May, June = 68,478 • August, September, October, November = 76,321.
Yearly	Parks Australia	\$640 per visit ²⁸
Yearly	Parks Australia	107 (as of September 2019)

²⁸ Tourism NT regional profile for the Kakadu and Arnhem Land Region year ending June 2016-2018

Targets and KPIs	Measurement
GROWING TOURISM REVENUE TARGETS	
Revenue (park pass, permits, licences etc) Growth in Kakadu revenue by: <ul style="list-style-type: none"> • 10% in five years (approximately \$3.6 million) • 25% in ten years (approximately \$4.1 million). 	Revenue on park pass fees, camping fees, licences and permit fees, and other services fees
Revenue from additional sources Additional growth in Kakadu revenue by: <ul style="list-style-type: none"> • \$1 million in five years • \$2 million in ten years. 	All other revenue sources
IMPROVED VISITOR EXPERIENCE KPIS	
Deploy up to 70% of the <i>Growing Tourism in Kakadu</i> funding package by 2023	Actual spend of funding allocation
Maintain or exceed visitor satisfaction	Percentage of 'satisfied' and 'very satisfied' visitor survey results
Improve telecommunications connectivity by: <ul style="list-style-type: none"> • Providing increased mobile coverage • Providing wi-fi services at new sites. (KPIs to be agreed through tripartite arrangement)	Map of mobile coverage increase
INCREASED BININJ/MUNGUY OPPORTUNITIES KPIS	
Growth in Bininj/Mungguy businesses by: <ul style="list-style-type: none"> • 20% in five years • 40% in ten years. 	Number of Bininj/Mungguy businesses operating in Kakadu
Growth in Aboriginal employment by: <ul style="list-style-type: none"> • 20% in five years • 40% in ten years. 	The number of rangers and staff employed by Parks Australia on both a full-time and part-time basis

For monitoring and evaluation, Parks Australia will collect all data relevant to the targets and KPIs listed above, and report on the progress against each target or KPI on a yearly basis, as a means of measuring the success of the Tourism Master Plan implementation.

Monitoring timeframe	Responsibility	2019 Baseline
Yearly	Parks Australia	\$3.2 million
Yearly	Parks Australia	\$0
Yearly	Parks Australia	N/A
Yearly	Parks Australia	89%
In five years	Parks Australia, Northern Territory Government, Telecommunications provider	To be agreed through tripartite arrangement
Yearly	Parks Australia	Approximately 20
Yearly	Parks Australia	To be determined



Credit: Parks Australia

11

Precinct plans

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South Alligator.....	156
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Mary River.....	206



Credit: Parks Australia



Aim and background

Kakadu continues to be one of the great World Heritage areas, recognised internationally as a place where world-class visitor experiences are provided, and tourism is conducted in culturally, environmentally, socially and economically sustainable ways.

This vision will be achieved through the three goals of the Tourism Master Plan which are to:

- Increase the number of visitors, length of stay and seasonal visitation through providing quality visitor experiences
- Increase the number of Bininj/Mungguy and commercial tourism businesses in the park
- Increase revenue from tourism that contributes to joint management and the conservation of the park's World Heritage values.

The predominate target market for Kakadu is the high value traveller and four primary visitor types:

- Experience Seeker
- Nature Valuer
- Social Explorer
- Curiosity Nurturer.

2030 Visitation targets for Kakadu include:

- 240,000 visitors per year
- 4.5 nights average length of stay
- 35% increase in shoulder season visitation.

Actions and opportunities

Interpretation

KAKADU'S INTERPRETIVE THEME:

'Kakadu is a living cultural landscape.'

ACTION:

NI-5 — Interpretation strategy



Develop and implement a Kakadu-wide thematic *Interpretation strategy* to establish a consistent approach to interpretation and identify the appropriate interpretation to be presented park-wide and within each precinct.

Precinct cultural centre

ACTION:

WK-8 - World Heritage Visitor Centre



2.1 Undertake a feasibility study and business case process for the World Heritage Visitor Centre which will include consultation with all traditional owners. The feasibility study and business case will consider co-investment with the private sector and be based on international best practice for consideration by the Board.

2.2 Develop a World Heritage Visitor Centre to showcase Kakadu at a macro level, interprets and translates Bininj/Mungguy life and explains Kakadu's cultural and natural significance on a global scale.

2.3 Relocate interpretation material from Bowali Visitor Centre.



Services Hubs

The needs and requirements for each Services Hub will be different and include a combination of existing and new facilities and services. Overall, it is proposed that the following facilities and services are provided at the Services Hubs:

	VISITOR INFORMATION CENTRE	CULTURAL CENTRE	VISITOR INFORMATION SIGNAGE ONLY	POTABLE WATER, WASTE SERVICES	TELECOMMUNICATIONS	COMMERCIAL OPERATIONS	ACCOMMODATION OPTIONS
	Visitor information and interpretation			Services and amenities			
South Alligator Hub	•			•	•	•	•
Border Store Hub		•	•	•	•	•	•
Jabiru Hub	•			•		•	•
Cooinda Hub		Existing	•	•		•	Existing
Mary River ranger station Hub	•	•		•	•	•	•

The actions for the delivery of the new Services Hubs and the missing facilities and services are detailed in the individual precinct plans.

Visitor experiences

ACTIONS:

NI-2 — Increase cultural activities, awareness and interactive opportunities



2.2 Host additional cultural activities at key campgrounds across Kakadu.

2.3 Develop local Aboriginal culture and context awareness program for new commercial operators building on the existing *Kakadu Knowledge for Tour Guides* training program.

NI-4 — Develop cultural activities associated with the World Heritage Visitor Centre



Develop pop-up cultural activities at the World Heritage Visitor Centre and other key locations operated by Bininj/Mungguy, e.g. art and craft activities, painting, spear making, didgeridoo demonstrations.

NI-8 — Ranger-guided activities



Build on the popularity of ranger-guided activities and ensure that rangers are more accessible for visitors:

- Review expansion opportunities of the seasonal ranger interpretation program
- Increase the number and types of ranger-guided activities available across Kakadu in alignment with the purpose and objectives of the precincts and the *Interpretation strategy*
- Review the resourcing and responsibilities of all rangers to include the delivery or support of tourism-related activities as part of everyday Kakadu operations.

NI-12 — Events or Festivals



12.1 Review the timing of the *A Taste of Kakadu* event to consider whether it should be changed to coincide with bush tucker harvest times to focus the event as a celebration of local food.

12.2 Support the expansion of the existing multi-day events/festivals such as *A Taste of Kakadu* and Mahbilil to attract international and domestic visitors.

12.3 Support the reintroduction of the popular Stone Country Festival at Gunbalanya.

12.4 In partnership with Tourism NT, develop a calendar of events or festivals within and around Kakadu to attract visitors throughout the year by supporting or facilitating new events or festivals, including:

- If required, identifying a new focal point for an event in April/May to provide an opportunity to encourage shoulder season visitation (and replace the potentially retimed *A Taste of Kakadu*)
- Supporting the development of new events by commercial operators or the community
- Continue to promote natural events and 'world days' through marketing material as well as the development of special ranger-guided activities
- Better promote event opportunities to attract special interest groups, corporate, and private groups to hold events in Kakadu.

NI-23 — 4WD Iconic Trail



Plan and implement an iconic 4WD trail, for licenced tour operators, in Kakadu using existing mining (or other) tracks in the south of the park and potentially connecting to other sites such as central billabongs and West Alligator Head (Waldak Irrmbal).

New experience:



New activities and expanded offerings

Extend the peak season and increase the visitor length of stay through supporting commercial operators and Bininj/Mungguy with the development of new activities, such as:

- Night-time activities:
 - facilitate dreamtime story telling at night
 - re-introduce evening cruises
- Additional guided walks including guided wildlife activities, billabong tours
- Boat cruises for crocodile spotting and birdwatching
- Soft adventure activities such as treetop walks, or quad bike tours (where permitted)
- New day tours commencing from Jabiru and other Visitor Precincts — tours with Bininj/Mungguy guides or recreational tours, particularly to locations that 2WD or hire cars cannot access
- Multi-day itineraries such as a walking trek in appropriate areas of Kakadu, with campsites along the way.

Visitor infrastructure

Each site will be allocated a visitor site classification in Version 2 of the Precinct Plan. A range of new infrastructure and major upgrades to existing infrastructure have been identified to support growth in visitation to Kakadu. These new and upgraded facilities will provide opportunities for the development of new and enhanced experiences across Kakadu by Bininj/Mungguy and other businesses. This in turn will benefit visitors, traditional owners and the tourism industry. The infrastructure actions outlined below are those identified as Kakadu-wide with precinct specific actions identified in the individual precinct plans.

ACTIONS:

WK-1 — Heritage Trail Program



Develop and implement a Kakadu-wide Heritage Trail Program to showcase and interpret key non-Indigenous historically significant infrastructure, e.g. Anlarrh, Callanans hut, Old Goodparla, Manmalarri. Include engagement of appropriate conservation architecture expertise in the development of the program. Carry out building preservation and remediation works at heritage sites building on the recommendations in the Mary River Precinct Development Plan.

WK-3 — Iconic entrances to Kakadu



Upgrade the northern and southern entrances to Kakadu, including:

- Develop iconic entry statements at Kakadu borders to establish a sense of arrival with safe parking bays for photo opportunities and 'thank you for visiting' signage
- Install automated park pass compliance system using vehicle number plate recognition system on a gantry via an online system
- Retain northern entrance information bay as a rest area and relocate visitor information to South Alligator hub once the new accommodation is operational
- Include signage directing visitors to the South Alligator and Mary River ranger station Services Hubs for Kakadu information.

WK-5 — Mountain Bike Trails



Undertake planning and assessment of existing trails and old tracks that could be converted to mountain bike trails, and identify any new trails. Carry out track development. Focus on developing mountain biking trails in the Mary River Precinct as a first stage.



Credit: Tourism NT/Jay French



WK-6 — Birdwatching Experience Program



Plan and implement a Kakadu-wide birdwatching experience with interpretation and associated infrastructure. This may include new or upgraded bird hides at Mamukala, Anbangbang Billabong and other suitable sites, as well as contemporary interpretive material.

Credit: Tourism NT/Navin Chandra

WK-7 — Kakadu-wide Walking Strategy



Implementation of existing Kakadu-wide *Walking strategy and guidelines*.

Enabling actions for private sector investment

ACTIONS:

WK-2 — Private accommodation



Provide enabling works, where required, such as site clearance and preparation, base infrastructure.

NI-3 — EOI processes



Undertake the following EOI processes:

- Engage with industry to identify new visitor experience concepts including activities, sites and visitor infrastructure in consultation with traditional owners
- Engage with industry to redevelop the South Alligator accommodation site into a centre for 'holiday park' style adventure (fishing, water-based activities, 4WDing)
- Engage with industry to develop private accommodation options for glamping / ecolodge / wellness retreats at various locations in Kakadu
- For the use of the following underutilised campgrounds for commercial operations:
 - Merl
 - Gungurul
 - Malabanjbanjdju
 - Burdulba
 - Djarradjin (Muirella park)
- Pending the development and commissioning of the World Heritage Visitor Centre, and decisions regarding future Parks Australia staff office accommodation, consider an EOI process for a potential commercial opportunity at the Bowali Visitor Centre such as retail, accommodation, events facilities
- For refreshment kiosks at key attraction sites to improve food and beverage offerings such as food trucks, coffee carts, campground kiosks.

NI-6 — Access and opening strategy



6.1 Review Kakadu's annual Access and Opening strategy in line with upgrades to infrastructure, Bininj/Mungguy traditional use requirements and the objective of more sites open for more of the year.

6.2 Develop and deliver a prioritised approach for the opening of the following key visitor sites:

- Jim Jim Falls
- Twin Falls
- Maguk
- Gunlom Falls
- Ubirr
- Cahills Crossing.

The approach shall consider the following:

- Resourcing requirements
- Equipment and vehicles requirements
- Costs
- Benefits.

If sites need to close for safety or cultural reasons involve Bininj/Mungguy, to identify alternative sites to open.

NI-13 — Kakadu Tourism Business Unit



Establish a new function within Parks Australia (the Tourism Business Unit) with the remit to facilitate private sector investment in Kakadu and ensure equity in partnership arrangements through a negotiation process.



Credit: Parks Australia

FIGURE: TELECOMMUNICATION PRIORITIES



Telecommunications priorities

ACTIONS:

WK-4 — Telecommunications

Construct infrastructure for improving mobile coverage and providing wi-fi services at prioritised locations.

Road strategy priorities

ACTIONS:

General actions identified in relation to the Roads Strategy include:

NI-7 — Kakadu Roads Strategy



7.1 Support the Northern Territory Government to implement priority projects identified in the Kakadu Roads Strategy.

7.2 Identify and pursue additional funding opportunities to implement projects identified in the Kakadu Roads Strategy which are not yet funded.

Bininj/Mungguy and other business opportunities

Bininj/Mungguy and other business opportunities will be driven by the aspirations of each clan, family, business and individual and supported by the policy and infrastructure settings identified in the Tourism Master Plan. Opportunities that may be facilitated across Kakadu as a result of the identified infrastructure could include:

- Guided talks and tours based on new opportunities such as through the Heritage Trail Program, Mountain Bike Trails and 4WD Iconic Trail
- Cultural activity workshops such as music, dancing, spear making, carving and bush tucker, outback BBQ and additional weaving workshops at sites across Kakadu
- Boat cruises for crocodile spotting and birdwatching
- Interpretive ranger opportunities for guided talks, campfire storytelling, slideshows
- Provision of support businesses for new opportunities e.g. mountain bike hire.

Specific Bininj/Mungguy business and employment opportunities include:

- Guided tours
- Cultural walks/talks
- Bush food
- Cultural activities such as dancing, spear making, didgeridoo making, carving, painting and weaving
- Art tours
- Festivals
- Learning on country camps for school groups
- Roving interpretive rangers to engage tourists throughout Kakadu
- Co-owning luxury accommodation
- Food trucks and kiosks
- Ecotourism
- Bike tours/hire
- Market garden for native plants and bushfoods
- Staffing entry stations
- Step-on guides
- Hospitality: cafes, restaurants, etc
- Road maintenance crews
- Microbusiness around weaving — collecting, stripping, dyeing and selling pandanus fibres for weaving
- 4WD shuttle for tourists to key visitor sites
- Transport from communities to visitor areas to facilitate cultural activities

- Boat cruise tours, airboats
- Night walks.

Other opportunities outside of tourism include:

- Trades businesses for the development and maintenance of Jabiru, for example vehicle maintenance, carpentry, plumbing, electrical and others
- Services such as education and health
- Retail outlets
- Aboriginal art sales at the World Heritage Visitor Centre and at other locations in and around Jabiru.

ACTIONS:

Actions identified to support Bininj/Mungguy and other business opportunities include:

NI-1 — Increase Aboriginal employment and training and support business development



1.1 Support employment and training opportunities for Bininj/Mungguy through:

- Facilitating or providing access to mentoring services
- Facilitating training for younger people about culture such as developing an expanded traineeship ranger program working with Bininj/Mungguy
- Facilitating formal training such as tourism operations, hospitality, first aid and food handling certificates.

1.2 Grow Bininj/Mungguy workforce in Kakadu through:

- Providing more opportunities as seasonal interpretative ranger guides or as maintenance labour
- Supporting Aboriginal ranger groups to develop alternative contracting models for day labour (management of workflow and logistics)
- Providing essential skills training such as driver's license, first aid, work ready and computer literacy
- Facilitating employment pathways tied to training programs.

1.3 Establish a Kakadu Business Hub to support small businesses with access to administrative services such as reservation/booking management, accounting, tax and other business requirements. Facilitate Aboriginal business development through developing and implementing a program to connect investors and scaffold new businesses with tailored support packages and sector development activities. The Director of National Parks will provide support to this initiative.

NI-2 — Increase cultural activities, awareness and interactive opportunities



2.1 Support the development of new cultural activities by or with Bininj/Mungguy and explore opportunities for improved cultural interactions with visitors through:

- Facilitating Bininj/Mungguy business and employment opportunities for the delivery of cultural activity workshops in line with the *Interpretation strategy* once infrastructure is completed at key sites
- Growing the employment of Bininj/Mungguy as interpretive contractors/service providers for guided talks, campfire storytelling, slideshows and in cultural activities such as music, dancing, spear making, carving and bush tucker, outback BBQ and additional weaving workshops
- Supporting the development of precinct/clan-based story telling
- Facilitating the establishment of new Aboriginal art and cultural tours.

Revenue growth opportunities

Opportunities for park revenue growth as a result of the infrastructure and business opportunities within Kakadu could include:

- Commercial sub-leases for accommodation
- Transitioning existing permits to licences for high value activities
- Permits for new activities and businesses.

ACTIONS:

Actions identified to grow revenue in Kakadu include:

NI-15 — Kakadu revenue

18.1 Review and implement changes to fees and processes to improve Kakadu revenue, to support meeting the new revenue targets through:

- Enabling payment for camping fees online along with park pass purchases
- Reviewing the potential to develop additional concessional leases to parts of Kakadu to incentivise private investment
- Identifying new sources of revenue
- Reviewing the fee structure on a regular basis
- initiating commissionable tour sales through visitor centres.

18.2 Develop a Business Plan for Kakadu that addresses the park fee structure as well as other opportunities to grow revenue from tourism. The Business Plan will address the following:

- Regular reviews of and amendments to the park fee structure including fee increases and changes to discounts
- Review the potential introduction of a user-pays approach to ranger-guided activities and other Parks Australia programs
- The transition of existing exclusive use activities from permits to a commercial tourism licence.
- Detail new sources of revenue and mechanisms required.

18.3 In addition to existing initiatives, improve compliance relating to park passes, permits and licences through:

- Providing more resources — staff and vehicles — for compliance activities
- Providing ranger training to undertake park pass checks prior to interpretation or guided activities
- Incentivising permit and licence holders to check park pass compliance and sell park passes.

West Alligator Precinct



*"West Alligator region,
where off-the-beaten
track stories and
adventures await."*

Precinct tagline

Precinct aim and context

West Alligator Precinct's aim is to welcome visitors to Kakadu from Darwin and provide access to Kakadu's remote and rugged coastline for 4WD adventure, boating, fishing and bush camping.

This will be provided through:

- A grand sense of arrival and welcome for visitors to World Heritage Kakadu National Park from Bininj/Mungguy.
- An accessible coastline for amazing boating, fishing, historic and camping activities
- Adventure through improved 4WD activities.

The predominate target market for the West Alligator Precinct is the **Nature Valuer**.

Visitation targets for this precinct will be described in Version 2 of the Precinct Plan.

In general, West Alligator Precinct will provide rugged adventure for those looking for remote and wilderness experiences such as fishing and boating. Access is via 4WD tracks and only open during the dry season.

Current features, infrastructure and experiences

✓ Landscape

- Coastline
- Monsoon forests
- Savanna woodlands
- Floodplains
- Wetlands (tidal flats, mangroves and coastline).

✓ Wildlife

- Birdlife
- Saltwater crocodiles
- Fishing
- Turtles.

✓ Natural features

- Billabongs
- Coastline

✓ Heritage sites

- Pokocks beach.

✓ Walking trails

✓ Access

- 4WD access only
- Boat ramps.

✓ Campgrounds (dry season only)

- Waldak Irrmbal (West Alligator Head) — unmanaged campsite
- Two Mile Hole — bush campsite
- Four Mile Hole — bush campsite.

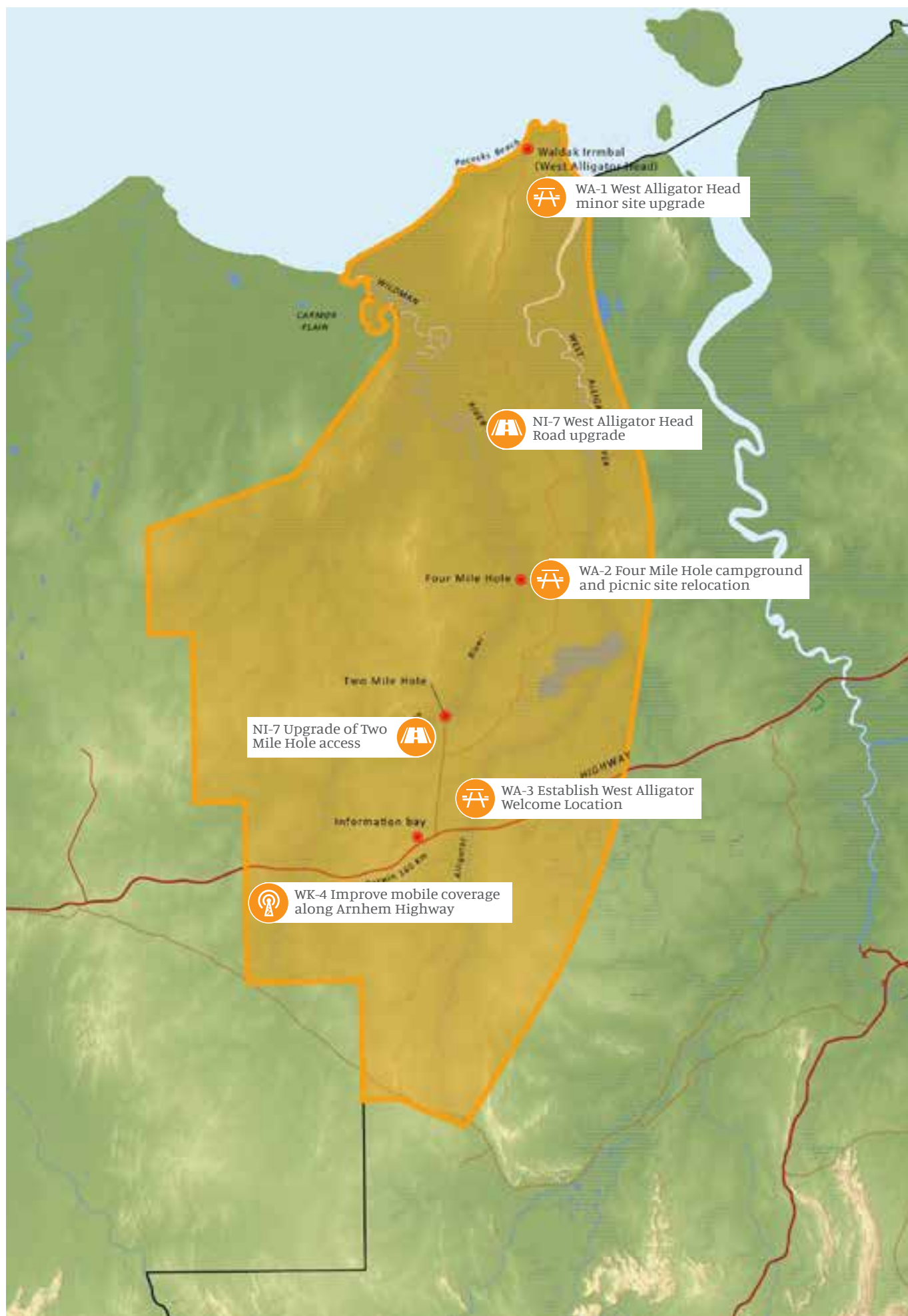
✓ Accommodation, food and beverage, shops, visitor information

- Northern entrance.

✓ Self-guided activities

✗ Ranger-guided activities

✗ Commercial tourism operators.



Actions and opportunities

Interpretation

PRECINCT INTERPRETIVE THEME:

'Vast tropical woodlands and freshwater floodplains hold timeless stories and remote adventures waiting to be discovered.'

PRECINCT WELCOME LOCATION:

WA-3 — West Alligator welcome location



Establish a Welcome Location for West Alligator Precinct at the entrance to West Alligator Head Road:

- Install signage to welcome visitors and to highlight the features and stories of the precinct
- Allow for sufficient carparking
- Provide contemporary interpretation to support the Kakadu-wide interpretation strategy.

Services Hub

SOUTH ALLIGATOR HUB

A separate Services Hub is not yet proposed for the West Alligator Precinct as it is a newly established precinct. The South Alligator hub will have a wide range of facilities to service this precinct.

Visitor experiences

ACTIONS:

NI-16 — New activities and expanded offerings

In Whole-of-Kakadu precinct plan



Extend the peak season and increase the visitor length of stay through supporting commercial operators and Bininj/Mungguy with the development of new activities.

Examples of new activities and offerings that could be delivered in the West Alligator Precinct include:

- Coastal wildlife (turtles) viewing and interpretation
- Billabong experiences through guided walks and associated cultural activities
- Traditional owner guided walks of West Alligator Head and the coastline
- Expanded fishing tour experiences
- 4WD experiences.

Visitor infrastructure

Each site will be allocated a visitor site classification in Version 2 of the Precinct Plan.

A range of new infrastructure and upgrades to existing infrastructure have been identified to support growth in visitation to West Alligator. These new and upgraded facilities will provide opportunities for the development of new and enhanced experiences by Bininj/Mungguy and other businesses. This in turn will benefit visitors, traditional owners and the tourism industry. The infrastructure actions outlined below are those identified for the West Alligator Precinct.

ACTIONS:

WA-1 — Waldak Irrmbal (West Alligator Head)



Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:

- Improve and upgrade West Alligator Head campground
- Upgrade walking track
- Investigate introducing a permit system for managing access.

WA-2 — Four Mile Hole campground



Relocate campground to picnic area (and vice versa) so it is further from the billabong to improve safety from crocodiles.

Enabling actions for private sector investment

West Alligator Precinct provides the wild, rugged and remote coastal Kakadu experience, and there is opportunity for unique accommodation and experiences in the precinct to leverage this.

ACTIONS:

WK-2 — Private accommodation

In Whole-of-Kakadu precinct plan



Provide enabling works, where required, such as site clearance and preparation, base infrastructure.

NI-3 — EOI processes

In Whole-of-Kakadu precinct plan



Undertake the following EOI processes:

- Engage with industry to identify new visitor experience concepts including activities, sites and visitor infrastructure in consultation with traditional owners
- Engage with industry to develop private accommodation options for glamping / ecolodge / wellness retreats at various locations in Kakadu.

Telecommunications

ACTION:

WK-4 — Telecommunications



Construct infrastructure for improving mobile coverage and providing wi-fi services at prioritised locations.

Priorities	Locations	Mobile coverage required	Wi-fi services
13	Arnhem Highway	Yes	Not required

Road and access

ACTION:

NI-7 — Kakadu Roads Strategy



7.1 Support the Northern Territory Government to implement priority projects identified in the Kakadu Roads Strategy

7.2 Identify and pursue additional funding opportunities to implement projects identified in the Kakadu Roads Strategy which are not yet funded.

The Roads Strategy identifies the following road upgrades in West Alligator Precinct:

- Upgrades to West Alligator Head Road, Two Mile Hole and Four Mile Hole.

Bininj/Mungguy and other business opportunities

Bininj and other business opportunities will be driven by the aspirations of each clan, family, business and individual and supported by the policy and infrastructure settings identified in the Tourism Master Plan. Opportunities that may be facilitated in the West Alligator Precinct as a result of the identified infrastructure could include:

- Accommodation such as glamping near West Alligator Head
- Provision of guided walks along the coastline
- Guided fishing tours, bush tucker tours
- Infrastructure, visitor site and road servicing/ maintenance contracts
- Delivery of events
- Step-on guiding with tour operators visiting West Alligator Head (must have CDU Kakadu Knowledge for Tour Guides accreditation).

Revenue growth opportunities

Opportunities for park revenue growth as a result of the infrastructure and business opportunities within the West Alligator Precinct could include:

- Commercial sub-leases for accommodation
- Transitioning existing permits to licences for high value activities
- Permits and licences for new activities and businesses.

South Alligator Precinct



*"Unwind
with the changing
tides of the South
Alligator region."*

Precinct tagline

Precinct aim and context

South Alligator is a precinct for recreation and nature-based activities such as fishing, boating and birdwatching.

This will be provided through:

- Improved opportunities for recreation and exploration on the South Alligator River through fishing and boating activities. Enhanced activities for birdwatching and viewing storms in the tropical summer across the expansive South Alligator floodplain.
- Opportunities to discover more about Kakadu's history including buffalo hunting, missionaries and old homesteads (such as Manmalarri) through a Heritage Trail and other interpretive mediums marketing.

The predominant target markets for the South Alligator Precinct are the **Nature Valuers** and the **Curiosity Nurturers**.

Visitation targets for this precinct will be described in Version 2 of the Precinct Plan.

South Alligator Precinct will provide accessible wildlife and recreational experiences catering for special interest travellers, families and smaller groups. Access will be via sealed roads, 4WD tracks and walking tracks suitable for families and where practicable, people with restricted mobility.

Current features, infrastructure and experiences

✓ Landscape

- Monsoon forest
- Savanna woodlands
- Floodplains, rivers and billabongs
- Wetlands (tidal flats, mangroves and coastline).

✓ Wildlife

- Fishing
- Birdlife.

✓ Natural features

- South Alligator River
- Mamukala wetlands
- Ankurdabbal Billabong.

✓ Heritage sites

- Manmalarri.

✓ Campgrounds

- (Ngarrababa) — bush campsite
- Red Lily Billabong (Djunda) — bush campsite
- Giyamungkurr (Black Jungle Springs) — bush campsite

✗ Accommodation, food and beverage, shops, visitor information

- South Alligator Aurora Kakadu resort (now closed)
- Manmalarri bar (now closed)
- Wetlands restaurant (now closed) South Alligator ranger station (Emergency information only)

✓ Walking trails

- Kungarre walk (dry season only)
- Mamukala walk

✓ Access

- 2WD and 4WD access
- South Alligator boat ramp

✓ Events

- Kakadu Bird Week

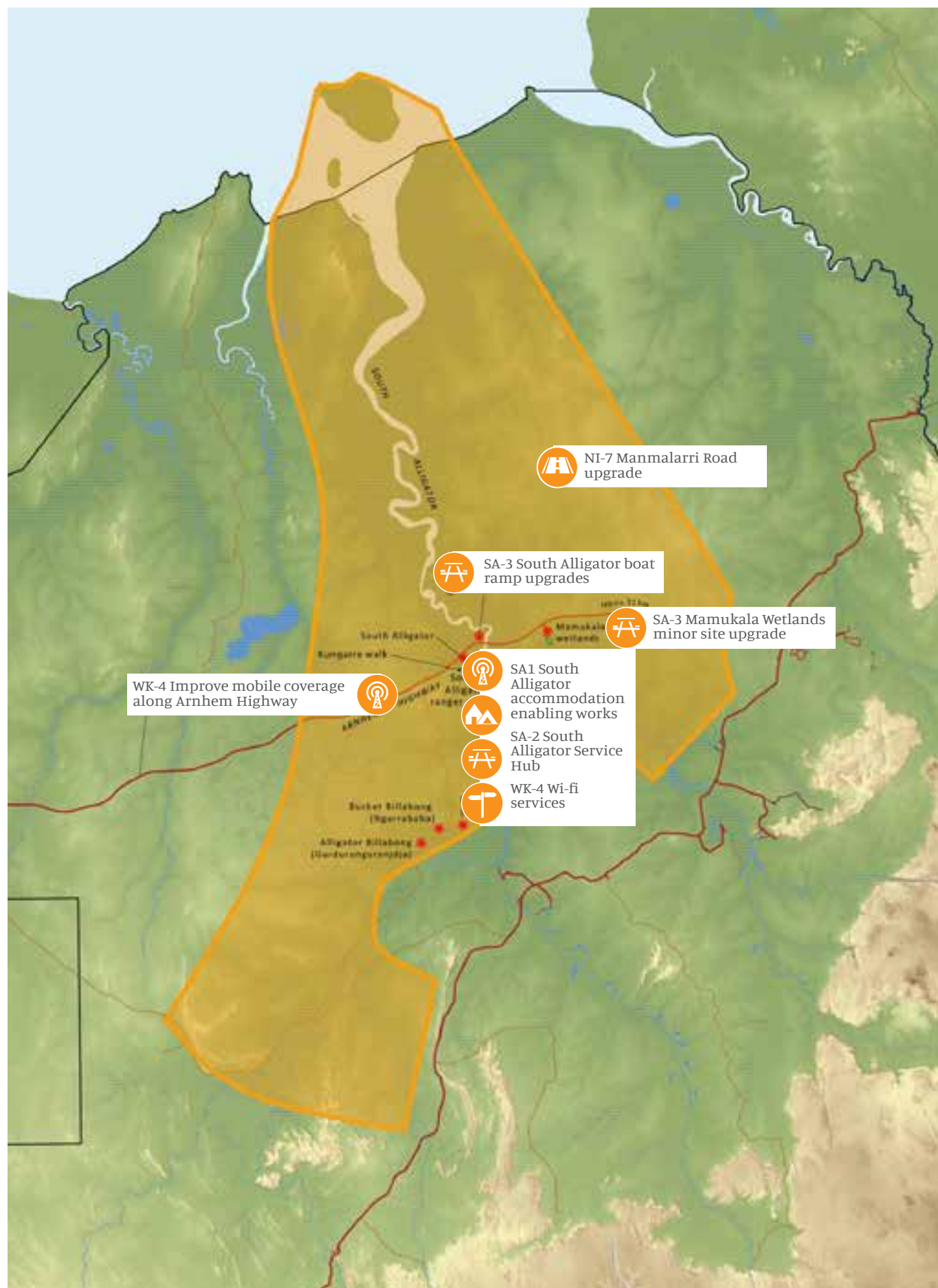
✓ Self-guided activities

✓ Ranger-guided activities

- Seasonal changes in Kakadu's wetlands at Mamukala walk and bird hide

✓ Commercial tourism operators

- Fishing tours.



Actions and opportunities

Interpretation

PRECINCT INTERPRETIVE THEME

'The mighty South Alligator River shaped this region through tides of climatic, seasonal and cultural change over millennia.'

PRECINCT WELCOME LOCATION

With visitors arriving in the South Alligator Precinct from Darwin, the South Alligator services hub presents the most logical precinct welcome location.

Services Hub

SOUTH ALLIGATOR HUB

The gateway to Kakadu and a hub to obtain visitor information, understand the amazing places to visit in Kakadu and book tours. Provides a range of family friendly accommodation options. The hub will include:

- Visitor information centre
- Potable water and waste services
- Wi-fi services
- Commercial operations
- Accommodation options.

ACTION:

SA-2 — South Alligator Hub



Prepare and implement a site plan for the development of a Services Hub to achieve the hub purpose in conjunction with the accommodation site, including:

- Develop visitor information infrastructure including relocated signage and tables from the northern entrance information bay
- Install trip planning signage as the northern entrance information site
- Kiosk for park pass sales
- Develop on-site source for potable water
- Provide potable water refill stations, dump points and (potentially) rubbish/recycling collection points
- Provide contemporary interpretation to support the Kakadu-wide interpretation strategy.

Visitor experiences

ACTION:

NI-16 — New activities and expanded offerings

In Whole-of-Kakadu precinct plan



Extend the peak season and increase the visitor length of stay through supporting commercial operators and Bininj/Mungguy with the development of new activities.

Examples of new activities and offerings that could be delivered in the South Alligator Precinct include:

- Expanded birdwatching opportunities and interpretation
- South Alligator River experience and interpretation from a new platform and walking tracks including riverbank fishing and crocodile spotting
- Traditional owner guided walks of Mamukala
- Following the heritage trail to experience historic sites and learn about the history of Kakadu
- New types of boat cruises and fishing tours along the South Alligator River
- Improved educational and learning opportunities through interpretive activities and guided tours
- Authentic cultural activities led by Bininj.

WK-7 — Kakadu Walking Strategy

In Whole-of-Kakadu precinct plan



Implement the recommendations in the walking strategy for the South Alligator Precinct including improvements to existing short-day walks.

Visitor infrastructure

Each site will be allocated a visitor site classification in Version 2 of the Precinct Plan.

A range of new infrastructure and upgrades to existing infrastructure have been identified to support growth in visitation to South Alligator. These new and upgraded facilities will provide opportunities for the development of new and enhanced experiences by Bininj/Mungguy and other businesses. This in turn will benefit visitors, traditional owners and the tourism industry. The infrastructure actions outlined below are those identified for the South Alligator Precinct.

ACTIONS:

Mamukala Wetland



Provide a more comprehensive visitor experience at the site, linked to the Kakadu-wide birdwatching experience project, including:

- Upgrade wetland walking trail
- Replace aged interpretations signs and replace/ improve other signage.

SA-4 — South Alligator boat ramp



Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:

- Improve vehicle circulation security and safety through the site
- Install directional signage to the boat ramp
- Develop lookout/platform over river for crocodile viewing and a fishing platform
- Develop walkways along the riverbank, where possible
- Provide contemporary interpretation to support the parkwide interpretation strategy.

New experience:

WK-1 — Heritage Trail Program experience

In Whole-of-Kakadu precinct plan



The Opportunity

Develop a new visitor experience through a Kakadu-wide heritage trail program to showcase Kakadu's more recent history of pastoralism, mining, buffalo hunting, missionaries and World War II. Supporting infrastructure should provide access for the mobility impaired and be aimed at a broad cross section of visitors, from families to people with mobility requirements. South Alligator has a number of sites such as Manmalarri homestead that would form part of the heritage trail.

Action

Develop and implement a Kakadu-wide Heritage Trail Program to showcase and interpret key non-Indigenous historically significant infrastructure, e.g. Anlarrh, Callanans hut, Old Goodparla, Manmalarri. Include engagement of appropriate conservation architecture expertise in the development of the program. Carry out building preservation and remediation works at heritage sites building on the recommendations in the Mary River Precinct Development Plan.

Case study: Golden Quest Discovery Trail, Goldfields

The Golden Quest Discovery Trail runs through Western Australia's goldfields from Coolgardie to Laverton and explores the region's goldrush period. It is a multi-day trail, 956km long, visiting sites including historic pubs, remnants of towns, and deserted and revitalised mining spots.



Credit: www.trailswa.com.au

Enabling actions for private sector investment

South Alligator Precinct provides the iconic Kakadu experience, and there is opportunity for unique experiences and accommodation in the precinct to leverage this.

ACTIONS:

SA-1 — South Alligator accommodation



Provide enabling works (if needed) for commercial accommodation opportunities.

NI-3 — EOI processes

In Whole-of-Kakadu precinct plan



Undertake the following EOI processes:

- Engage with industry to identify new visitor experience concepts including activities, sites and visitor infrastructure in consultation with traditional owners
- Engage with industry to redevelop the South Alligator accommodation site into a centre for 'holiday park' style adventure (fishing, water-based activities, 4WDing)
- Engage with industry to develop private accommodation options for glamping / ecolodge / wellness retreats at various locations in Kakadu
- For refreshment kiosks at key attraction sites to improve food and beverage offerings such as food trucks, coffee carts, campground kiosks.

During stakeholder engagement on the Tourism Master Plan several innovative ideas were raised for the South Alligator Precinct:

- Open the Manmalarri homestead site for camping or other accommodation
- Night-time guided tours to showcase nocturnal wildlife
- Airboat tours on the South Alligator River.

While these have not been identified as priorities under the Tourism Master Plan, they could be considered by private sector investors in the future.

Telecommunications

ACTIONS:

WK-4 — Telecommunications



Construct infrastructure for improving mobile coverage and providing wi-fi services at prioritised locations.

Priorities	Locations	Mobile coverage required	Wi-fi services
3	South Alligator Hub	Existing	Yes
13	Arnhem Highway	Yes	Not required

Road and access

ACTION:

NI-7 — Kakadu Roads Strategy



7.1 Support the Northern Territory Government to implement priority projects identified in the Kakadu Roads Strategy.

7.2 Identify and pursue additional funding opportunities to implement projects identified in the Kakadu Roads Strategy which are not yet funded.

The Roads Strategy identifies the following road upgrade in the South Alligator Precinct:

- Upgrade to Manmalarri Road.

Bininj/Mungguy and other business opportunities

Bininj and other business opportunities will be driven by the aspirations of each clan, family, business and individual and supported by the policy and infrastructure settings identified in the Tourism Master Plan. Opportunities that may be facilitated in the South Alligator Precinct as a result of the identified infrastructure could include:

- South Alligator accommodation
- Accommodation at other locations within the precinct
- Food truck or other food and beverage facilities
- Provision of guided walks and cultural workshops
- Tour operations/guided tours using new infrastructure e.g. viewing platform at the South Alligator boat ramp
- Boat cruises, fishing tours
- Bush food guided tours
- Interpretative ranger program contracts
- Infrastructure, visitor site and road servicing/maintenance contracts
- Delivery of events
- Hospitality, retail and visitor centre employment at South Alligator accommodation and services hub
- Step-on guiding with tour operators visiting sites on the heritage trail (must have CDU Kakadu Knowledge for Tour Guides accreditation)
- Aboriginal art sales at South Alligator services hub.

Revenue growth opportunities

Opportunities for park revenue growth as a result of the infrastructure and business opportunities within the South Alligator Precinct could include:

- Commercial sub-leases for accommodation (outside the South Alligator lease area)
- Transitioning existing permits to licences for high value activities
- Permits and licences for new activities and businesses.

East Alligator (Erre) Precinct



*"Explore East
Alligator (Erre) region,
where the stories
of saltwater and stone
country people meet."*

Precinct tagline

Precinct aim and context

Showcase and experience the quintessential Kakadu and the living modern culture carrying on ancient traditions. It provides a gateway to Arnhem Land.

This will be provided through:

- Immersive and breathtaking rock art and sunset viewing at Ubirr to experience the essence of Kakadu.
- Improved educational and learning opportunities through interpretive activities and guided tours.
- Safe and accessible crocodile and wildlife viewing, such as the high tide feeding at Cahills Crossing and through the Manngarre rainforest walk.
- Authentic cultural activities led by Bininj/Mungguy that can be enjoyed by all, including the cultural cruises on the East Alligator River.

The predominate target market for East Alligator (Erre) Precinct is the **Nature Valuer**.

Visitation targets for this precinct will be described in Version 2 of the Precinct Plan.

In general, East Alligator (Erre) Precinct will provide easy access experiences to a high volume of visitors on both large tour groups, smaller groups and independent travellers. Access will predominantly be via sealed roads and walking tracks suitable for families and where practicable, people with restricted mobility.

Current features, infrastructure and experiences

✓ Landscape

- Stone country
- Monsoon forests
- Wetlands (tidal flats, mangroves and coastline)
- Floodplains.

✓ Wildlife

- Saltwater crocodiles
- Birdlife
- Wallabies
- Fishing.

✓ Natural features (dry and shoulder season only)

- Cahills Crossing
- East Alligator River
- Magela Billabong
- Mawoene woene (Catfish Creek).

✓ Cultural features and interpretation (dry and shoulder season only)

- Rock art gallery at Ubirr.

✓ Campgrounds (dry and shoulder season only)

- Merl campground — managed campsite.

✓ Accommodation, food and beverage, shops, visitor information

- Hawk Dreaming wilderness lodge
- Manbiyarra (Border Store)
- East Alligator (Erre) ranger station (emergency information only).

✗ Heritage sites

✓ Walking trails (dry and shoulder season only)

- Badbong Wodjmeng sandstone river walk
- Bardedjilidji walk
- Manngarre rainforest walk
- Ubirr walk
- Merl to Manbiyarra (Border Store) /Cahills Crossing.

✓ Access

- 2WD access/4WD shoulder season
- Boat ramps at upstream and downstream of Cahills Crossing.

✓ Self-guided activities

✓ Ranger-guided activities

- Traditional weaving and painting at Manbiyarra (Border Store) and at Merl campground
- Ubirr rock art talks
- Explore riverside stone country at Bardedjilidji walk
- Injalak artists workshop at Manbiyarra (Border Store)6ppmmmkp/,

✓ Commercial operators

- Boat cruises
- Fishing tours



Actions and opportunities

Interpretation

PRECINCT INTERPRETIVE THEME

'Stories about people, Lore and land are told in the East Alligator (Erre) region.'

PRECINCT WELCOME LOCATION

With visitors arriving in the East Alligator (Erre) Precinct from both Jabiru and Arnhem Land, Border Store presents the most logical precinct welcome location.

Services Hub

BORDER STORE HUB

The entrance to Arnhem Land and a hub for the eastern parts of Kakadu providing: services, amenities and family friendly accommodation options. The hub will include:

- Visitor information signage
- Cultural centre
- Potable water and waste services
- Wi-fi services
- Commercial operations
- Accommodation options.

ACTION:

EA-1 — Border Store hub



1.1 Prepare and implement a site plan for the development of a Services Hub to achieve the hub purpose in conjunction with an accommodation site, including:

- Develop visitor information infrastructure
- Develop cultural centre facility
- Install signage to welcome visitors and to highlight the features and stories of the precinct (signage to be relocated from regional welcome shelter at the East Alligator ranger station)
- Kiosk for park pass sales
- Provide potable water refill stations, dump points and (potentially) rubbish/recycling collection points
- Provide contemporary interpretation to support the Kakadu-wide Interpretation strategy
- Upgrade carpark.

1.2 Negotiate with leaseholders at Border Store (as part of the] EOI process) to provide visitor information and pass park sales, based on the commission model used with other agents.

Precinct cultural centre

A cultural centre facility will be considered at or near Border Store or the East Alligator ranger station as outlined under Action EA-1 — Border Store hub.

Visitor experiences

ACTION:

NI-16 — New activities and expanded offerings

In Whole-of-Kakadu precinct plan



Extend the peak season and increase the visitor length of stay through supporting commercial operators and Bininj/Mungguy with the development of new activities.

Examples of new activities and offerings that could be delivered in the East Alligator (Erre) Precinct include:

- Up close (but safe!) crocodile viewing and interpretation
- Paperbark forest experiences such as guided walks and associated cultural activities
- Traditional owner guided walks of Ubirr
- sunset picnics
- New types of boat cruises and fishing tours along the East Alligator River
- Improved educational and learning opportunities through interpretive activities and guided tours
- Authentic cultural activities led by Bininj. Visitor infrastructure

Each site will be allocated a visitor site classification in Version 2 of the Precinct Plan.

A range of new infrastructure and major upgrades to existing infrastructure have been identified to support growth in visitation to East Alligator. These new and upgraded facilities will provide opportunities for the development of new and enhanced experiences by Bininj/Mungguy and other businesses. This in turn will benefit visitors, traditional owners and the tourism industry. The infrastructure actions outlined below are those identified for the East Alligator (Erre) Precinct.

WK-7 Kakadu Walking Strategy



Implement the recommendations in the Walking Strategy for the South Alligator Precinct including improvements to existing short-day walks.

ACTIONS:

EA-2 — Ubirr



Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:

- Improve the visitor flow through the art site and upgrade associated tracks and platform infrastructure, including provision of wheelchair access on key tracks
- Upgrade wayfinding across the site
- Improve the picnic area including provision of shade and picnic tables
- Replace the toilet facilities and associated essential services
- Ensure the carpark provides sufficient capacity for peak times
- Provide contemporary interpretation to support the Kakadu-wide *Interpretation strategy*.

EA-3 — Cahills Crossing



Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:

- Upgrade the picnic facilities including provision of shade and furniture
- Provision of a fit purpose space for cultural activities
- Ensure the carpark provides enough capacity for peak times
- Provide contemporary interpretation to support the Kakadu-wide *Interpretation strategy*
- Provide infrastructure (i.e. concrete pad and access) to support a temporary kiosk or food truck operation at the viewing area.

EA-4 – Cahills Crossing



Committed works to upgrade the viewing platform and associated infrastructure.

Work has already commenced on the planning for a major upgrade to the viewing platforms at Cahills Crossing. This will support the increased interest in visitors viewing crocodiles while improving visitor safety. Completion of this project, funded under the Director of National Parks Capital Program, will be a priority for implementation in the first year of the Tourism Master Plan.



Artist impression



Artist impression

EA-5 – Manngarre vine forest walk



Undertake access and structural upgrades at the site to improve the visitor experience, including:

- Upgrade platform and lookout infrastructure
- Upgrade boardwalk infrastructure and walking track
- Provision of furniture
- Provide contemporary interpretation to support the Kakadu-wide *Interpretation strategy* (fruit bat and women's site).

EA-6 – East Alligator (Erre) upstream boat ramp



Undertake upgrades at the site to improve visitor amenity, including:

- Improve the picnic area including provision of shade and picnic tables
- Upgrade the toilet facilities and associated essential services
- Provide facilities to support cultural activities (shade structures).

EA-7 – Merl campground



Repurpose one of the campgrounds and prepare and implement a site plan for the remaining campground to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:

- Upgrade the toilet facilities and associated essential services
- Provide improved facilities to support cultural activities, including larger shade structures.

New experience:

EA-8 – Paperbark forest boardwalk experience



The Opportunity

Develop a new visitor attraction aimed at providing visitors with the opportunity to experience the magic of the paperbark forests. Supporting infrastructure should provide access for the mobility impaired and be aimed at a broad cross section of visitors, from families to people with mobility requirements.

Action

Develop new experience at a suitable location (to be confirmed) in East Alligator (Erre) to showcase the paperbark forest, including:

- Provision of a boardwalk and other infrastructure
- Provision of associated carparking facilities.

Case study: Urunga wetlands boardwalk

Located on the North Coast of northern New South Wales, the Urunga Wetlands Boardwalk south of Coffs Harbour provides an example of an accessible boardwalk through paperbark forest.



Credit: coffscoast.com.au/play/urunga-wetlands-walk/

Enabling actions for private sector investment

East Alligator (Erre) Precinct provides the iconic Kakadu experience, and there is opportunity for unique accommodation and experiences in the precinct to leverage this.

ACTIONS:

WK-2 - Private accommodation

In Whole-of-Kakadu precinct plan



Provide enabling works, if required, such as site clearance and preparation, base infrastructure.

NI-3 - EOI processes

In Whole-of-Kakadu precinct plan



Undertake the following EOI processes:

- Engage with industry to identify new visitor experience concepts including activities, sites and visitor infrastructure in consultation with traditional owners
- Engage with industry to develop private accommodation options for glamping / ecolodge / wellness retreats at various locations in Kakadu
- For the use of the following underutilised campgrounds for commercial operations:
 - Merl.
- For refreshment kiosks at key attraction sites to improve food and beverage offerings such as food trucks, coffee carts, campground kiosks.

During stakeholder engagement on the Tourism Master Plan several innovative ideas were raised for the East Alligator (Erre) Precinct:

- An elevated footbridge and viewing platform on East Alligator River for people to walk across and fish from
- Helicopter tours to sites such as Ubirr (enabled under *Management plan* policy 10.4.11).

While these have not been identified as priorities under the Tourism Master Plan, they could be considered by private sector investors in the future.

Telecommunications

ACTIONS:

WK-4 - Telecommunications



Construct infrastructure for improving mobile coverage and providing wi-fi services at prioritised locations.

Priorities	Locations	Mobile coverage required	Wi-fi services
1	Border Store hub	Yes	Yes
6	Cahills Crossing	Yes	Yes
7	Ubirr	Yes	Yes
12	Oenpelli Road	Yes	Not required

Road and access

ACTION:

NI-7 - Kakadu Roads Strategy



7.1 Support the Northern Territory Government to implement priority projects identified in the Kakadu Roads Strategy.

7.2 Identify and pursue additional funding opportunities to implement projects identified in the Kakadu Roads Strategy which are not yet funded.

The Roads Strategy identifies the following road upgrade in East Alligator (Erre) Precinct:

- Upgrade to Magela Creek crossing on Oenpelli Road
- Address cracks, potholes and edge break and reseal Ubirr Road.

Bininj/Mungguy and other business opportunities

Bininj and other business opportunities will be driven by the aspirations of each clan, family, business and individual and supported by the policy and infrastructure settings identified in the Tourism Master Plan. Opportunities that may be facilitated in the East Alligator (Erre) Precinct as a result of the identified infrastructure could include:

- Accommodation at or near the Border Store hub
- Food truck or other food and beverage facilities, with a focus on Cahills Crossing
- Provision of guided walks and cultural workshops
- Managing or sub-leasing Merl campground
- Tour operations/guided tours using new infrastructure e.g. elevated boardwalks through paperbark forest
- Interpretative ranger program contracts
- Infrastructure, visitor site and road servicing/maintenance contracts
- Delivery of events
- Hospitality employment at Border Store
- Step-on guiding with tour operators visiting Ubirr (must have CDU Kakadu Knowledge for Tour Guides accreditation)
- Aboriginal art sales at Border Store.

Revenue growth opportunities

Opportunities for park revenue growth as a result of the infrastructure and business opportunities within the East Alligator (Erre) Precinct could include:

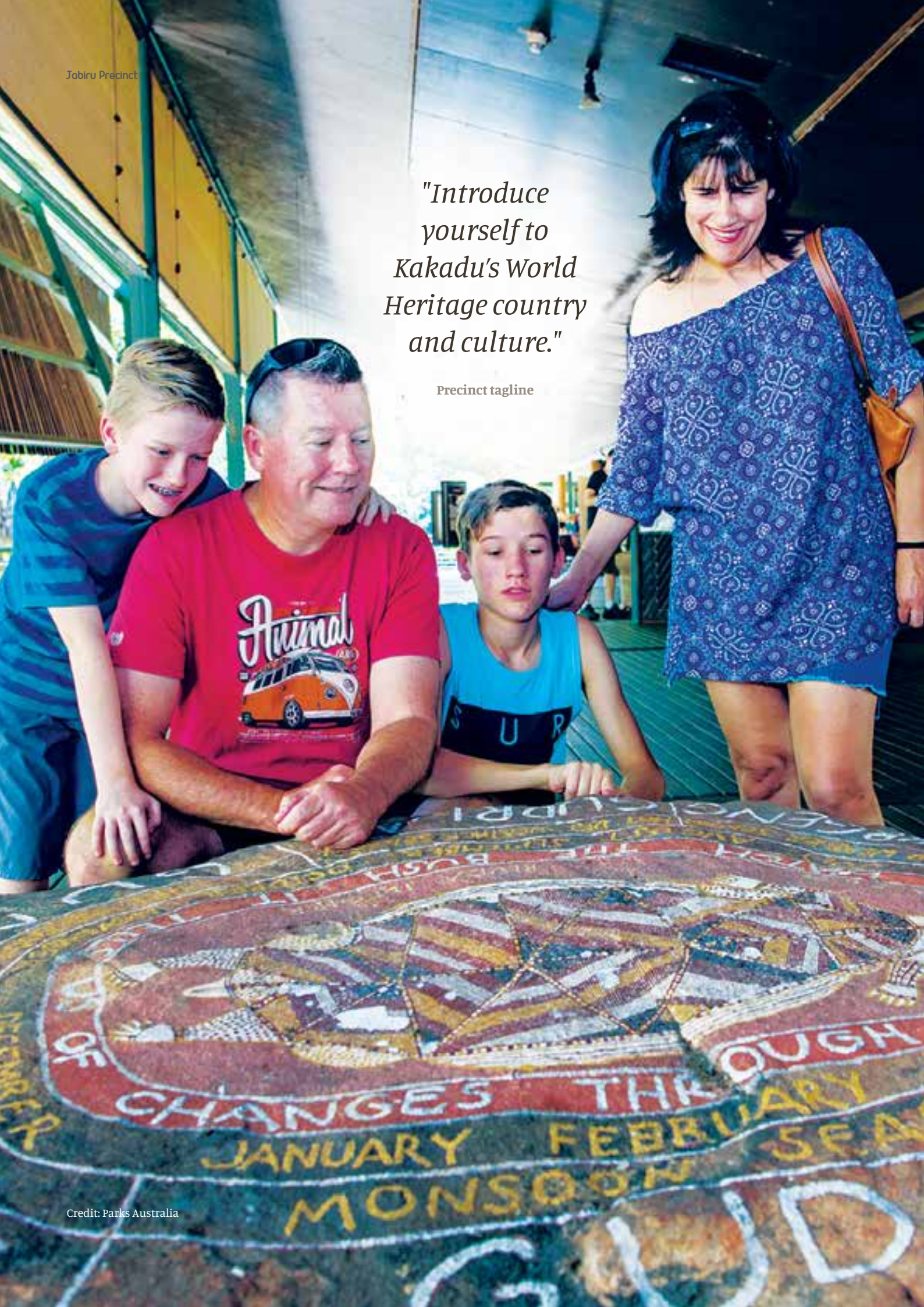
- Commercial sub-leases for accommodation (outside the Border Store lease area)
- Transitioning existing permits to licences for high value activities
- Permits and licences for new activities and businesses.

Jabiru Precinct



*"Introduce
yourself to
Kakadu's World
Heritage country
and culture."*

Precinct tagline



Precinct aim and context

Kakadu's main precinct for visitor information, cultural activities, Aboriginal modern art workshops and creation, cultural events and services.

This will be provided through:

- An opportunity for visitors to learn about the natural wonders of Kakadu, and the culture and history of Bininj/Mungguy through the World Heritage Visitor Centre.
- A place for educational activities for school groups and families.
- Improved opportunities to support and engage with Bininj/Mungguy through purchasing art, watching artists at work and visiting cultural events.

The predominate target markets for the Jabiru Precinct are the **Social Explorers** and **Curiosity Nurturers**.

Visitation targets for this precinct will be described in Version 2 of the Precinct Plan.

Jabiru Precinct will provide a central location for all visitors to learn about Kakadu and Bininj/Mungguy culture. There will be easy access experiences for a high volume of visitors on both large tour groups, smaller groups and independent travellers. Access will be suitable for families and people with restricted mobility.

Current features, infrastructure and experiences

✓ Landscape

- Savanna woodlands
- Floodplains.

✓ Wildlife

- Birdlife.

✓ Natural features

- Lake Jabiru].

✓ Heritage sites

✓ Accommodation, commercial campgrounds

- Anbinik Kakadu resort and campground
- Kakadu lodge and caravan park and campground
- Mercure Kakadu Crocodile Hotel

✓ Food and beverage, shops, visitor information

- Anmak An-me cafe
- Escarpment restaurant and bar
- Jabiru Sports and Social Club
- Jabiru golf club
- Fuel
- Jabiru town centre/ shopping centre
- Aurora Kakadu lodge
- Bowali Visitor Centre and park headquarters
- Marrawuddi gallery.

✓ Walking trails

- Bowali bike and walking track.

✓ Access

- 2WD access
- Jabiru airport.

✓ Events

- *A Taste of Kakadu*
- Kakadu Bird Week
- World Wetlands Day
- NAIDOC Week
- Mahbilil Festival.

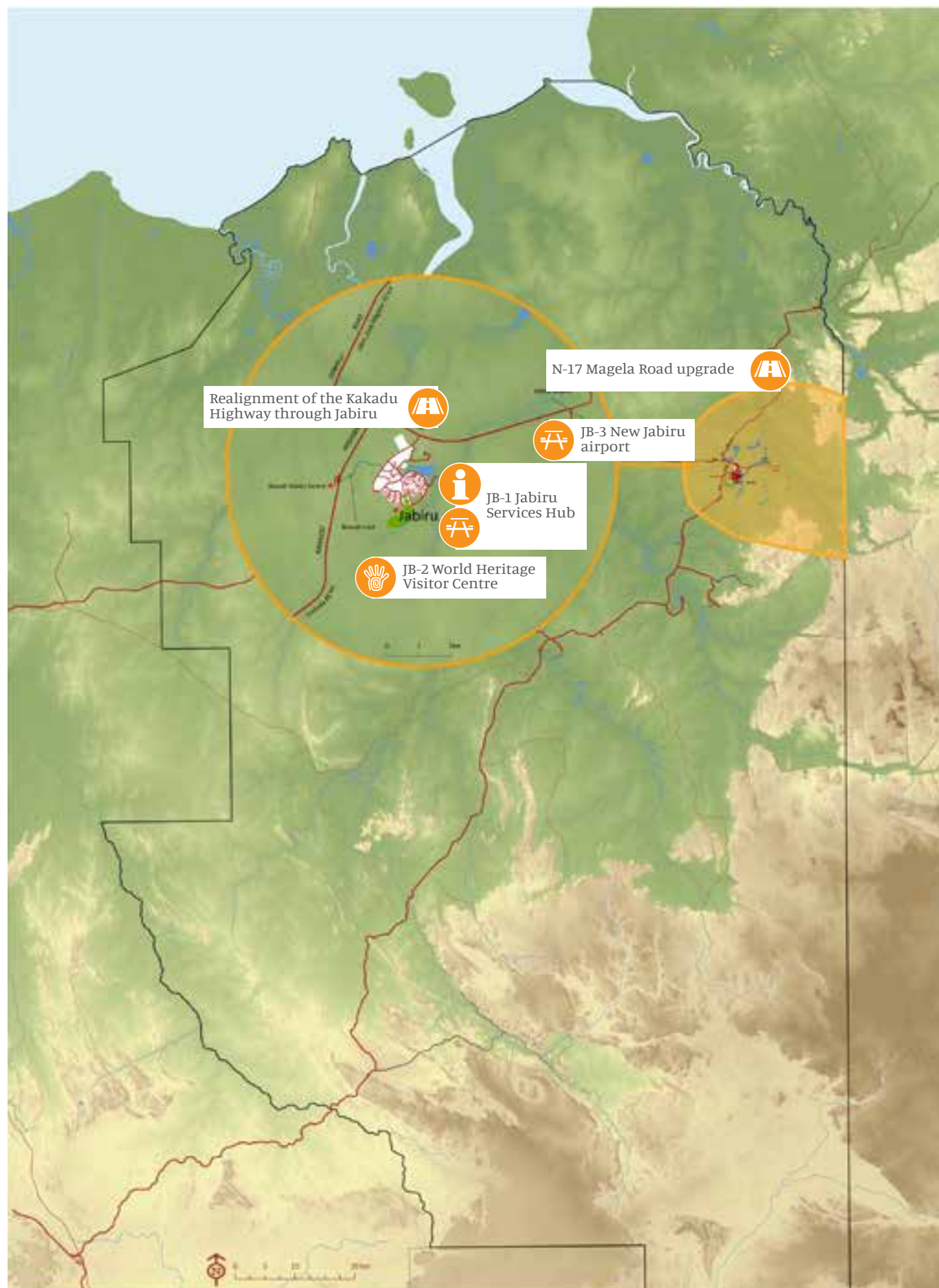
✓ Self-guided activities

✓ Ranger-guided activities

- Traditional painting at Bowali Visitor Centre
- Kakadu's wildlife slideshow at Bowali Visitor Centre theatre
- Kakadu's six seasons and saltwater crocodile slideshow at Aurora Kakadu lodge
- 'Croc-tales' talk at Mercure Crocodile hotel.

✓ Commercial tourism operators

- Cultural and heritage tours
- Safari tours
- 4WD tour
- Flight tours//.



Actions and opportunities

Interpretation

PRECINCT INTERPRETIVE THEME

'Jabiru Precinct showcases Kakadu's natural and cultural World Heritage values through responsible tourism that respects country.'

PRECINCT WELCOME LOCATION

Jabiru is the main services town in Kakadu with visitors arriving into the precinct from the west, south and Arnhem Land. The Jabiru services hub will incorporate the precinct welcome location.

Services Hub

Jabiru hub

In the north of Kakadu, providing:

- A place for planning and booking activities
- A central point for day tours and scenic flights.

A base for the supply of essential infrastructure and services for visitors and residents of Kakadu and provides a range of accommodation to cater to all budgets, including 5-star options. The hub will include:

- Potable water and waste services
- Commercial operations
- Accommodation options.

ACTION:

JB-1 - Jabiru hub



In conjunction with the Jabiru Implementation Plan, ensure that Services Hub facilities are incorporated into the Jabiru township, including providing potable water refill stations, dump points and (potentially) rubbish/recycling collection points.

The future of Jabiru

The Jabiru Master Plan represents the Mirarr traditional owners' vision for the future of Jabiru as a tourism centre for Kakadu. The actions in this precinct plan will complement the implementation of the Jabiru Master Plan, and Parks Australia will continue to work closely with their partners under the Memorandum of Understanding for the Future of Jabiru to deliver this work in a complementary way.

Visitor experiences

ACTION:

NI-16 - New activities and expanded offerings

Whole-of-Kakadu precinct plan



Extend the peak season and increase the visitor length of stay through supporting commercial operators and Bininj/Mungguy with the development of new activities.

Examples of new activities and offerings that could be delivered in the Jabiru Precinct:

- Experiences including:
 - cultural and heritage day tours
 - safari/4WD tours
 - new ranger-guided activities such as traditional painting, wildlife and crocodile talks
- Traditional owner guided walks around Jabiru
- Recreational activities on Lake Jabiru
- Segway or bike tours through Jabiru
- Improved educational and learning opportunities through interpretive activities and guided tours
- Authentic cultural activities led by Bininj
- New off-peak season flight tours.

Visitor infrastructure

Each site will be allocated a visitor site classification in Version 2 of the Precinct Plan.

A range of new infrastructure and upgrades to existing infrastructure have been identified to support growth in visitation to Jabiru. These new and upgraded facilities will provide opportunities for the development of new and enhanced experiences by Bininj/Mungguy and other businesses. This in turn will benefit visitors, traditional owners and the tourism industry. The infrastructure actions outlined below are those identified for the Jabiru Precinct.

Actions will be identified from the Jabiru Implementation Plan and added in Version 2 of the Precinct Plan.

Enabling actions for private sector investment

Jabiru Precinct provides the central services town for Kakadu, and there is opportunity for commercial operations and accommodation in the precinct to support this.

ACTIONS:

NI-3 - EOI processes

In Whole-of-Kakadu precinct plan



Undertake the following EOI processes:

- Engage with industry to identify new visitor experience concepts including activities, sites and visitor infrastructure in consultation with traditional owners
- Engage with industry to develop private accommodation options for glamping / ecolodge / wellness retreats at various locations in Kakadu
- For refreshment kiosks at key attraction sites to improve food and beverage offerings such as food trucks, coffee carts, campground kiosks.

From the Jabiru Master Plan and during stakeholder engagement on the Tourism Master Plan several innovative ideas have been raised for the Jabiru Precinct:

- A new Jabiru airport separate from the ERA airstrip
- A five-star hotel
- A wellness retreat
- Recreational activities on Lake Jabiru or segway or bike tours through Jabiru.

JB-2 - Jabiru airport

(To be delivered by others)



Support air access for tourism to Jabiru for small to medium size aircraft and for scenic flights.

Telecommunications

ACTIONS:

WK-4 — Telecommunications



Construct infrastructure for improving mobile coverage and providing wi-fi services at prioritised locations.

Priorities	Locations	Mobile coverage required	Wi-fi services
5	Jabiru Hub	Existing	No - private
14	Kakadu Highway	Yes	Not required

Road and access

ACTION:

NI-7 — Kakadu Roads Strategy



7.1 Support the Northern Territory Government to implement priority projects identified in the Kakadu Roads Strategy.

7.2 Identify and pursue additional funding opportunities to implement projects identified in the Kakadu Roads Strategy which are not yet funded.

While the Roads Strategy does not include any priority actions for the Jabiru Precinct, the realignment of the Kakadu Highway through Jabiru is critical to the implementation of the Jabiru Master Plan. This has been acknowledged in the Roads Strategy and alternative funding sources will need to be identified.

Bininj/Mungguy and other business opportunities

Bininj and other business opportunities will be driven by the aspirations of each clan, family, business and individual and supported by the policy and infrastructure settings identified in the Tourism Master Plan. Opportunities that may be facilitated in the Jabiru Precinct as a result of the identified infrastructure could include:

- Accommodation in Jabiru
- Food truck or other food and beverage facilities
- Provision of guided walks
- Cultural workshops such as dancing, spear making, didgeridoo making, carving, painting and weaving
- Tour operations/guided tours such as cultural and heritage day tours, safari/4WD day tours
- Deliver recreational activities on Lake Jabiru or segway or bike tours through Jabiru
- Interpretative ranger program contracts
- Infrastructure, visitor site and road servicing/maintenance contracts
- Delivery of events
- Hospitality, retail and tourism services employment at the World Heritage Visitor Centre and other locations in and around Jabiru
- Step-on guiding with tour operators visiting a range of sites on day tours (must have CDU Kakadu Knowledge for Tour Guides accreditation).

Revenue growth opportunities

Opportunities for park revenue growth as a result of the infrastructure and business opportunities within the Jabiru Precinct could include:

- Commercial sub-leases for accommodation (outside existing lease areas)
- Transitioning existing permits to licences for high value activities
- Permits and licences for new activities and businesses.

Burrungkuy (Nourlangie) Precinct



*"Meet the ever-present
creation ancestors in
Burrungkuy (Nourlangie)
region's living cultural
landscape."*

Precinct tagline



Precinct aim and context

An authentic opportunity for all visitors to immerse themselves in Kakadu's ancient culture and natural landscapes at any time of the year through walking, listening, sensing and learning in the heart of Kakadu.

This will be provided through:

- Opportunities to view key Kakadu activities all year round
- Viewing of ancient rock art and occupation sites that are accessible at Burrungkuy and Nanguluwurr.
- Increased access to view and experience spectacular natural features, landscapes and wildlife
- Improved discovery and learning opportunities through face-to-face interpretive activities and authentic cultural activities led by Bininj/Mungguy that can be enjoyed by all
- Access year round remote bushwalking activities close to Jabiru.

All target markets will be interested in the experiences offered by the Burrungkuy Precinct: Nature Valuers, Social Explorers, Experience Seekers and Curiosity Nurturers.

Visitation targets for this precinct will be described in Version 2 of the Precinct Plan.

Burrungkuy Precinct will provide year round, easy access experiences to a high volume of visitors on both large tour groups, smaller groups and independent travellers. Access will predominantly be via sealed roads and walking tracks suitable for families and where practicable, people with restricted mobility.

Current features, infrastructure and experiences

✓ Landscape

- Stone country
- Savanna woodlands
- Monsoon forests
- Wetlands (tidal flats, mangroves and coastline).

✓ Wildlife

- Birdlife
- Wallabies.

✓ Natural features

- Kunwarddewardde lookout
- Anbangbang Billabong
- Sandy Billabong
- Yilikadjarr
- Nawurlandja lookout.

✓ Cultural features and interpretation

- Rock art galleries at Burrungkuy (Nourlangie) and Nanguluwurr.

✓ Heritage sites

- Anlarrh (Nourlangie camp).

✓ Campgrounds

- Djarradjin (Muirella park) — managed campsite
- Sandy Billabong (Djirrilba, dry season only) — bush campsite
- Malabanjbanjdu and Burdulba (dry season only) — bush campsite.

✗ Accommodation, food and beverage, shops, visitor information

✓ Walking trails

- Anbangbang Billabong walk (dry season only)
- Barrk sandstone walk
- Bubba wetlands walk (dry season only)
- Burrungkuy (Nourlangie) main gallery and shelter walk
- Kubara Pools walk
- Mirray lookout walk
- Nanguluwurr art site walk
- Nawurlandja lookout walk
- Yilikadjarr walk (dry season only).

✓ Access

- 2WD access
- 4WD recommended to Sandy Billabong and Kubara
- Boat ramp at Djarradjin (Muirella park).

✓ Self-guided activities

✓ Ranger-guided activities

- Burrungkuy rock art talks
- Sunset over stone country at Nawurlandja walk
- Connecting through time with rock art at Nanguluwurr walk.



Actions and opportunities

Interpretation

PRECINCT INTERPRETIVE THEME

'Archaeology, paintings, landmarks and views of country reveal Kakadu is a living cultural landscape.'

Actions and opportunities

PRECINCT TAGLINE

Meet the ever-present creation ancestors in Burrungkuy (Nourlangie) region's living cultural landscape.

PRECINCT WELCOME LOCATION

With visitors arriving in the Burrungkuy Precinct from both Jabiru and the south of Kakadu, the entrance to Nourlangie Road presents the most logical precinct welcome location.

ACTION:

BK-4 - Burrungkuy Welcome Location



Establish a Welcome Location for Burrungkuy Precinct at the entrance to Nourlangie Road:

- Establish a carparking area
- Install signage to welcome visitors and to highlight the features and stories of the precinct provide contemporary interpretation to support the Kakadu-wide interpretation strategy.

Services Hub

Jabiru hub

A separate Services Hub is not yet proposed for the Burrungkuy Precinct as Jabiru is only 20 km away and it contains all the facilities and services that the precinct needs.

Visitor experiences

ACTION:

NI-16 - New activities and expanded offerings

In Whole-of-Kakadu precinct plan



Extend the peak season and increase the visitor length of stay through supporting commercial operators and Bininj/Mungguy with the development of new activities.

Examples of new activities and offerings that could be delivered in the Burrungkuy Precinct include:

- Improved ranger-guided activities, guided walks and associated cultural activities due to improved facilities at rock art sites
- Birdwatching experiences and interpretation
- Improved walking trails
- Billabong experiences through guided walks and associated cultural activities
- Sunset picnics
- Viewing platform experiences
- Following the heritage trail to experience historic sites and learn about the history of Kakadu
- Improved educational and learning opportunities through interpretive activities and guided tours
- Authentic cultural activities led by Bininj.

WK-7 Kakadu Walking Strategy



Implement the recommendations in the Walking Strategy for the Burrungkuy Precinct including improvements to existing short-day walks.

Visitor infrastructure

Each site will be allocated a visitor site classification in Version 2 of the Precinct Plan.

A range of new infrastructure and major upgrades to existing infrastructure have been identified to support growth in visitation to Burrungkuy. These new and upgraded facilities will provide opportunities for the development of new and enhanced experiences by Bininj/Mungguy and other businesses. This in turn will benefit visitors, traditional owners and the tourism industry. The infrastructure actions outlined below are those identified for the Burrungkuy Precinct.

ACTIONS:

BK-1 - Burrungkuy (Nourlangie)



Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:

- Improve the visitor flow through the art site and upgrade walking tracks, boardwalks, and viewing platform infrastructure
- Improve the picnic area including provision of shade and picnic tables
- Replace the toilet facilities and associated essential services
- Ensure the carpark provides sufficient capacity for peak times
- Provide contemporary interpretation to support the Kakadu-wide interpretation strategy.

BK-2 - Nanguluwurr



Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:

- Provision of shade, seating and wayfinding along the walk to the art site
- Provision of shade and furniture in the picnic area
- Upgrade access and structures around the art site
- Upgrade carpark.

BK-3 - Anbangbang Billabong



Provide a more comprehensive visitor experience at the site, linked to the Kakadu-wide birdwatching experience project and event site, including:

- Upgrade the walking track around the billabong
- Provision of picnic facilities such as shade and picnic tables.

BK-5 - Bubba walk



Upgrade walking track with viewing platform..



Provide a more comprehensive visitor experience at the site, linked to the precinct objectives, including:

- Improve the walking track
- Install visitor safety signs.

Enabling actions for private sector investment

Case study: Reed Beds bird hide and boardwalk

Reed Beds bird hide and boardwalk is in Murray Valley National Park. The bird hide and boardwalk showcases the Ramsar-listed Murray Valley wetland which is home to over 60 threatened native animal species and 40 threatened plant species.



Credit: NSW National Parks and Wildlife Service

New experience:

WK-6 - Birdwatching Experience Program

In Whole-of-Kakadu precinct plan



The Opportunity

Develop a new visitor experience through a Kakadu-wide birdwatching experience program to highlight Kakadu's birdlife. Kakadu is home to one third of Australia's bird species and draws visitors from around the world to admire the natural spectacle. Supporting infrastructure should provide access for the mobility impaired and be aimed at a broad cross section of visitors, from families to people with mobility requirements. Burrungkuy has a number of sites such as Anbangbang Billabong that would form part of the birdwatching experience program.

Action

Plan and implement a Kakadu-wide birdwatching experience with interpretation and associated infrastructure. This may include new or upgraded bird hides at Mamukala, Anbangbang Billabong and other suitable sites, as well as contemporary interpretive material.

Burrungkuy Precinct provides a range of unique Kakadu experiences, and there is opportunity for accommodation and experiences in the precinct to leverage this.

ACTIONS:

WK-2 - Private accommodation

In Whole-of-Kakadu precinct plan



Provide enabling works, where required, such as site clearance and preparation, base infrastructure.

NI-3 - EOI processes

In Whole-of-Kakadu precinct plan



Undertake the following EOI processes:

- Engage with industry to identify new visitor experience concepts including activities, sites and visitor infrastructure in consultation with traditional owners
- Engage with industry to develop private accommodation options for glamping / ecolodge / wellness retreats at various locations in Kakadu
- For the use of the following underutilised campgrounds for commercial operations:
 - Malabanjbanjdu
 - Burdulba
 - Djarradjin (Muirella park)
- For refreshment kiosks at key attraction sites to improve food and beverage offerings such as food trucks, coffee carts, campground kiosks.

During stakeholder engagement on the Tourism Master Plan innovative ideas were raised for the Burrungkuy Precinct including:

- Repurpose Anlarrh (Nourlangie Camp) and clean up the site for school and scout camps and permitted camping for other visitors to add to the heritage trail experience.

While these have not been identified as priorities under the Tourism Master Plan, they could be considered by private investors in the future.

Telecommunications

ACTIONS:

WK-4 — Telecommunications



Construct infrastructure for improving mobile coverage and providing wi-fi services at prioritised locations.

Priorities	Locations	Mobile coverage required	Wi-fi services
8	Burrungkuy	Yes	Yes
14	Kakadu Highway	Yes	Not required

Road and access

ACTION:

NI-7 — Kakadu Roads Strategy



7.1 Support the Northern Territory Government to implement priority projects identified in the Kakadu Roads Strategy.

7.2 Identify and pursue additional funding opportunities to implement projects identified in the Kakadu Roads Strategy which are not yet funded.

The Roads Strategy identifies the following road upgrade in Burrungkuy Precinct:

- Realignment of Kubara Road
- Address cracks, potholes and edge break and reseal Nourlangie Road
- Nourlangie Camp (Anlarrh) Road to be consistent with the roads strategy.

Bininj/Mungguy and other business opportunities

Bininj and other business opportunities will be driven by the aspirations of each clan, family, business and individual and supported by the policy and infrastructure settings identified in the Tourism Master Plan. Opportunities that may be facilitated in the Burrungkuy Precinct as a result of the identified infrastructure could include:

- Accommodation at locations within the precinct
- Food truck or other food and beverage facilities
- Provision of guided walks and cultural workshops
- Managing or sub-leasing Malabanjbandju, Burdulba or Djarradjin (Muirella Park) campgrounds
- Tour operations/guided tours using new infrastructure e.g. bird hides, boardwalks next to billabongs, sunset, heritage trail
- Interpretative ranger program contracts
- Infrastructure, visitor site and road servicing/maintenance contracts
- Delivery of events
- Step-on guiding with tour operators visiting heritage sites (must have CDU Kakadu Knowledge for Tour Guides accreditation).

Revenue growth opportunities

Opportunities for park revenue growth as a result of the infrastructure and business opportunities within the Burrungkuy Precinct could include:

- Transitioning existing permits to licences for high value activities
- Permits and licences for new activities and businesses.

Yellow Water Precinct



*"Connect with
Kakadu's freshwater
people in globally
significant wetlands."*

Precinct tagline



Precinct aim and context

Reveal the rich cultural history and biodiversity of the wetlands in Kakadu through the eyes of Bininj/Mungguy.

This will be provided through:

- Opportunities to take part in outstanding wildlife and cultural activities all year round
- Access to and interpretation of the culturally-rich, biodiverse, Ramsar-listed Yellow Water and wetlands
- Enhanced facilities, cultural interpretation and activities at the Warradjan Aboriginal Cultural Centre to provide improved opportunities for education, engagement with Bininj/Mungguy and support of local artists.

The predominate target markets for the Yellow Water Precinct are the **Social Explorers** and **Curiosity Nurturers**.

Visitation targets for this precinct will be described in Version 2 of the Precinct Plan.

In general, the Yellow Water Precinct will provide cultural and nature experiences to a high volume of visitors on both large tour groups, smaller groups and independent travellers as well as accommodation options ranging from camping to safari-style cabins and lodge rooms. Access will predominantly be via sealed roads and paths suitable for families and where practicable, people with restricted mobility.

Current features, infrastructure and experiences

✓ Landscape

- Stone country
- Savanna woodlands
- Wetlands
- Floodplains, rivers and billabongs.

✓ Wildlife

- Saltwater crocodiles
- Birdlife
- Fishing.

✓ Natural features

- Home Billabong
- Mardukal Billabong
- Yellow Water.

✓ Heritage sites

✓ Campgrounds

- Cooinda campground and caravan park — commercial campsite
- Mardukal campgrounds (campground one dry season only) — managed campsite
- Jim Jim Billabong campground — bush campsite.

✓ Accommodation, food and beverage, shops, visitor information

- Cooinda Lodge Kakadu, Barra bar and bistro
- Warradjan Aboriginal Cultural Centre.

✓ Walking trails

- Kungardun walk
- Mardukal Billabong walk (dry season only)
- Home Billabong walk (currently closed)
- Cooinda to Warradjan walking track
- Yellow Water boardwalk (dry season only).

✓ Access

- 2WD access
- Boat ramps at Home Billabong, Yellow Water
- Cooinda airstrip.

✓ Events

- *A Taste of Kakadu*
- Kakadu Bird Week
- World Wetlands Day.

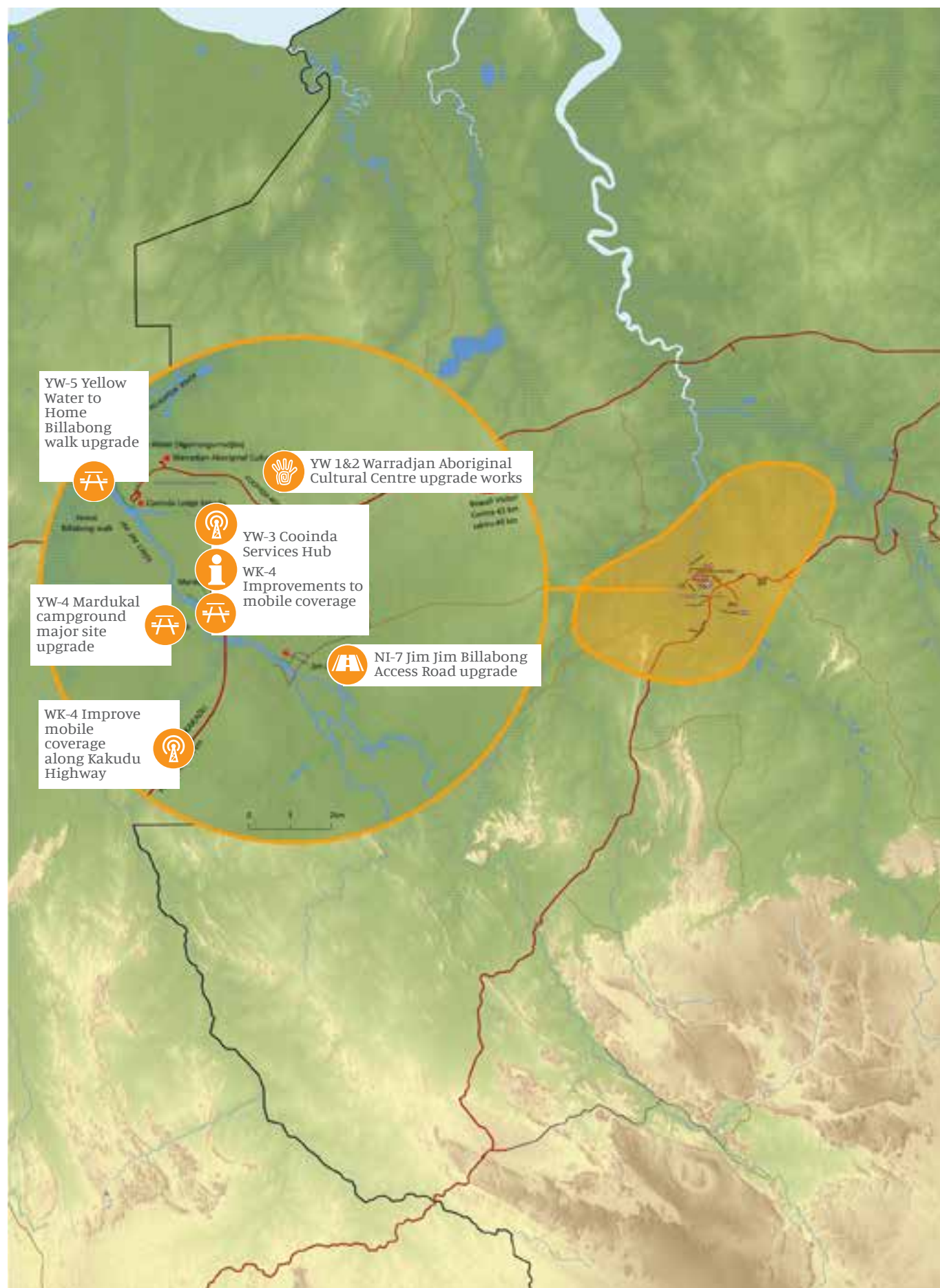
✓ Self-guided activities

✓ Ranger-guided activities

- Wonders of savanna woodlands at Kungardun walk
- Cultural activities at Warradjan Aboriginal Cultural Centre.

✓ Commercial tourism operators

- Boat cruises
- Fishing tours
- Air access providers
- Safari tours.



Actions and opportunities

Interpretation

PRECINCT INTERPRETIVE THEME

"Kakadu's Ramsar-listed wetlands are of immense local and international significance due to it's people, wildlife and seasonal influences upon them."

PRECINCT WELCOME LOCATION

With visitors arriving in the Yellow Water Precinct from both Jabiru and the south of Kakadu, Cooinda hub presents the most logical precinct welcome location.

Services Hub

Cooinda hub

In the centre of Kakadu, and a base for planning, booking and taking part in activities, and tours in the centre and the southern end of Kakadu.

Provides a range of accommodation options that caters to all budgets, and the essential services and amenities for visitors. The hub will include:

- Visitor information signage
- Cultural centre
- Potable water and waste services
- Commercial operations
- Accommodation options.

ACTION:

YW-3 - Cooinda Hub

Ensure that Services Hub facilities are provided for all visitors at or adjacent to Cooinda, including providing potable water refill stations, dump points and (potentially) rubbish/recycling collection points.

Install signage to welcome visitors and to highlight the features and stories of the Yellow Water Precinct.

Precinct cultural centre

Warradjan Aboriginal Cultural Centre

Warradjan Aboriginal Cultural Centre is the cultural centre facility for the Yellow Water Precinct. A number of upgrades are underway for Warradjan Aboriginal Cultural Centre as outlined under Actions YW-1 and 2 - Warradjan Aboriginal Cultural Centre.

ACTIONS:

YW-1 - Warradjan Aboriginal Cultural Centre



Implement currently planned works to upgrade Warradjan Aboriginal Cultural Centre.

YW-2 - Warradjan Aboriginal Cultural Centre



Plan and undertake additional works to improve the visitor experience to achieve the precinct objective and interpretive narrative, including:

- Review the content provided at the centre and how it aligns with the Yellow Water Precinct and its place within Kakadu as a whole
- Provide facilities to hold all weather cultural activities and events, including roofed structures, seats for elderly
- Allow for activities for bus groups by providing facilities such as gas BBQ with long shaded tables.

Visitor experiences

ACTION:

NI-16 - New activities and expanded offerings

In Whole-of-Kakadu precinct plan



Extend the peak season and increase the visitor length of stay through supporting commercial operators and Bininj/Mungguy with the development of new activities.

Examples of new activities and offerings that could be delivered in the Yellow Water Precinct include:

- Enhanced wetlands walk experience and interpretation including traditional owner guided walks and associated cultural activities
- New cultural activities and workshops at Warradjan Aboriginal Cultural Centre due to improved infrastructure
- School and scout camping opportunities at Mardukal campground
- Following the heritage trail to experience historic sites and learn about the history of Kakadu
- Different types of boat cruises and fishing tours along the South Alligator River
- Improved educational and learning opportunities through interpretive activities and guided tours
- Authentic cultural activities led by Bininj.

WK-7 Kakadu Walking Strategy



Implement the recommendations in the Walking Strategy for the Yellow Water Precinct including improvements to existing short-day walks.

Visitor infrastructure

Each site will be allocated a visitor site classification in Version 2 of the Precinct Plan.

A range of new infrastructure and major upgrades to existing infrastructure have been identified to support growth in visitation to Yellow Water. These new and upgraded facilities will provide opportunities for the development of new and enhanced experiences by Bininj/Mungguy and other businesses. This in turn will benefit visitors, traditional owners and the tourism industry. The infrastructure actions outlined below, and listed earlier in the precinct plan, are those identified for the Yellow Water Precinct.

ACTIONS:

YW-4 - Mardukal campground



Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:

- Upgrading toilet blocks and associated essential services
- Provide facilities suitable for the site to support school camps/scout groups, including separate kitchen, bathroom, communal seating area and fire pit
- Upgrade or develop associated activities at the site including the Kungardun walk.

YW-5 - Yellow Water to Home Billabong



Improve the visitor experience in the Home Billabong area consistent with the precinct objectives and interpretive narrative, including:

- Upgrading the walking track from Mardukal campground to the Yellow Water carpark, with a branch track to the Warradjan Aboriginal Cultural Centre to provide a wetlands experience
- Upgrading fencing and ensuring infrastructure provides safety from feral animals.

Enabling actions for private sector investment

Yellow Water Precinct provides a key cultural and nature-based experience in Kakadu, and there is opportunity for new experiences in the precinct to leverage this.

ACTION:

NI-3 - EOI processes

In Whole-of-Kakadu precinct plan



Undertake the following EOI processes:

- Engage with industry to identify new visitor experience concepts including activities, sites and visitor infrastructure in consultation with traditional owners
- For refreshment kiosks at key attraction sites to improve food and beverage offerings such as food trucks, coffee carts, campground kiosks.

During stakeholder engagement on the Tourism Master Plan several innovative ideas were raised for the Yellow Water Precinct:

- Bush tucker and bush medicine garden and kitchen with interpretation
- Scooters, e-bikes, segways to travel between campgrounds and visitor sites
- Night cruises on Yellow Water
- Stargazing tours.

While these have not been identified as priorities under the Tourism Master Plan, they could be considered by private sector investors in the future.

Telecommunications

ACTION:

WK-4 - Telecommunications



Construct infrastructure for improving mobile coverage and providing wi-fi services at prioritised locations.

Priorities	Locations	Mobile coverage required	Wi-fi services
3	Cooinda hub	3G existing but improvements needed	No - private
14	Kakadu Highway	Yes	Not required

Road and access

ACTION:

NI-7 - Kakadu Roads Strategy



7.1 Support the Northern Territory Government to implement priority projects identified in the Kakadu Roads Strategy.

7.2 Identify and pursue additional funding opportunities to implement projects identified in the Kakadu Roads Strategy which are not yet funded.

The Roads Strategy identifies the following road upgrade in the Yellow Water Precinct:

- Upgrade to Jim Jim Billabong Road.

Bininj/Mungguy and other business opportunities

Bininj and other business opportunities will be driven by the aspirations of each clan, family, business and individual and supported by the policy and infrastructure settings identified in the Tourism Master Plan. Opportunities that may be facilitated in the Yellow Water Precinct as a result of the identified infrastructure could include:

- provision of guided wetland walks including tour operations
- expansion of cultural workshops at Warradjan Aboriginal Cultural Centre such as dancing, spear making, didgeridoo making, carving, painting and weaving
- Boat cruises, fishing tours
- Bush food guided tours
- Interpretative ranger program contracts
- Infrastructure, visitor site and road servicing/maintenance contracts
- Delivery of events
- Delivery of cultural activities and educational programs to school and scout camp groups at Mardukal campground
- Heritage trail experiences to historic sites in the precinct such as the old Jim Jim pub and the old Cooina store and pub.

Revenue growth opportunities

Opportunities for park revenue growth as a result of the infrastructure and business opportunities within the Yellow Water Precinct could include:

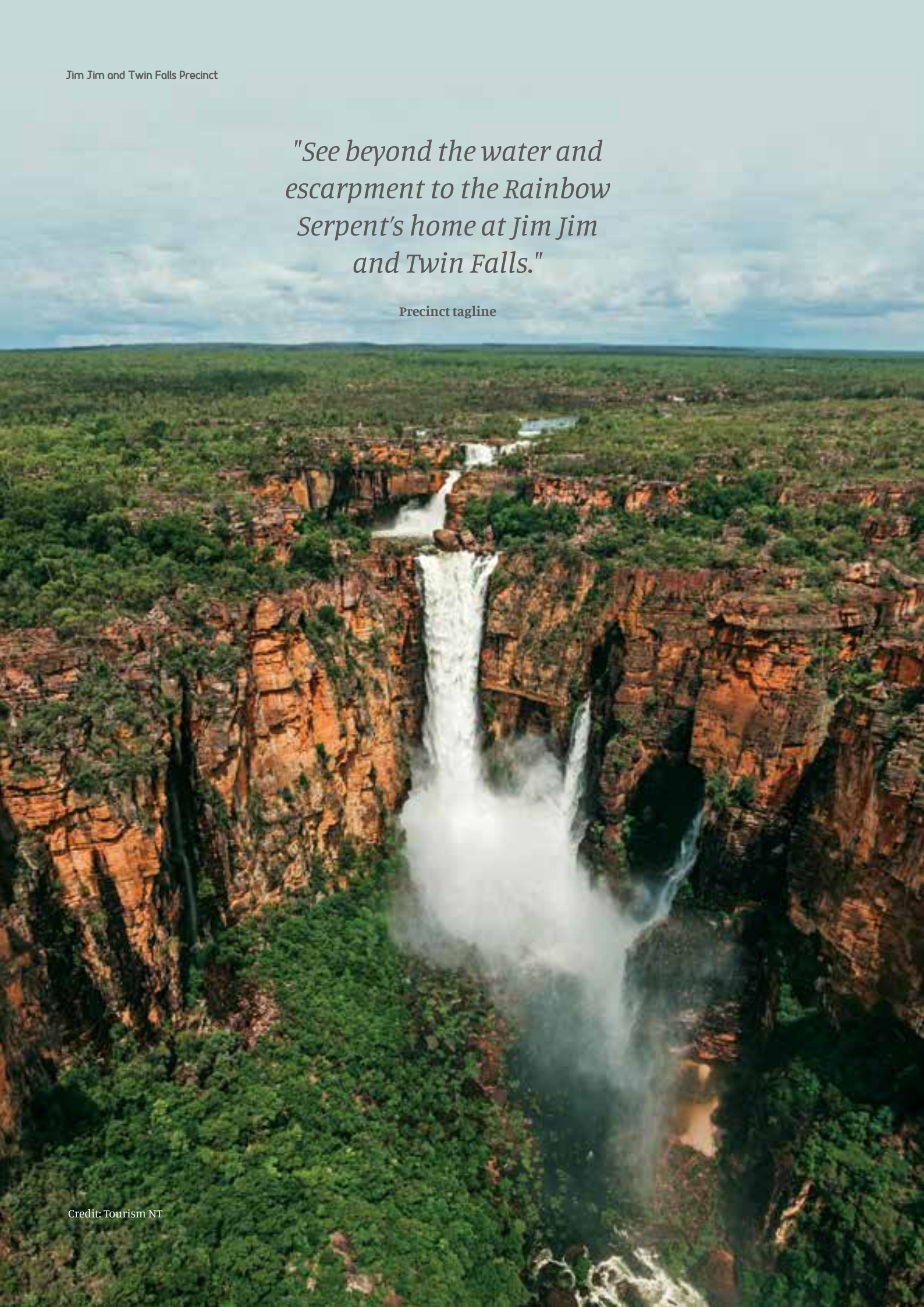
- Transitioning existing permits to licences for high value activities
- Permits and licences for new activities and businesses.

Jim Jim and Twin Falls Precinct



*"See beyond the water and
escarpment to the Rainbow
Serpent's home at Jim Jim
and Twin Falls."*

Precinct tagline



Precinct aim and context

Experience the ruggedness, ancient culture and spirituality of Kakadu's gorges, creeks, waterfalls and stone country.

This will be provided through:

- Opportunities for exploration in the rugged gorges and escarpments of stone country
- Activities that showcase the spirituality and rich cultural history of these sacred sites through improved interpretation and cultural activities
- Improved and safe access to the iconic experiences of Jim Jim Falls and Twin Falls
- Safe swimming opportunities in spectacular surroundings.

The predominate target market for the Jim Jim and Twin Falls Precinct is the **Experience Seekers**.

Visitation targets for this precinct will be described in Version 2 of the Precinct Plan.

Jim Jim and Twin Falls Precinct with its magnificent gorges, escarpments and plunge pools will provide unique, rugged and spiritual experiences for travellers with an adventurous spirit, particularly small groups and independent travellers. Access is only via an unsealed road, 4WD tracks and walking tracks suitable for experienced travellers.

Current features, infrastructure and experiences

✓ Landscape

- Savanna woodlands
- Stone country
- Waterfalls and gorges.

✓ Wildlife

- Freshwater fish
- Freshwater crocodiles .

✓ Natural features (dry season only)

- Jim Jim Falls
- Jim Jim Billabong
- Twin Falls Gorge
- Bilkbilkmi (Graveside) Gorge
- Termite mounds.

✗ Heritage sites

✓ Campgrounds (dry season only)

- Karnamarr campground — managed campsite
- Bilkbilkmi (Graveside) Gorge campground — bush campsite (permit required).

✗ Accommodation, food and beverage, shops, visitor information

✓ Walking trails (dry season only)

- Barrk Marlam bushwalk
- Budjmi lookout walk
- Jim Jim plunge pool walk
- Twin Falls Gorge walk
- Twin Falls plateau walk.

✓ Access

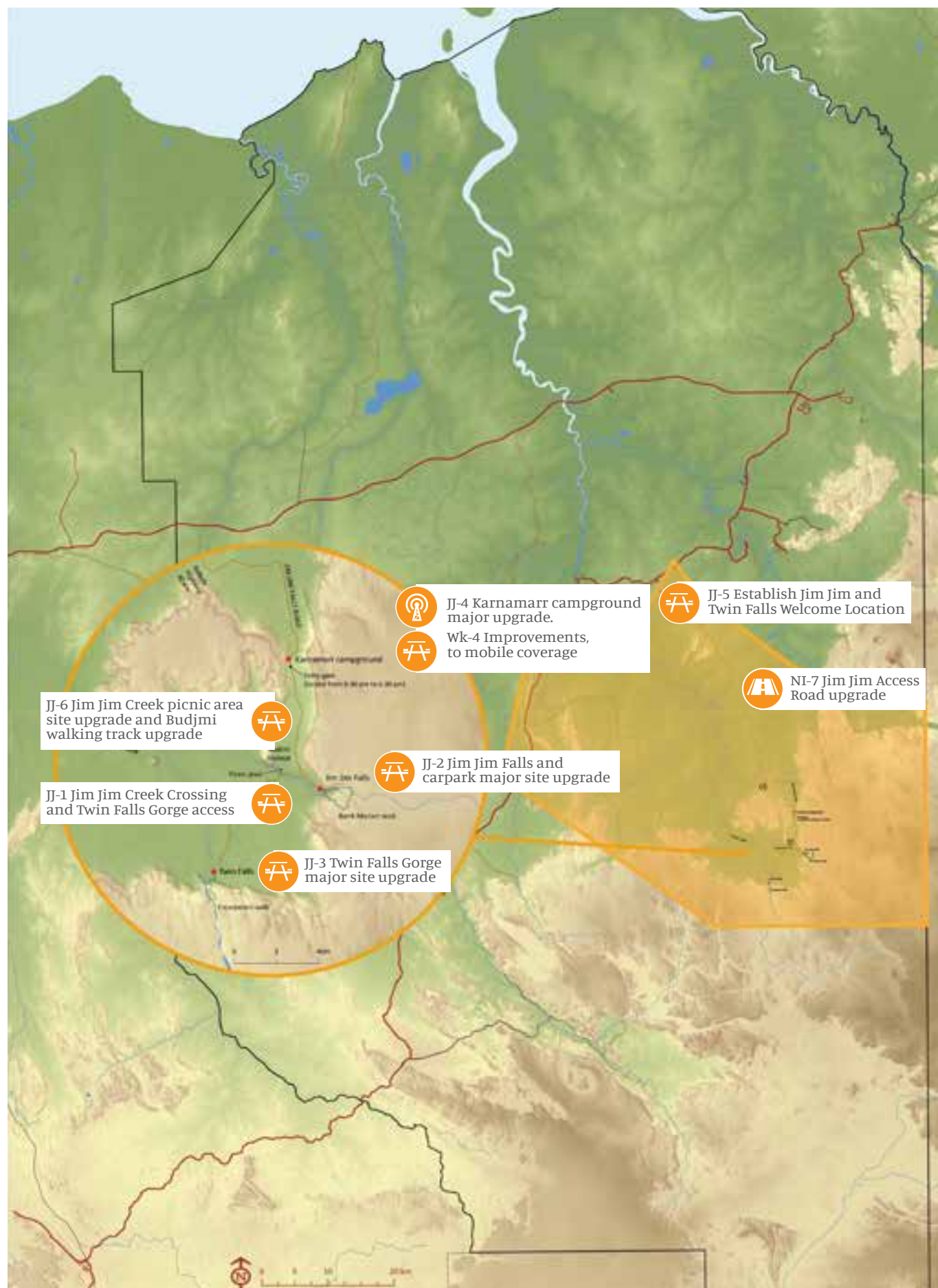
- 4WD only to Jim Jim Falls and Twin Falls
- Boat ramp at Jim Jim Billabong.

✓ Self-guided activities

✗ Ranger-guided activities

✓ Commercial tourism operators

- Boat cruises
- 4WD tours
- Adventure tours
- Air access providers.



Actions and opportunities

Interpretation

PRECINCT INTERPRETIVE THEME

'Rainbow Serpents travel across Kakadu and rest in plunge pools — these are ancient, sacred and spiritual places.'

PRECINCT WELCOME LOCATION

With visitors arriving to the Jim Jim and Twin Falls Precinct from both Jabiru and the south of Kakadu, the entrance to Jim Jim road presents the most logical precinct welcome location.

ACTION:

JJ-5 - Jim Jim and Twin Falls Welcome Location



Establish a Welcome Location for Jim Jim and Twin Falls Precinct at the entrance to Jim Jim Falls road:

- Establish a carparking area
- Install signage to welcome visitors and to highlight the features and safety of the precinct
- Provide contemporary interpretation to support the Kakadu-wide interpretation strategy.

Services Hub

Cooinda hub

A separate Services Hub is not yet proposed for the Jim Jim and Twin Falls Precinct as Cooinda is only 6 km from the Jim Jim road and it will contain all the facilities and services that the precinct needs.

Visitor experiences

ACTION:

NI-16 - New activities and expanded offerings

In Whole-of-Kakadu precinct plan



Extend the peak season and increase the visitor length of stay through supporting commercial operators and Bininj/Mungguy with the development of new activities.

Examples of new activities and offerings that could be delivered in the Jim Jim and Twin Falls Precinct include:

- Waterfall, gorge and escarpment viewing and interpretation with associated experiences such as guided walks and associated cultural activities
- Traditional owner guided walks of Jim Jim and Twin escarpment and gorges
- Walking and mountain biking trail experiences around Karnamarr campground and to Jim Jim carpark
- Improved educational and learning opportunities through interpretive activities and guided tours
- Authentic cultural activities led by Bininj.

WK-7 Kakadu Walking Strategy



Implement the recommendations in the Walking Strategy for Jim Jim and Twin Falls Precinct including improvements to existing short-day walks, potential new walks and approved bushwalking routes.

Visitor infrastructure

A range of new infrastructure and major upgrades to existing infrastructure have been identified to support growth in visitation to Jim Jim and Twin Falls Precinct. These new and upgraded facilities will provide opportunities for the development of new and enhanced experiences by Bininj/Mungguy and other businesses. This in turn will benefit visitors, traditional owners and the tourism industry. The infrastructure actions outlined below are those identified for the Jim Jim and Twin Falls Precinct.

ACTIONS:

JJ-1 - Jim Jim Creek Crossing and Twin Falls Gorge



Implement currently planned and committed works to:

- Improve vehicle access at Jim Jim Creek crossing to reopen Twin Falls
- Lengthen the pontoons/boardwalk to access Twin Falls and/or consider other access options.

JJ-2 - Jim Jim Falls and carpark



Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:

- Build new viewing platform at the bottom of Jim Jim Falls plunge pool
- Undertake improvements to the walking track between the carpark and the proposed viewing platform (potentially moving to higher ground)
- Improve the picnic area including provision of shade and picnic tables
- Replace the toilet facilities (with additional capacity) and associated essential services
- Ensure the carpark provides sufficient capacity for peak times
- Provide contemporary interpretation to support the Kakadu-wide interpretation strategy.

JJ-3 - Twin Falls Gorge



Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:

- Build viewing platforms at Twin Falls escarpment walk
- Build carpark and picnic area with visitor amenities and toilet facilities
- Investigate the reintroduction of swimming at Twin Falls plunge pool including any associated infrastructure
- Build glass bottom viewing decks on Twin Falls Creek (in conjunction with committed works to lengthen the pontoons/boardwalk to access and view Twin Falls)
- Provide contemporary interpretation to support the Kakadu-wide interpretation strategy.

JJ-4 - Karnamarr campground



In alignment with the Jim Jim and Twin Falls site plans, prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:

- Improve the toilet facilities (including hot water) and associated essential services
- Build new day walks from Karnamarr to lookout/s, Budjmi and other local sites
- Build walking trail/ mountain bike trail from the campground to Jim Jim Falls carpark
- Increase capacity of campground with potential for safari camp
- Provide enabling infrastructure for potential cafe/kiosk
- Provide contemporary interpretation to support the Kakadu-wide interpretation strategy.

New experience:

Viewing platform at Jim Jim Falls (see Action JJ-2)



The Opportunity

Develop a new visitor experience through the development of a new viewing platform at the end of the Jim Jim Falls plunge pool. The viewing platform will enable the site to be accessed earlier in the visitor season for exclusive tours delivered by a limited number of licenced commercial tour operators.

Action

Build a new viewing platform at the bottom of Jim Jim Falls plunge pool with associated interpretation to enhance the visitor experience.



JJ-6 - Jim Jim Creek picnic area, Budjmi to Twin Falls Gorge Crossing



Undertake upgrades at the site to improve visitor amenity, including:

- Replace the toilet facilities and associated essential services in a location closer to the picnic area
- Reposition picnic tables
- Relocate road access away from picnic area to reduce dust.

Enabling actions for private sector investment

Jim Jim and Twin Falls Precinct provides dramatic landscapes and spirituality, and there is opportunity for unique accommodation and experiences in the precinct to leverage this.

ACTIONS:

WK-2 - Private accommodation

In Whole-of-Kakadu precinct plan



Provide enabling works, where required, such as site clearance and preparation, base infrastructure.

NI-3 - EOI processes

In Whole-of-Kakadu precinct plan



Undertake the following EOI processes:

- Engage with industry to identify new visitor experience concepts including activities, sites and visitor infrastructure in consultation with traditional owners
- Engage with industry to develop private accommodation options for glamping / ecolodge / wellness retreats at various locations in Kakadu
- For refreshment kiosks at key attraction sites to improve food and beverage offerings such as food trucks, coffee carts, campground kiosks.

During stakeholder engagement on the Tourism Master Plan several innovative ideas were raised for the Jim Jim and Twin Falls Precinct:

- Glass bottomed viewing platforms and walkways
- Tropical summer helicopter tours to sites such as Jim Jim Falls and the Twin Falls escarpment (enabled under *Management plan* policy 10.4.11).

While these have not been identified as priorities under the Tourism Master Plan, they could be considered by private sector investors in the future.

Telecommunications

ACTION:

WK-4 - Telecommunications



Construct infrastructure for improving mobile coverage and providing wi-fi services at prioritised locations.

Priorities	Locations	Mobile coverage required	Wi-fi services
7	Jim Jim Falls at Karnamarr campground	Yes	Yes
14	Kakadu Highway	Yes	Not required

Road and access

ACTION:

NI-7 - Kakadu Roads Strategy



7.1 Support the Northern Territory Government to implement priority projects identified in the Kakadu Roads Strategy.

7.2 Identify and pursue additional funding opportunities to implement projects identified in the Kakadu Roads Strategy which are not yet funded.

The Roads Strategy identifies the following road upgrade in Jim Jim and Twin Falls Precinct:

- Upgrade Jim Jim Road.

Bininj/Mungguy and other business opportunities

Bininj and other business opportunities will be driven by the aspirations of each clan, family, business and individual and supported by the policy and infrastructure settings identified in the Tourism Master Plan.

Opportunities that may be facilitated in the precinct as a result of the identified infrastructure could include:

- Accommodation such as a safari camp at locations within the precinct
- Food truck or other food and beverage facilities at Karnamarr campground
- Provision of guided walks at various sites by Bininj/Mungguy
- Cultural workshops/activities at Karnamarr campground
- Exclusive tour operations/guided tours using new infrastructure e.g. viewing platforms
- Interpretative ranger program contracts
- Infrastructure, visitor site and road servicing/maintenance contracts
- Hospitality employment at Karnamarr campground
- Step-on guiding with tour operators visiting Jim Jim and Twin Falls (must have CDU Kakadu Knowledge for Tour Guides accreditation).

Revenue growth opportunities

Opportunities for park revenue growth as a result of the infrastructure and business opportunities within the Jim Jim and Twin Falls Precinct could include:

- Commercial sub-leases for accommodation
- Transitioning existing permits to licences for high value activities
- Permits and licences for new activities and businesses.



*"Discover Jawoyn
country's rich cultural
history, still being
written to this day."*

Precinct tagline

Precinct aim and context

Welcome visitors to Kakadu from southern regions and provide an opportunity to explore stone country and the rich Mungguy and non-Indigenous histories of Kakadu from ancient to recent times. This will be provided through:

- Access to stone country for self-exploration or guided activities all year round in areas such as Yurmikmik
- Opportunities to explore the unique history of two cultures, Bininj/Mungguy and European settlement through Heritage Trails across Kakadu, such as Callanans hut, Old Goodparla, and other historical sites related to mining and land rights
- Safe swimming and accessible adventure opportunities including the Gunlom plunge pool
- Improved opportunities to learn about the cultural stories of the Mary River region, such as the powerful creation ancestor Bolung and Bula and Sickness Country, through improved facilities and activities
- Increased accommodation options, including family friendly and high quality options.

The predominate target markets for the Mary River Precinct are the **Nature Valuer** and the **Experience Seekers**.

Visitation targets for this precinct will be described in Version 2 of the Precinct Plan. The Mary River Precinct will provide accessible adventure experiences to visitors in smaller groups and independent travellers. Access will predominantly be via unsealed roads and walking tracks suitable for families and where practicable, people with restricted mobility.

Current features, infrastructure and experiences

✓ Landscape

- Savanna woodlands
- Stone country
- Rivers and billabongs
- Southern hills and ridges.

✓ Wildlife

- Birdlife
- Freshwater crocodiles (Gunlom).

✓ Natural features

- Gunlom Falls, infinity pool and waterhole (dry season only)
- Maguk Falls
- Yurmikmik and Motor Car Falls
- Igoy marrwa lookout and rock holes (4WD essential for bottom rock hole)

- Ferny Gully — 4WD required
- Jarrangbarnmi (Koolpin Gorge, dry season only) — permit required
- Termite mounds.

✓ Heritage sites

- Callanans hut
- Old Goodparla
- Gimbat homestead picnic area (dry season only)
- El Sharana mining camp.

✓ Campgrounds

- Gungurul campground — bush campsite
- Gunlom campground — managed campsite
- Maguk campground — unmanaged campsite
- Jarrangbarnmi (Koolpin Gorge) campground (dry season only) — unmanaged campsite
- Kambolgie campground — bush campsite permit required.

✓ Accommodation, food and beverage, shops, visitor information

- Mary River Roadhouse
- Mary River ranger station, Information Bay.

✓ Walking trails

- Bukbukluk lookout walk
- Gunlom lookout walk
- Murill Billabong walk
- Maguk walk
- Gungurul lookout and river walk
- Jarrangbarnmi walk
- Igoy marrwa (upper rock holes) walk
- Yurmikmik walks — Boulder Creek walk, Yurmikmik lookout walk, Motor Car Falls, Kurrundie Creek walk (permit required for loop walk).

✓ Access

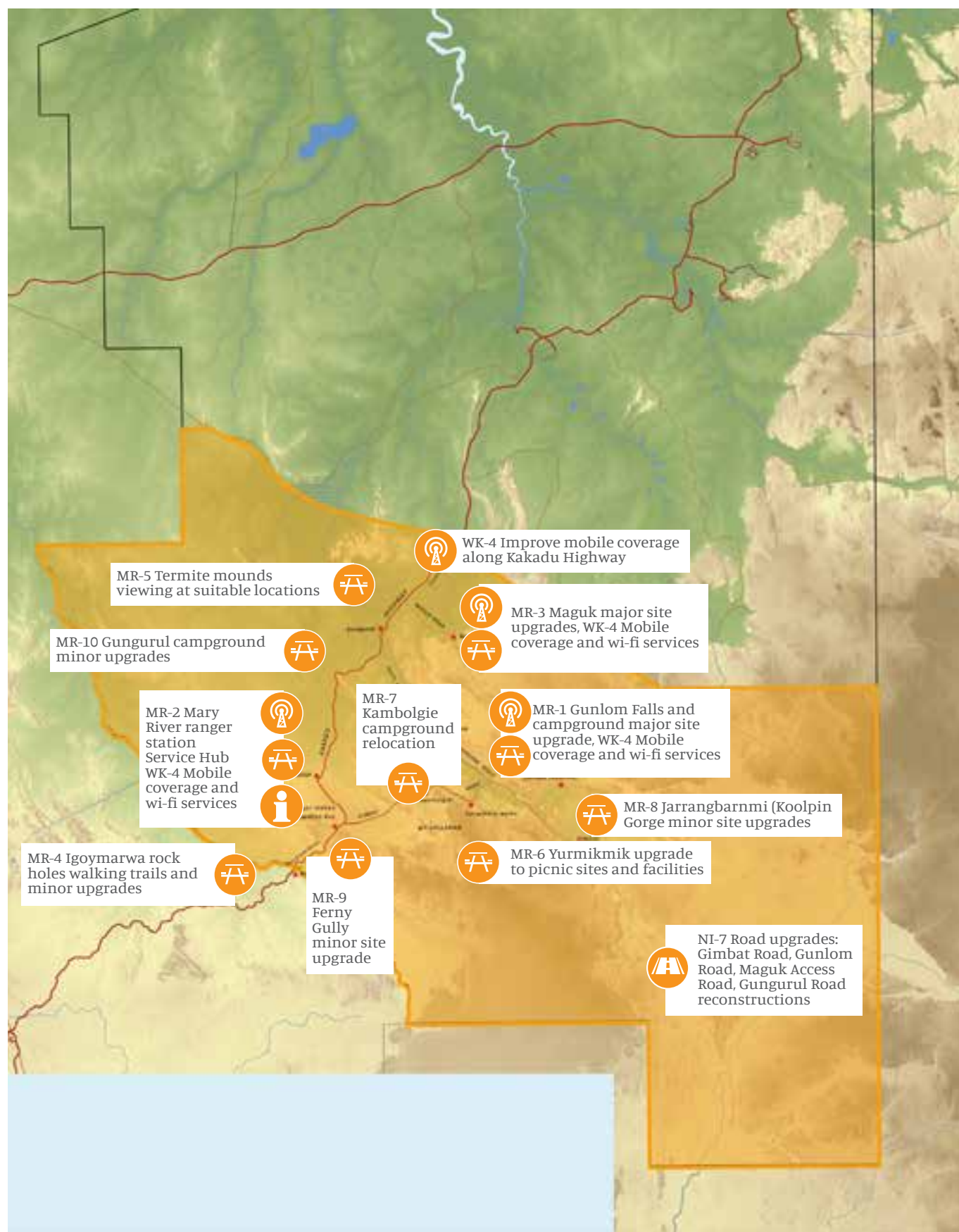
- 2WD access
- 4WD recommended at a number of locations.

✓ Self-guided activities

✓ Ranger-guided activities

- Reflecting on creation and history at Gunlom plunge pool
- Gunlom lookout guided walk
- Southern Kakadu Stories slideshow at Gunlom picnic area.

✓ Commercial tourism operators



Actions and opportunities

Interpretation

PRECINCT INTERPRETIVE THEME

'Jawoyn people maintain strong ties to their creation stories and recent history by living and working on country and in southern Kakadu.'

PRECINCT WELCOME LOCATION

With visitors arriving in the Mary River Precinct from both the northern parts of Kakadu and from outside the park from the south, Mary River ranger station hub presents the most logical precinct welcome location.

Services Hub

Mary River ranger station hub

The southern gateway into Kakadu and a hub providing a place to plan and book activities, with improved visitor information and interpretation for the southern end of Kakadu. The hub will include:

- Visitor information centre
- Cultural centre
- Potable water and waste services
- Wi-fi services
- Commercial operations
- Accommodation options.

ACTION:

MR-2 - Mary River ranger station hub



Prepare and implement a site plan to transform the Mary River ranger station into a Services Hub, including:

- Visitor facilities for park pass sales and Kakadu information
- Install 'how far to' signage as northern entrance information site
- Install new/additional toilet facilities and associated essential services
- Build walking trails with interpretation in the vicinity of the hub
- Provision of shade and picnic tables
- Ensure the carpark provides sufficient capacity for peak times
- Consider the need to build a storage facility to store artefacts from the Mary River region

- Provide facilities to support cultural activities (shade structures)
- Develop cultural centre facility
- Provide contemporary interpretation to support the Kakadu-wide interpretation strategy
- Provide potable water refill stations, dump points and (potentially) rubbish/recycling collection points.

Precinct cultural centre

A cultural centre facility will be considered at or near the Mary River ranger station as outlined under Action MR-2 - Mary River ranger station hub.

Visitor experiences

ACTION:

NI-16 - New activities and expanded offerings

In Whole-of-Kakadu precinct plan



Extend the peak season and increase the visitor length of stay through supporting commercial operators and Bininj/Mungguy with the development of new activities.

Examples of new activities and offerings that could be delivered in the Mary River Precinct include:

- Mountain bike trails
- Termite mound viewing
- Guided walks and associated cultural activities at various locations
- Traditional owner guided walks of Gunlom, Maguk or art sites near Mary River ranger station
- Heritage trail tours
- Improved educational and learning opportunities through interpretive activities and guided tours
- Authentic cultural activities led by Mungguy.

WK-7 Kakadu Walking Strategy



Implement the recommendations in the Walking Strategy for the Mary River Precinct including improvements to existing short-day walks, potential new walks and Kakadu bushwalks.

Visitor infrastructure

Each site will be allocated a visitor site classification in Version 2 of the Precinct Plan.

A range of new infrastructure and major upgrades to existing infrastructure have been identified to support growth in visitation to Mary River. These new and upgraded facilities will provide opportunities for the development of new and enhanced experiences by Bininj/Mungguy and other businesses. This in turn will benefit visitors, traditional owners and the tourism industry. The infrastructure actions outlined below are those identified for the Mary River Precinct.

ACTIONS:

MR-1 - Gunlom Falls and campground



Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:

- Replace the toilet and shower facilities and associated essential services
- Improve attractiveness of campground by irrigating to reduce dust
- Upgrade campground for student camps with separate kitchen, bathroom, communal seating area and fire pit or expand for caravan camp
- Provide enabling infrastructure for potential cafe/kiosk
- Provide contemporary interpretation to support the Kakadu-wide interpretation strategy.

MR-3 - Maguk



Prepare and implement a site plan, taking into consideration the carrying capacity of the site, to improve the visitor experience and achieve the precinct objectives and interpretation narrative, including:

- Improve toilet and shower facilities and associated essential services
- Consider relocating or expanding campground to a location less susceptible to flooding for earlier opening and ease of maintenance
- Improve the carpark and picnic area including provision of shade and picnic tables
- upgrade walking track

- install removable pontoons and decks on track to falls
- develop walking trail from campground to falls
- provide contemporary interpretation to support the Kakadu-wide interpretation strategy.

MR-4 - Igoymarrwa rock holes



Undertake upgrades at the site to improve the visitor experience, including:

- Build walking trails
- Provision of shade and picnic tables
- Upgrade signage
- Toilet facilities (if possible)
- Provide contemporary interpretation to support the Kakadu-wide interpretation strategy.

MR-6 - Yurmikmik (Boulder Creek)



Implement proposed site plans to transform Yurmikmik into two distinct picnic sites for year-round access, including:

- Build new toilet facilities and associated essential services
- Redevelop carpark area with shading and picnic tables
- Build new pedestrian bridge
- Build barriers to Kurrundie Creek (a sensitive area) to prevent visitors without required permit accessing the area
- Reopen Yurmikmik walking tracks (Butterfly Gorge) after considering environmental and cultural impacts
- Provide contemporary interpretation to support the Kakadu-wide interpretation strategy.

MR-7 - Kambolgie campground



Implement proposed site plans to transform Kambolgie into a base for caravan parking in the Mary River Precinct, including relocating the campground away from sensitive sites.

MR-8 - Jarrangbarnmi (Koolpin Gorge)



Undertake upgrades at the site, taking into consideration the carrying capacity of the site, to improve the visitor experience in alignment with the precinct objectives, including:

- Minor upgrades to Jarrangbarnmi campground
- Upgrade the walking track for visitor safety.

MR-9 - Ferny Gully



Undertake upgrades at the site, taking into consideration the carrying capacity of the site, to improve the visitor experience in alignment with the precinct objectives, including:

- Improve the walking trail
- Build a day visitor carpark
- Toilet facilities (if possible).

MR-10 - Gungurul campground



Undertake upgrades at the site, to improve the visitor experience in alignment with the precinct objectives, including:

- Provision of additional shade infrastructure and picnic tables
- Develop interpretation signage for associated walks.

New Experience:

MR-5 — Mary River Precinct termite mounds Years 1-3



The Opportunity

Develop a new visitor attraction aimed at providing visitors with a safe and environmentally sensitive opportunity to view the magnificent termite mounds of Mary River. Supporting infrastructure should provide access for the mobility impaired and be aimed at a broad cross section of visitors, from families to people with mobility requirements.

Action

Provide safe viewing location(s) of termite mounds in the Mary River region including a carpark, trail/boardwalk and interpretive signage.

Case study: Magnetic termite mound viewing area

Litchfield National Park showcases the majesty of the magnetic termite mounds for visitors with a boardwalk with associated carparking. This is a safe and accessible way to view the mounds while protecting the mounds from disturbance and damage.



Enabling actions for private sector investment

Mary River Precinct provides accessible adventure experiences to visitors, and there is opportunity for unique accommodation and experiences in the precinct to leverage this.

ACTIONS:

WK-2 - Private accommodation

In Whole-of-Kakadu precinct plan



Provide enabling works, where required, such as site clearance and preparation, base infrastructure.

NI-3 - EOI processes

In Whole-of-Kakadu precinct plan



Undertake the following EOI processes:

- Engage with industry to identify new visitor experience concepts including activities, sites and visitor infrastructure in consultation with traditional owners
- Engage with industry to develop private accommodation options for glamping / ecolodge / wellness retreats at various locations in Kakadu
- For the use of the following underutilised campgrounds for commercial operations:
 - Gungural
- For refreshment kiosks at key attraction sites to improve food and beverage offerings such as food trucks, coffee carts, campground kiosks.

During stakeholder engagement on the Tourism Master Plan several innovative ideas were raised for the Mary River Precinct:

- Develop a café at or near the Mary River ranger station as part of the services hub
- Five star accommodation that includes swimming pools
- Night photography experiences
- Iconic guided walk from say Nitmiluk to Jim Jim through Gunlom and Maguk
- Quad biking around Jarrangbarnmi (Koolpin Gorge) and Gimbat picnic area using repurposed trails.

While these have not been identified as priorities under the Tourism Master Plan, they could be considered by private sector investors in the future.

Telecommunications

ACTION:

WK-4 - Telecommunications



Construct infrastructure for improving mobile coverage and providing wi-fi services at prioritised locations.

Priorities	Locations	Mobile coverage required	Wi-fi services
2	Mary River ranger station hub	Yes	Yes
10	Gunlom Falls	Yes	Yes
11	Maguk	Yes	Yes
14	Kakadu Highway	Yes	Not required

Road and access

ACTION:

NI-7 - Kakadu Roads Strategy



7.1 Support the Northern Territory Government to implement priority projects identified in the Kakadu Roads Strategy.

7.2 Identify and pursue additional funding opportunities to implement projects identified in the Kakadu Roads Strategy which are not yet funded.

The Roads Strategy identifies the following road upgrades in Mary River Precinct:

- Upgrades to Maguk Road
- Upgrades to Gunlom Road
- Upgrades to Gimbat Road
- Reconstruct pavement and reseal Gungurul Road.

Bininj/Mungguy and other business opportunities

Bininj/Mungguy and other business opportunities will be driven by the aspirations of each clan, family, business and individual and supported by the policy and infrastructure settings identified in the Tourism Master Plan. Opportunities that may be facilitated in the Mary River Precinct as a result of the identified infrastructure could include:

- Accommodation at or near the Mary River ranger station hub
- Food truck or other food and beverage facilities
- Provision of guided walks and cultural workshops
- Managing or sub-leasing Gungurul campground
- Tour operations/guided tours using new/upgraded infrastructure e.g. mountain bike trails, 4WD trails, termite mound viewing
- Interpretative ranger program contracts
- Infrastructure, visitor site and road servicing/maintenance contracts
- Delivery of events
- Hospitality, retail and visitor centre employment at Mary River accommodation and ranger station services hub
- Step-on guiding with tour operators visiting Gunlom and heritage trail sites (must have CDU Kakadu Knowledge for Tour Guides accreditation)
- Aboriginal art sales at the new cultural centre.

Revenue growth opportunities

Opportunities for park revenue growth as a result of the infrastructure and business opportunities within the Mary Precinct could include:

- Commercial sub-leases for accommodation
- Transitioning existing permits to licences for high value activities
- Permits and licences for new activities and businesses.



Credit: Parks Australia



Appendices

Appendices

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Appendix A • Glossary

Throughout this plan the following terms are used within a Kakadu context:

AAPA means the Aboriginal Areas Protection Authority established under the *Northern Territory Aboriginal Sacred Sites Act* and includes any agency that may succeed to its functions under the Act.

Aboriginal means a person who is a member of the Aboriginal race of Australia.

Aboriginal land means land held by an Aboriginal Land Trust for an estate in fee simple under the *Aboriginal Land Rights Northern Territory Act 1976*.

Aboriginal tourism means all tourism businesses and their partners who incorporate an Aboriginal cultural experience in a manner that is authentic, accredited, respectful, and true to the Aboriginal culture being presented. These tourism businesses may be owned and/or operated by Aboriginal people. They may include non-Aboriginal tourism businesses, who provide legitimate Aboriginal cultural experiences or support the provision of these experiences.

Aboriginal tradition means the body of traditions, observances, customs and beliefs of Aboriginals generally or of a particular group of Aboriginals; and includes those traditions, observances, customs and beliefs as applied in relation to particular persons, sites, areas of Kakadu National Park, things and relationships.

Action means activities that will be undertaken during the life of the plan that assist in the delivery of outcomes.

Australian Government means the Government of the Commonwealth of Australia.

Balanda means non-Indigenous/non-Aboriginal people.

Bininj/Mungguy means the traditional Aboriginal owners of land in the park (within the meaning of the *Aboriginal Land Rights (Northern Territory) Act 1976*), and other Aboriginals entitled by Aboriginal tradition to use or occupy land in the park - whether or not the traditional entitlement is qualified as to place, time, circumstance, purpose or permission. Note: *Bininj* is a Kunwinjku and Kundjeymi word, pronounced 'bin-ing'. This word is similar to the English word 'man' and can mean man, male, person or Aboriginal people, depending on the context. Other languages in Kakadu National Park have other words with these meanings - for example the Jawoyn word is *Mungguy* and the Limilngan word is *Murlugan*. In this plan, the words *Bininj/Mungguy* are used to refer to Aboriginal people who have rights and interests in relation to Kakadu National Park.

Board of Management or Board means the Board of Management established for the park under the EPBC Act.

Bonn Convention means the Convention on the Conservation of Migratory Species of Wild Animals.

CAMBA means the Agreement between the Government of Australia and the Government of the People's Republic of China for the Protection of Migratory Birds and their Environment.

Carrying capacity means the number of people who can visit a specific site at one time given resource constraints and without environmental or cultural degradation.

Commercial activity means the carrying out of an activity with intent of a reward — i.e. money, merchandise or services — or the possibility of future reward - if done for financial reward or commercial gain, under contract or consignment for another person, and/or with a view to being sold or hired out, or for promotion/advertising of a product or service.

Commercial Lease means an agreement between the Director of National Parks and a business where the business seeks the exclusive use of an area to support the delivery of an experience and/or security of tenure for capital investment including the development of low key and low impact infrastructure.

Commercial License means an agreement between the Director of National Parks and a business for conducting commercial operations in Kakadu. A license agreement is used where exclusive or restricted right is to be granted to operate a commercial tourism operation that is limited by type, location, number of operators or specific operator/product. In addition to general license conditions, commercial licenses include activity and site-specific conditions. Different licenses are required for different commercial activities within the park.

Commonwealth reserve means a reserve established under Division 4 of Part 15 of the EPBC Act.

COVID-19 is the highly infectious respiratory illness caused by a form of coronavirus. The outbreak of COVID-19 was first reported in China in December 2019 and subsequently resulted in a global health pandemic that infected millions of people worldwide in 2020. It caused many countries (including Australia) to close international and state/regional borders, and implement localised lock downs and aggressive social restriction measures to stop the spread of the virus.

Cultural centre means a centre with the purpose of interpreting Aboriginal cultures, languages and histories through exhibitions, displays, storytelling and delivery of cultural activities.

Cultural tourism means the subset of tourism concerned with a traveller's engagement with a country or region's culture, specifically the lifestyle of the people in those geographical areas, the history of those people, their art, architecture, religion, and other elements that helped shape their way of life.

Department of the Environment means the Australian Government Department responsible for the administration of the EPBC Act.

Director means the Director of National Parks under s.514A of the EPBC Act, and includes Parks Australia and any person to whom the Director has delegated powers and functions under the EPBC Act in relation to Kakadu National Park.

Djang site means Bininj/Mungguy dreaming places — these places represent belief systems and are powerful and sacred.

Dry Season means a regular period of prolonged dry weather.

Enabling processes means to encourage additional private sector investment in Kakadu through actions of the public sector.

EPBC Act means the *Environment Protection and Biodiversity Conservation Act 1999*, including Regulations under the Act, and includes reference to any Act amending, repealing or replacing the EPBC Act.

EPBC Regulations or the Regulations means the Environment Protection and Biodiversity Conservation Regulations 2000 and includes reference to any Regulations amending, repealing or replacing the EPBC Regulations.

ERA means Energy Resources Australia.

ERISS means the Environmental Research Institute of the Supervising Scientist.

Feral animal/species means a domestic animal that has escaped into the wild and now lives there; in this plan it also includes wild populations of non-native animals.

Indicator means the measures that will be used to indicate the level of achievement of the outcomes. Collectively, indicators should demonstrate achievement of the outcome and objective.

JAMBA means the Agreement between the Government of Australia and the Government of Japan for the Protection of Migratory Birds and Birds in Danger of Extinction and their Environment.

Jawoyn means an old aboriginal language spoken by just a couple of Jawoyn people in southern Kakadu/Katherine region.

JKL means Jabiru Kabolkmakmen, a representative group to form an innovative approach between the Northern Territory Government and Gundjeihmi Aboriginal Corporation to provide services that progress the repurposing of Jabiru from a mining town to an Indigenous led tourism and government service centre for Kakadu National Park and the West Arnhem region.

Joint Management means a legal arrangement based on land ownership by Aboriginal people who lease land back to the Territory/State under negotiated conditions. Kakadu is jointly managed by the traditional Aboriginal owners and the Director of National Parks.

Kakadu National Park or Kakadu means the area that was declared as a park by that name under the NPWC Act and continues as a Commonwealth reserve under the EPBC Act by the *Environmental Reform (Consequential Provisions) Act 1999*.

KPI means Key Performance Indicator.

KTCC means the Kakadu Tourism Consultative Committee.

Kundjeymi means an Aboriginal language spoken by a small group of people in central Kakadu.

Kunwinjku means the most widely-spoken language in the Kakadu/West Arnhem Land region in the current day.

Land Rights Act means the *Aboriginal Land Rights (Northern Territory) Act 1976*.

Lease agreements means lease agreements between Aboriginal Land Trusts and the Director in respect of Aboriginal land in the park.

Management plan means the Kakadu National Park Management Plan.

Mining operations means mining operations as defined by the EPBC Act.

Minister means the Minister administering the EPBC Act.

NLC means the Northern Land Council.

NT means the Northern Territory of Australia.

NTASS Act means the *Northern Territory Aboriginal Sacred Sites Act 1989*.

NTFRS means the Northern Territory Fire and Rescue Service.

Objective means the aim or goal for a section of the plan. Objectives are directly associated with the conservation and management of the values of the park.

Outcome means the measurable benefit sought from the achievement of the actions. The delivery of outcomes contributes to the achievement of objectives.

Park or the park means the area that was declared as a Kakadu National Park under the NPWC Act and continues as a Commonwealth reserve under the EPBC Act by the *Environmental Reform (Consequential Provisions) Act 1999*.

Parks Australia means the part of the Department of the Environment that assists the Director in performing the Director's functions under the EPBC Act.

Performance indicator means the measures that will be used to measure progress towards the delivery of outcomes.

Performance measure means the metric or measure used for measuring the level of performance of a performance indicator.

Permit means an official document giving someone authorisation to do something. A commercial tourism activity will require a permit if it is a routine or standard activity in/to areas of reserves that are generally open to the public without a limit on numbers.

Policy means statements in the plan that prescribe how a matter will be dealt with during the life of the plan. Policies will often include the 'rules' of the park, indicating what activities will be allowed or permitted and how park management will respond if a situation occurs. Policies assist in the delivery of outcomes.

Precinct plan means an operational document that plans for the provision of visitor facilities and services within a defined geographical setting that has interrelated sites, attractions and visitor experiences.

Priority area means an identified area within the park that is a priority for management and/or monitoring.

Priority site means an identified site within the park that is a priority for management and/or monitoring.

Ramsar Convention means the Convention on Wetlands of International Importance.

Region means the visitor-facing term used for Visitor Precinct.

Ride means to ride a non-motorised vehicle such as a pedal-powered bicycle.

Rock face means a cliff face or sheer rock face.

ROKAMBA means the Agreement between the Government of Australia and the Government of the Republic of Korea for the Protection of Migratory Birds and their Environment.

Sacred site means a site that is sacred to Aboriginals or is otherwise of significance according to Aboriginal tradition, and includes any land that, under a law of the Northern Territory, is declared to be sacred to Aboriginals or of significance according to Aboriginal tradition.

Sacred Sites Act means the *Northern Territory Aboriginal Sacred Sites Act 1989*.

Significant species means species that are listed as threatened (under the EPBC Act, TPWC Act or the IUCN Red List of Threatened Species), are endemic to the Kakadu region, have particular cultural value or are of conservation concern for other reasons (declining, fire sensitive); they may also be a good indicator of other species.

Shoulder season means the travel period between peak and off-peak seasons.

Special-interest / niche sectors and markets means a group of people with a shared interest, specific area of knowledge or special demand for particular experiences.

Stakeholder means a person, group or organisation that has interest or concern in, is affected by or can affect the management of the park.

Strategy means a form of operational strategy, plan or document that assists in the implementation of this Tourism Master Plan.

SWOT Analysis means a strengths, weaknesses, opportunities and threats analysis.

Target means a specific and measurable goal that the Tourism Master Plan aims to achieve.

Target market means a particular sub-set of tourists at which an experience or activity is aimed.

Thematic interpretation means methods of communicating ideas and feelings which help people enrich their understanding and appreciation of the natural and cultural world and their role within it.

Track for walking or riding means a track for walking or riding that has been provided by the Director in accordance with EPBC sub-regulation 12.55(2).

Top End means the geographical region encompassing the northernmost section of the Northern Territory.

Tourism NT means the Northern Territory Government agency responsible for tourism.

Traditional owner means the traditional Aboriginal owners of land in the park as defined in the *Land Rights Act*.

Tropical summer means the time of year in a tropical climate (summer) when most of the region's average annual rainfall occurs (monsoon season).

Value or park values means the attributes of a park or reserve that are fundamental to the reserve's purpose and significance.

Vehicle access road means a road in a Commonwealth reserve that:

- (a) is a sealed road; and
- (b) does not have a sign displayed on or near it indicating that it is prohibited to use motor vehicles on the road at that time.

Vehicle access track means a road in a Commonwealth reserve that:

- (a) is an unsealed road; and
- (b) has a sign, erected by the Director, with the words 'Vehicle Access Track' displayed at the point or points where motor vehicles would normally access the track; and
- (c) has no signs displayed on the track indicating that it is prohibited to use motor vehicles on the track at that time.

Visitor Centre means a centre with the purpose of conveying tourist information and services to visitors about Kakadu or a particular Visitor Precinct.

Visitor Precinct means a defined geographic area of Kakadu. There are eight Visitor Precincts within Kakadu and each has unique natural and cultural values, different types and levels of tourism-related experiences and all have a defined purpose and objectives. Precinct is a management term.

Weed means a plant considered undesirable, unattractive, or troublesome, especially one that grows where it is not wanted and often grows or spreads fast or takes the place of desired plants.

Wildlife means native plants and animals.

World Heritage Convention means the Convention Concerning the Protection of the World Cultural and Natural Heritage.

Appendix B . Strategic alignment and governance

The Tourism Master Plan has been developed to align with key strategies, plans, objectives and priorities at a national, territory, regional and local level, and will also inform the development or implementation of various other plans and strategies into the future.



A Shared Tourism Vision for Kakadu National Park, 2005, Australian and Northern Territory Government

The Board released the *Shared Tourism Vision* in 2005, to provide guidance on positioning Kakadu as a unique destination to its target markets and ensuring ongoing benefits to Bininj/Mungguy through increased focus on park management,

tourism development and facilitation. In addition to the vision establishment, this Tourism Master Plan supports a number of recommendations outlined in the paper. The vision and guiding principles have been reviewed and consulted on to assess their relevance in today's environment.

Kakadu Regional Destination Management Plan, Northern Territory Government

The Northern Territory Government is developing Regional Destination Management Plans (RDMPs) for seven regions across the Northern Territory, as business plans for building and managing the visitor economy, and to guide regional stakeholders in management and investment decisions within the destination.

Three RDMPs have been released, and a Kakadu RDMP is also planned. The Tourism Master Plan aims to inform or align with the development of the Kakadu RDMP, particularly in consideration of experience development and key enablers.

Strategic plans for Kakadu and Jabiru



Jabiru Master Plan 2018-2028, Gundjeihmi Aboriginal Corporation

The *Jabiru Master Plan* is a strategic document that outlines the Gundjeihmi Aboriginal Corporation's vision and goals for Jabiru to become “a world leading ecologically sustainable, economically and socially vibrant community where traditional Aboriginal culture, all people and the natural environment

flourishes”. The Tourism Master Plan will complement and support the Jabiru Master Plan goals. The Gundjeihmi Aboriginal Corporation and the Northern Territory Government are currently undertaking additional planning for Jabiru which may replace some actions outlined in the Jabiru Master Plan.



Kakadu National Park Tourism Master Plan 2009—2014, Australian Government

The 2009—2014 *Tourism Master Plan* provided a strategic framework to promote sustainable tourism that is culturally appropriate and provides guidance on planning and managing tourism activities targeted at key visitor markets, through offering unique activities

at each of Kakadu's precincts. While now out of date, and to be superseded by this Tourism Master Plan, it provides valuable insights on previous target markets, and the historical strengths and weaknesses of Kakadu.



Jabiru Business Case 2018, Northern Territory Government

The *Jabiru Business Case* supports the *Jabiru Master Plan* to repurpose Jabiru from a mining to a tourism destination. The *Jabiru Business Case* relates to the imminent closure of the Ranger Uranium Mine, and the corresponding termination of the township lease which was

imposed by the Australian Government and built by ERA and the Northern Territory Government 40 years ago.

The key findings of the *Jabiru Business Case* extend to the whole of Kakadu National Park, discussing the strong international brand awareness of Kakadu despite declining visitation due to increased competition and the lack of year-round access.

Opportunities identified by the *Jabiru Business Case* include:

- Tourism development — World Heritage Interpretive Centre, improved access to key sites in Kakadu
- Local services development — Education Precinct, Bininj Resource Centre
- Innovation — Introduction of renewable electricity production, technology to croc-proof Lake Jabiru, technology initiatives to assist with training and education
- Marketing — The Six Season Campaign, 101 things to do in Jabiru/Kakadu, product packaging, linking to other key destinations in the region
- Urban design — town layout, link to Education Precinct and Lakeside Tourism Precinct
- Landscape design — Lake Jabiru Tourism Precinct, Bininj/Mungguy worldview of plants and animals.

In addition to the strategic and planning documents above, in 2019, the Northern Territory Government engaged Ernst and Young to develop a *Jabiru Implementation Plan*. While the *Jabiru Implementation Plan* has not yet been published, the *Tourism Master Plan* and the *Jabiru Implementation Plan* will be aligned, and key projects/opportunities from the *Jabiru Implementation Plan* be reflected in the *Tourism Master Plan Action Plan*.

Closure of the Ranger Uranium Mine and the Mine Closure Plan, Australian Government and ERA

The Ranger Uranium Mine is subject to Commonwealth environmental requirements (ERs) during operation, closure and rehabilitation, as set out in the *Environmental Requirements of the Commonwealth of Australia for the Operations of the Ranger Uranium Mine*. This document dictates that the activities of ERA on the Ranger Project Area (RPA) must not impact upon the values, attributes and ecosystem health of Kakadu National Park, nor the health of the regional community.

In accordance with current operational approvals, all mining and processing activities at the Ranger Uranium Mine must cease by 2021 and all decommission works, including revegetation of the site, must be completed by January 2026.

Consistent with Northern Territory regulatory arrangements, ERA has developed the closure criteria for the mine in its *Ranger Mine Closure Plan*, which outlines the progressive rehabilitation to meet environmental obligations by 2026. The ERs specify that the RPA needs to be returned to a state in which it could be incorporated into Kakadu National Park. A decision on the incorporation of the site into Kakadu will be made by the relevant authority and may not eventuate until sometime after closure. The use of the final landform by traditional owners will be determined through detailed consultation with traditional owners.

Another key asset in the RPA is the Jabiru airport, which currently caters for light aircraft that provide tourist flights, medical services and fly-in-fly-out (FIFO) services from Darwin. At the time of developing the *Mine Closure Plan*, no decision had been reached regarding the long term future of the airport, but that the potential closure of the Jabiru airport may impact tourism, regional charters and other users.

Park ownership and management

Kakadu National Park Board of Management

Kakadu is jointly managed by Bininj/Mungguy traditional owners and the Director via the Board, with both parties having statutory and non-statutory obligations.

The Board was established in 1989 and the majority of Board members must be nominated by the traditional owners of Kakadu. The 10 Bininj/Mungguy represented

on the Board covers the geographic spread of Aboriginal people within the Kakadu region as well as the major language groups, and the Board has determined that the Chairperson be appointed from the Aboriginal members of the Board. The Board has the functions of preparing the *Management plan* with the Director, making decisions concerning implementation of the plan (including allocation of resources and setting priorities), monitoring management of Kakadu and providing advice to the Minister on all aspects regarding future development of Kakadu.

Kakadu National Park Management Plan 2016-2026, the EPBC Act and Regulations

The *Kakadu National Park Management Plan 2006-2016* establishes the strategic direction and framework to manage, protect and conserve Kakadu's natural and cultural values. The *Management plan* states that tourism will be managed in accordance with the plan and the *Shared Vision for Tourism* principles, and sets priorities for allocation of available resources to generate and sustain tourism and recreational opportunities.

Kakadu is one of 19 World Heritage areas in Australia, included on the National Heritage List established under the EPBC Act. Part of the Act requires that the Director and the Board prepare management plans for the Commonwealth reserve. In particular, the EPBC Act and Regulations control, or allow the Director to control, a range of activities in Commonwealth reserves.

Specific management guidelines have also been introduced for some visitor destinations, including setting limits on the number of visitors or commercial tourism operators' access. Under the EPBC Act, commercial operations can only be carried on in accordance with the *Management plan*, and operators must satisfy the outlined requirements to be granted a lease, sublease or licence to use or occupy land in Kakadu, specified in the Section 10.8 of the *Management plan*.

Kakadu park lease

The lease between the three Aboriginal Land Trusts (Jabiluka, Kakadu and Gunlom) to the Director extends from 1978 to 2078.²⁹ The leasing of Aboriginal Land³⁰ means that alignment is required with the *Aboriginal Land Rights (Northern Territory) Act 1976*, and Kakadu is proclaimed as Commonwealth reserve under the EPBC Act.

Under the lease, the Director must manage the day-to-day relationships between Bininj/Mungguy, Parks Australia staff and the Board. Other key obligations placed on the Director to protect the interests and culture of the traditional owners must continue to be considered when delivering infrastructure and activities in Kakadu. These are outlined in Table 10.

29 Director of National Parks. Kakadu National Park Management Plan 2016 - 2026

30 The entire park is managed as if all land in Kakadu is Aboriginal Land, despite a certain percentage of land is still under claim (Ngombur, Alligator River Area 3, Kakadu Region), for the purpose of a unified approach to managing Kakadu.

TABLE 10: DIRECTOR’S KEY OBLIGATIONS AS LESSEE UNDER ITS PARK LEASES

Jabiluka Aboriginal Land Trust	Kakadu Aboriginal Land Trust	Gunlom Aboriginal Land Trust
(2) Reservations of Traditional Rights to Use and Occupy		
(7) Financial Arrangements, including payments of annual rent, set % of revenue and receipts to the Northern Land Council on behalf of the Lessor		
(25) Restrictions on access		
(4) In respect of the parts of the Leased Area which are sacred sites registered under the <i>Northern Territory Aboriginal Sacred Sites Act 1989</i> the Lessee shall not permit access by the public nor carry out works (without) prior written permission of the Land Council which may only be given after the Land Council has consulted the Traditional Aboriginal Owners of ‘Sickness Country’ and is satisfied that they as a group consent.		
(5) In respect of the parts of the Leased Area, the Lessee shall, in so far as practicable, restrict entry by members of the public to those persons who have obtained prior written permission from the Lessee.		



Credit: Parks Australia

Director of National Parks Corporate Plan 2019–2023, Australian Government

The *Director of National Parks Corporate Plan 2019–2023* outlines Parks Australia's key purpose measured by three performance criteria.

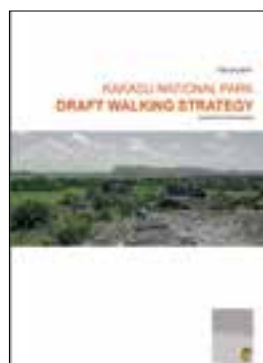
TABLE 11: PERFORMANCE CRITERIA

Purpose	Performance criteria
Protect, conserve and enhance the values of Commonwealth reserves for the use and well-being of all Australians	1: Sustainable use and enjoyment of Commonwealth reserves by the Australian and international community
	2: Opportunities and threats to natural and cultural values are effectively managed for all Australians
	3: Partnerships with traditional owners and/or other stakeholders enhance the management of Commonwealth reserves for all Australians

Related Kakadu plans and projects

Kakadu National Park Walking Strategy, Australian Government

The Strategy provides the basis for a consistent and



sustainable approach to the planning, development, management and promotion of walking opportunities within Kakadu. It recognises both issues and opportunities for bushwalking on Aboriginal Land, and contains recommendations for improving the planning and management of walking activities in Kakadu. To date Kakadu has implemented

upgrades at some key walking tracks and requires additional resourcing to roll-out on a Kakadu-wide level. The Tourism Master Plan seeks to support the implementation of this strategy where possible, such as improved access, visitor education, safety and compliance systems, and investigating opportunities for Aboriginal enterprises associated with walking activities.

Kakadu Signage Project, Australian Government

The Kakadu Signage Project 2009 to 2020 delivered new-look and upgraded regulatory, safety and directional signage across Kakadu.

Mary River Precinct Visitor Experience Plan 2014 and Development Plan 2016, and the Draft Jim Jim/Twin Falls Visitor Experience Plan 2014, Australian Government



The two Visitor Experience Plans provide detailed frameworks under the 2009–2014 Tourism Master Plan for managing and investing in visitor experiences, services and infrastructure in the precincts consistent with the wishes of the traditional owners. The plans provide recommendations to improve current offerings, broaden and transform visitor experience through new opportunities to be explored (including partnerships), business and employment opportunities, visitor management issues and risks.

Northern Territory Aboriginal Tourism Strategy 2020–2030, Northern Territory Government

The *Aboriginal Tourism Strategy* is part of the *Turbocharging Tourism* initiative, a commitment by the Northern Territory Government. The strategy outlines a vision to “turn the Territory into the nation's undeniable leader in Aboriginal tourism experiences”.

Development of this Tourism Master Plan has considered how to drive sustainability through considering contemporary Aboriginal tourism opportunities. It will encourage the involvement of Bininj/Mungguy, stimulate the economic activity, increase employment opportunities and create meaningful social benefit in the long term.



Tourism Industry Strategy 2030, Northern Territory Government

The Northern Territory Government has launched, the Northern Territory's *Tourism 2030 Industry Strategy*, through an industry-led, co-owned and co-developed process. The strategy sets out the strategic direction for industry development over



Northern Territory Aboriginal Affairs Strategy, Northern Territory Government

The *Everyone Together Aboriginal Affairs Strategy 2019–2029* will influence all tourism and economic development strategies and plans in the Northern Territory. The strategy provides direction for the Northern Territory Government

TABLE 12: DIRECTOR'S KEY OBLIGATIONS AS LESSEE UNDER ITS PARK LEASES

Jabiluka Aboriginal Land Trust

The Tourism Master Plan will support the Northern Territory's *Tourism Industry Strategy 2030* in growing tourism in the Northern Territory to ensure it is

Kakadu Aboriginal Land Trust

Gunlom Aboriginal Land Trust

(2) Reservations of Traditional Rights to Use and Occupy supply of tourism products, local services, access and

on how it engages with Aboriginal Territorians to support community as Aboriginal provision includes the development of genuine partnerships and ensuring that Aboriginal Territorians take a lead role in decision-making in matters that involve them.

(7) Financial matters that meet the expectations of identified target markets, with the aim to "build industry resilience, productivity and quality".

An important part of the Tourism Master Plan development is to identify opportunities for Bininj/Munggy in Kakadu and address any barriers to these opportunities.

(25) Restrictions on access

(4) In respect of the parts of the Leased Area which are sacred sites registered under the *Northern Territory Aboriginal Sacred Sites Act 1989* [and are illustrated by Figure 19], the Lessee shall not permit access by the public nor carry out works [without] prior written permission of the Traditional Aboriginal Owners of 'Sickness Country' and is satisfied that they as a group consent.

The Northern Territory Government shall only be given after the Land Council has consulted the Traditional Aboriginal Owners of 'Sickness Country' and is satisfied that they as a group consent.

(5) In respect of the parts of the Leased Area, the Lessee shall, in so far as practicable, restrict entry by members of the public to those persons who have obtained prior written permission from the Lessee.



Northern Territory Economic Development Strategy, Northern Territory Government

The Northern Territory Government released its *Economic Development Strategy* as a roadmap to ensure a strong foundation for growth and a strong economy for all Territorians. The strategy details the priorities and direction, the

industries that will drive future growth opportunities across the Northern Territory, and the enabling factors and conditions that will accelerate economic development and jobs growth.

In particular, Kakadu is mentioned as a key visitor attraction in the Northern Territory as part of the priority opportunities in the tourism sector, along with Uluru-Kata Tjuta National Park. The strategy noted there are opportunities to better leverage these parks as places for recreation and conservation, and contribute to the Northern Territory's economic development through tourism-related business and employment opportunities.

This Tourism Master Plan aims to leverage the opportunities and support provided by the Northern Territory Government, working closely to ensure the Tourism Master Plan aligns with the strategy.

Appendix C • SWOT Analysis

Introduction

A Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis was conducted to determine the internal and external factors affecting tourism visitation to Kakadu National Park.

Key strengths, weaknesses, opportunities and threats

The following analysis has considered the key challenges and opportunities for growing tourism in Kakadu.

Strengths

UNESCO World Heritage area

Kakadu's inclusion on the World Heritage List under the World Heritage Convention recognises both the natural and cultural heritage values of Kakadu and is one of only 39 World Heritage areas listed internationally, and one of only four in Australia, with a 'dual' listing for both natural and cultural heritage.³¹ This provides context for potential visitors and is a recognisable descriptor for visitors seeking a spectacular natural and cultural experience. It implies a level of environmental protection and stringent management practices that reflect the global significance of Kakadu. Kakadu is recognised internationally for its rock art and archaeological sites, which record a living cultural tradition that is present in the region today.³² The natural environment in Kakadu is renowned for its exceptional beauty and unique biodiversity, providing a refuge for a great diversity of native species and a number of endemic plants and animals.³³

Diverse range of ecosystems

Kakadu's World Heritage-listed landscapes change dramatically from one end of Kakadu to the other. Kakadu's diverse range of environmental landscapes lend themselves to a range of different activities and attractions, making it appealing to a variety of visitors. The diversity of scenery

promotes return and extended visitation, as visitors are encouraged to experience Kakadu in its entirety. Kakadu offers the following environmental landscapes, each with their own attractors:³⁴

- Savanna Woodlands
- Monsoon vine forests
- Southern hills and ridges
- Stone country
- Tidal flats, mangroves, and coastline
- Floodplains, rivers, and billabongs.

Rich cultural history and connections

Kakadu is the traditional home for Bininj/Mungguy peoples. With continuous occupation for over 65,000 years, they represent the oldest culture in the world. Kakadu is an internationally significant cultural landscape inscribed with the signs of an ancient and continuing Bininj and Mungguy presence, where they have the opportunity to live and maintain their culture to pass on to future generations.

Kakadu protects a rich assemblage of Bininj and Mungguy cultural sites, including sacred and ceremonial sites.

Kakadu includes a variety of historic sites that tell the story of Kakadu's important history, and represent a way of life and use of country that no longer exist. Stone country protects one of the world's greatest concentrations of rock art sites, estimated to range in age from more than 20,000 years to the recent past, and constituting one of the longest historical records of any group of people in the world. It is suggested over 15,000 rock art sites exist, of which around 5,000 have been documented. Among the highest rated activities are Ubirr and Maguk Gorge as well as the iconic Jim Jim waterfall.³⁵ Travellers also frequently mention the great abundance of wildlife and diverse fauna.

A rich 'contact history' period also exists in Kakadu, showcasing Aboriginal and non-Indigenous contact and trade, pastoralism, mining, buffalo hunting, missionaries and World War II histories of the area.

31 UNESCO (2019). World Heritage List. Accessed at <https://whc.unesco.org/en/list/?&type=mixed>

32 Australian Government, Director of National Parks (2016). Kakadu National Park Management Plan

33 Australian Government, Director of National Parks (2016). Kakadu National Park Management Plan

34 Australian Government, Department of Environment and Energy (2019). Kakadu National Park, Natural Environment, Landscapes. Accessed at <https://www.environment.gov.au/topics/national-parks/kakadu-national-park/natural-environment/landscapes>

35 Trip Advisor

Iconic Australian landscape offering a breadth of activities

The variety and breadth of activities makes Kakadu relevant to a wide audience, ranging from children to experienced trekkers, as well as a range of travel budgets.

Domestic visitors stay in the Kakadu Arnhem region longer (4.6 days)³⁶ than the average domestic traveller (3.5 days),³⁷ which indicates that visitors to Kakadu stay longer and want to experience more of the region. The variety of different activities such as bush walks, fishing, cultural activities, scenic flights and water cruises is a contributor to people staying longer and is often mentioned as a reason for travellers to revisit Kakadu.

The Seasonal Interpretive Rangers are also important to the overall Kakadu experience (confirmed by the visitor survey performed in 2017-2018). Park Rangers and tour guides are often mentioned by name in reviews as they provide travellers with an opportunity to immerse themselves in the culture and history of the area in a personalised and authentic way. In any future strategy for Kakadu, staff and rangers should play a significant role in driving satisfaction and return visitation.

Overall, Kakadu is rated highly among visitors and offers a truly special experience for the majority, driven by the stunning physical location and scenery of the iconic Australian landscape.

Weaknesses

Seasonal access restrictions

Kakadu has six seasons, observed by the traditional owners related to skies, rainfall, plants and animals. Peak visitation occurs during Australia's winter months (June to August), with visitation ramping up and tapering off in the shoulder seasons. Each season has different attractions for Kakadu visitors however, some areas of Kakadu are closed due to flooding during the wet tropical summer. The damage and safety issues caused by flooding have negatively impacted the attraction of Kakadu.

Opening times for two major attractions, Jim Jim and Twin falls, and many others, are impacted by several variables including the length and extent of the preceding tropical summer, the amount of floodwater damage to the access road, the depth of the Jim Jim Creek crossing (for access to Twin Falls) and the time it takes to survey and remove estuarine crocodiles. Given the iconic status of these sites, visitor satisfaction can be negatively impacted if Jim Jim Falls and Twin Falls are not open. Some potential visitors interpret the closure of these sites as the closure of the entire park and, as a result, do not visit Kakadu at all.³⁸

92.6% of visitors surveyed stated that driving, in their own car or hire car, was their mode of travel to Kakadu and an additional 4.5% travelled to Kakadu in an organised tour.³⁹ Hence, tourism relies heavily on the high level of access provided by the Arnhem Highway, the Kakadu Highway and Oenpelli Road which together form the three main sealed corridors in Kakadu.

Seasonality results in short 'tourist season'

Existing businesses find it difficult to achieve adequate returns on investment in the short peak season, which can contribute to or result in a lack of willingness to invest in infrastructure in Kakadu. Part of the strategy for Kakadu moving forward should consider how to better communicate changes caused by the seasons and associated impacts on the activities in Kakadu. Industry and operators are seeking certainty around attractions and their opening times and without improved accessibility to key sites, they may choose to exit Kakadu entirely. Increasing visitation from higher yielding international and domestic markets will be hard to achieve without these improvements.⁴⁰

³⁶ Tourism NT (2018). Tourism NT Regional Profile — Kakadu Arnhem. Accessed at <https://www.tourismnt.com.au/system/files/uploads/files/2020/kakadu-and-arnhem-land-regional-report-ye-june-2016-2018.pdf>

³⁷ Tourism Research Australia (2019). Travel by Australians - YE September 2019. Accessed at <https://www.tra.gov.au/data-and-research>

³⁸ Australian Government, Parks Australia. Visitor Experience Plan Jim Jim/Twin Falls Precinct — Draft Internal Document

³⁹ Australian Government, Parks Australia (2020). Kakadu National Park — Visitor Survey 2019 Report

⁴⁰ Stafford Strategy 2018. Jabiru Business Case.

History of park planning with limited funding for implementation

Over the past 15 years, there have been numerous plans, strategies and initiatives to support the management and sustainable growth of tourism in Kakadu and in the Northern Territory more broadly. Execution of these plans and strategies has been inconsistent, due to limited available resources for funding implementation, particularly for infrastructure.

The majority of ongoing investment over the past decade has included general 'spruce up' projects, such as new park furniture, upgrades to walking tracks, car parks and signage. However, accessibility improvements such as major road upgrades and outcomes from seasonal marketing have not been successfully achieved.

A decade after the previous Kakadu Tourism Master Plan was published, there are a number of challenges remaining, such as:⁴¹

- Limited promotion of 'six season' opportunities
- Limited promotion of tropical summer activities
- Undersupply of cultural activities for visitors
- Undersupply of mid to high-end accommodation with cultural activities
- Dated infrastructure
- Road corridors lacking in experience and presentation.

Outdated mobile applications and limited telecommunications in Kakadu

Kakadu provides visitors with three different applications (apps) - *Kakadu National Park*, *Kakadu Visitor Guide* and *Kakadu Birds*. Generally, consumers are using fewer individual apps in preference of content which is easily accessible via mobile browser.

While technology is constantly changing, a future strategy should consider the role of the apps, if they can be merged (a lot of content duplication across apps), and if a website is better suited to host the content and reduce resources spent on maintaining and updating the app and focus on content which is better suited to, or necessitates its own app, e.g. Maps.

Telecommunications coverage and wi-fi access is limited within Kakadu. Mobile coverage is available in Jabiru, South Alligator and Yellow Water and some private accommodation offers wi-fi to guests. However, there is currently limited or no wi-fi or mobile coverage at the majority of fee-paying campgrounds. This affects visitor's ability to navigate around the park, communicate and is also a perceived safety concern for potential visitors.

Opportunities

Aboriginal seasonal calendar

Many visitors to Kakadu, particularly international visitors, can be unfamiliar with the climate in Australia's tropical north. While traditional dry and tropical summers are easy to understand, there are advantages and disadvantages of travelling to Kakadu at any time of year.

Kakadu's traditional owners recognise five to six seasons in different parts of Kakadu. The transitions between seasons are marked by subtle variations in the weather, plants in flower, and the bush foods that are most abundant. Each season has different attractions for Kakadu visitors.

Currently, the low/wet and shoulder seasons in Kakadu are not attractive to the majority of visitors. The potential exists to use seasonal changes as a unique selling point for encouraging greater numbers of visitors to travel to Kakadu in the low and shoulder periods. Other opportunities outside of peak season, some of which are already implemented, include seasonal food tourism, birdwatching, fishing, art shows and special events. When natural attractors are not accessible, food events and festivals, such as *A Taste of Kakadu*, are an alternate tourism product for the region.

Activating the wet and shoulder seasons is dependent on, and will require, a significant marketing and communication campaigns. Changing the marketing images to match the season is necessary, alongside promotion of scenic aerial tours to view the falls in the tropical summer. Safe access to Kakadu during these periods will also be required as well as new infrastructure and seasonal activities.

⁴¹ Australian Government. Kakadu National Park Tourism Master Plan 2009-2014

International demand for Aboriginal cultural activities

There is significant opportunity to increase awareness and understanding of the oldest continuous culture on earth. This has been identified as a key reason people visit Kakadu. In the 2018 Kakadu visitor survey, 79.5% of respondents stated that the availability of Indigenous activities was *very likely or somewhat likely* to make them want to visit Kakadu.⁴² It is recognised that there are currently less than 500 Bininj/Mungguy living in Kakadu, which is disproportionate to the thousands of visitors who visit Kakadu each year and may present challenges for visitor demand and supply.

The survey respondents call for opportunities to experience Aboriginal culture more deeply. This includes the ability to attend and participate in a broad range of culture-based activities such as ceremonies (where appropriate whilst protecting Indigenous culture and privacy), events, demonstrations, talks, and workshops on bush tucker, bush medicine, Aboriginal land and wildlife management, music, art and other aspects of Aboriginal life. Comments also suggest that visitors would welcome upgrades to the way that information about Aboriginal culture is presented. Improving interpretive signage, collateral, and telecommunication availability will assist with this demand.

Greater cultural activities will provide visitors with an opportunity to immerse themselves in local culture and provide a clear distinction from other national parks in Australia. It is also important that new activities consider the development of local areas and other Aboriginal heritage sites (e.g. Nitmuluk and Uluru) to ensure Kakadu provides unique activities based on the local clans and traditions. It is important that cultural activities are available for a range of budget and group sizes.

Increase training and development of Aboriginal community in cultural tourism experience delivery

There is increasing demand for authentic and immersive cultural activities within Kakadu. Most Bininj/Mungguy see tourism as important to keeping culture strong, to provide economic independence for future generations, and to ensure jobs for their children.⁴³

The guiding principles of the *Shared Vision for Tourism* clearly identify the need to ensure that the development of tourism in Kakadu provides social and economic benefits to Bininj/Mungguy. There are several dynamic and successful tourism enterprises currently being operated by Bininj/Mungguy, and the development of new facilities and tour operations can build on these successes.

Bininj/Mungguy are enthusiastic to work in the tourism industry and there is demand for cultural activities, however, this raises the issue of capacity in terms of the number of Bininj and Mungguy who are trained in tourism, and capacity for engagement by Bininj/Mungguy in tourism.⁴⁴

To achieve sustainable outcomes, Bininj/Mungguy and Aboriginal corporations must be supported in identifying and developing opportunities. Partnerships between traditional owners, the Director, and the private sector to develop businesses within Kakadu will be a catalyst for improving the capability of the Bininj/Mungguy, particularly after the closure of the Ranger Uranium Mine. Achieving the right balance between tourism and a respect for Aboriginal responsibility, use, and culture is essential if the values and integrity of Kakadu are to be maintained.⁴⁵

Revitalise Jabiru to encourage new visitation to the region

Jabiru is located in the north-east of Kakadu, built on Mirarr country. The town was established to provide housing for people directly or indirectly associated with uranium mining in the Alligator Rivers Region. From the mid-1980s it played a key role as a services hub for the tourism industry and visitors, who use it as a base from which to explore the region, and more recently as a regional administrative centre.

⁴² Australian Government, Director of National Parks 2020. *Kakadu National Park Visitor Survey 2019 Report*

⁴³ Australian and Northern Territory Government. *A Shared Tourism Vision for Kakadu National Park 2005*

⁴⁴ Australian Government. *Kakadu National Park Tourism Masterplan 2009-2014*

⁴⁵ Australian Government, Director of National Parks 2016. *Kakadu National Park Management Plan*

Closure of the Ranger Uranium Mine presents an opportunity to leverage Jabiru's location within Kakadu, revitalising the town into a nationally and internationally recognised tourism destination. Despite being located within the Kakadu World Heritage area, the 'mining town' image has previously devalued ecotourism and environmental activities in the Jabiru area. In addition to this, there have been capacity constraints in accommodation, as FIFO miners have filled hotel rooms. Removing the mining town image and opening up capacity for visitors has the potential to increase attraction and drive tourism demand within the region.

The Australian and Northern Territory Government's *2018–2028 Jabiru Masterplan* documents the aim to develop the town into a tourism hub by providing the opportunity for new tourism and infrastructure investment. Investment in Jabiru will fundamentally transform the town into a nationally and internationally recognised tourism destination that has the potential to increase visitation levels and expenditure in Kakadu.

The plan proposes the construction of an Aboriginal-led World Heritage Visitor Centre, significant road upgrades, new tourism infrastructure, and the remediation of Jabiru. The plan also proposes the removal of crocodiles from Lake Jabiru to offer year-round swimming.⁴⁶ Implementation of the *Jabiru Masterplan* offers the potential to transform the town into a modern services hub for Kakadu, attracting high value travellers. A dedicated Implementation Plan for Jabiru is being developed concurrently to the Tourism Master Plan, signalling the Northern Territory Government and the Director's commitment to revitalising the town.

In the transition to tourism, it is essential that tangible benefits are delivered to Bininj/Mungguy. In the process of improving and repurposing Jabiru, the Director and the Northern Territory Government can encourage and support the development of tourism-related businesses, increasing employment and training opportunities for residents.

Marketing and bundling activities to increase length of stay and spend

The strategy for Kakadu should consider the integration of experiences from arrival into Kakadu, to check-in at accommodation, restaurants, transport, signage, apps and tours, and the standard of signature attractions, to ensure every step of the journey is incorporated.

Self-drive is currently the preferred travel option for visitors to Kakadu — a shift from 43.9% in 2016⁴⁷ to 92.6% in 2019⁴⁸ travelling to Kakadu by car only. There is potential to increase the spend per self-drive visitor, by increasing communication about guided tours and activities, and the 'added' value they provide to the overall experience. This can help increase revenue per visitor and contribute to a more positive experience of Kakadu. More cultural activities and offerings will play a key role, as these require knowledge of the local area and unique traditions that visitors cannot experience anywhere else. Development of a broader range of private and high-quality accommodation options will also create potential for increasing the length of stay.

The opportunity to encourage visitors to stay longer in Kakadu and take more tours will increase spend per visitor. This may be encouraged by offering accommodation/tour deals or long-stay promotions - especially out of peak season.

⁴⁶ Northern Territory Department of Treasury and Finance 2019. Northern Territory Economy, Tourism. Accessed at <https://nteconomy.nt.gov.au/industry-analysis/tourism>

⁴⁷ Australian Government, Director of National Parks 2017. Kakadu National Park Visitor Survey 2016: Summary report

⁴⁸ Australian Government, Director of National Parks 2020. Kakadu National Park Visitor Survey Interim Report



Improve branding and marketing

A brand refresh for Kakadu was completed in 2018. The brand positioning statement is:

'Kakadu is a 65,000 year old living landscape, shaped by the seasons. This World Heritage site offers a deep spiritual richness and spectacular beauty which combine to stimulate the senses and stir the soul.'⁴⁹

Many national parks and cultural regions adopt claims that separate them from their competitors e.g. 'The world's oldest tropical rainforest' (Daintree) and 'Land of the giants' (Chobe). These claims or 'tag lines' clearly tell the visitors the uniqueness of the region in a short and simple message. Currently, Kakadu does not have a brand claim or tag line to entice potential visitors to find out more. It is recommended that Kakadu has an outward facing tag line that encapsulates the regions history, beautiful nature, and sense of connection.

The refreshed brand has been introduced into the marketing of Kakadu, however, it will take some time to embed, particularly through commercial tourism operator marketing. This positioning statement could be complemented by a shorter brand claim or tag line.

Enhance consumer e-touch points

The website has an abundance of detail and information which first time visitors might find overwhelming. Adding personalisation to the site through both demographic-led activities (e.g. family friendly itinerary) or activity led (e.g. culture immersion) might improve the user journey. This can either be done when entering the site, or by promoting specific interest-driven itineraries. Currently, these are positioned further down on the landing page, making it difficult to get to the desired information.

There is an opportunity to capture more detail during the email marketing sign-up and pass park purchase stage. Currently, only email addresses are registered. Adding name, interests (e.g. trekking), priorities (e.g. value for money) will provide the opportunity to share more targeted information with visitors. This should be applied on a 'test-and-learn' approach to ensure the additional detail does not deter the user's willingness to sign up to the newsletter.

User generated content creates high engagement on Kakadu social platforms and there is huge opportunity to utilise this more. This could be through influencers, visitor's social profiles (e.g. encourage sharing and tagging of Kakadu), Northern Territory tourism profiles, and staff engagement.

Increasing use of Instagram stories will enable Parks Australia to capture and catalogue activities and allow potential visitors to discover more about the key activities Kakadu has to offer.

⁴⁹ Australian Government 2018. Brand Identity Style Guide



Credit: Parks Australia

Threats

Competing parks in the Northern Territory and Australia

Over the last 20 years, the level of competition from other destinations in the Northern Territory has increased considerably, with Uluru-Kata Tjuta National Park World Heritage area and Litchfield National Park (amongst others) significantly growing in visitation as Kakadu plateaued.⁵⁰

There is some competitive pressure from Litchfield National Park, which is managed by Northern Territory Parks and Wildlife Commission, and which had more than 331,300 visitors in 2018.⁵¹ Litchfield offers similar activities to Kakadu, such as waterfalls, walking trails, swimming, camping and 4WD tracks. However, Litchfield National Park is easily accessible as a day visit experience from Darwin compared to Kakadu and does not offer any cultural experiences unlike Kakadu.⁵² Uluru-Kata Tjuta National Park is also managed by the Director, and in 2018-2019 welcomed approximately 395,000 visitors — a 20% increase from the previous financial year because the Uluru climb was closing in 2019.⁵³ Direct flights to Uluru airport have enabled greater access and increased visitor numbers.⁵⁴ The international attraction of Uluru, luxury hotels and the celebrated 'Field of Light' exhibition by Bruce Munro are differentiators for Uluru-Kata Tjuta National Park and cannot be experienced in other parks. There is potential for Kakadu to capture visitors looking for soft adventure now that the climb has closed at Uluru.

Constraints on commercial operations

Environmental risks are ongoing and unavoidable, and must be managed appropriately by the Director, traditional owners and commercial tourism operators. There are significant challenges surrounding the protection of the natural environment that must be considered if Kakadu is to increase tourism and sustainably manage a growing number of visitors. Sites and visitors require ongoing management to ensure environmental and cultural assets are protected and can be maintained for future generations.

To encourage investment within Kakadu and increase visitation, the Director could consider providing incentives, removing commercial risks and supporting opportunities for private investors. Assistance with environmental approvals, site selection and infrastructure could attract innovative tourism products to Kakadu while maintaining Territory and federal oversight of environmental and cultural effects of tourism in Kakadu. Development of traditional owner capability and the revitalisation of Jabiru will improve and diversify commercial opportunities in Kakadu.

Increased commercial activity in Kakadu also provides the opportunity for a proportion of revenue generated to be shared with traditional owners (as per lease requirements), and to offset the costs associated with the sustainment and improvement of infrastructure and facilities in Kakadu.

⁵⁰ Stafford Strategy (2018). Jabiru Business Case

⁵¹ Northern Territory Government: Department of Tourism, Sport and Culture (2020). Park visitor data. Accessed at <https://dtsc.nt.gov.au/parks-and-wildlife-commission/parks-and-wildlife-statistics-and-research/park-visitor-data>

⁵² Gundjeihmi Aboriginal Corporation (2018). 2018-2028 Jabiru Masterplan

⁵³ This figure may be affected by increased demand prior to the Uluru climb closure, which took place in late 2019. Visitor numbers have since decreased.

⁵⁴ Mackay, M., The New Daily (2019). Uluru climb closure will not hurt visitor numbers: Parks Australia. Accessed at <https://thenewdaily.com.au/news/state/nt/2019/07/16/uluru-closure-visitor-numbers/>

Appendix D . Outcomes to date

Kakadu National Park Tourism Master Plan 2009–2014

Since the launch of the *Kakadu National Park Tourism Master Plan 2009–2014*, substantial progress has been made against its strategic priorities. An audit was conducted in 2019 to determine the implementation and outcomes of the action items from the previous

Tourism Master Plan, as well as other relevant plans developed by the Director for implementation in Kakadu. Table 12 outlines the findings of the audit, and discusses performance against these strategies and plans.

TABLE 12: OUTCOMES TO DATE SUMMARY — KAKADU NATIONAL PARK TOURISM MASTER PLAN 2009–2014

Action	Outcomes
TOURISM OPPORTUNITIES	
Options for engagement by traditional owners, facilitate partnership opportunities with park management and commercial tourism operators	<ul style="list-style-type: none"> • Employment, training, working on country opportunities through Kakadu Indigenous Ranger Program (KIRP), apprenticeships and park employment • Licences introduced requiring support of traditional owners through business partnerships/support, employment of in-kind support • The commercial tourism licence agreements include requirements for Bininj/Mungguy engagement, assessments on performance are carried out annually • Njanjma Rangers contracted to deliver guided walks and talks in the East Alligator (Erre) region • Injalak Arts contracted to deliver arts and craft activities as part of the seasonal interpretive ranger program.
Increase the range of cultural activities offered across Kakadu	<ul style="list-style-type: none"> • Additional cultural activities included in the seasonal interpretive ranger program • <i>A Taste of Kakadu</i> event commenced in 2017 showcasing Aboriginal food and culture • Hawk Dreaming became 100% Aboriginal-owned and operated by Djabulukgu • More events, tours and cultural activities developed.
Increase number of attractions in all seasons	<ul style="list-style-type: none"> • Shoulder season events introduced — <i>A Taste of Kakadu</i> in May and Bird Week in October • Ranger-guided activities have been extended to mid-November, weather and access-permitted.
Identification of precincts and hubs in Kakadu as key planning tools	<ul style="list-style-type: none"> • Precinct planning framework has been adopted for Jim Jim and Twin falls region, and Mary River region • Precincts form the basis of the layout of information in visitor guides, website, signs, access reports etc.
Increase length of stay and visitation	<ul style="list-style-type: none"> • Average length of stay increased from 2.5 nights in 2009 to 3.5 nights in 2019 • An increase of 7% in visitors between 2015 and 2019.
Improve visitor accommodation and provide a range of options to match the visitor market	<ul style="list-style-type: none"> • Apart from expansions at existing private visitor accommodation, there has been no significant investment in new private visitor accommodation • Seasonal glamping at Cooinda Lodge became available • Kakadu Billabong Safari Camp was upgraded and reopened in 2018 • Two potential sites were identified for eco-lodge style accommodation and safari camps in the Mary River Precinct Development Plan.
Interpretation along corridors to enhance travelling experience	<ul style="list-style-type: none"> • Directional, regulatory and safety signage replacement complete • New Kakadu entry statements and information signs completed in 2016. • Interpretive sign upgrades underway

Action	Outcomes
FUNDING	
Funding future tourism development options	<ul style="list-style-type: none"> Commercial tourism licences introduced in 2013 for exclusive and restricted activities with tailored fee structure Introduction of education services fee for school groups in 2014 Kakadu entry fees introduced in 2010 and revised in 2016.
SUSTAINABILITY	
Environmental sustainability	<ul style="list-style-type: none"> Permit and licence holders are encouraged to join environmental accreditation programs <i>Management plan</i> requires all activities proposed in Kakadu be assessed for potential environmental and cultural impacts before decision to proceed is made Kakadu Knowledge for Tour Guides accreditation includes minimal impact techniques.
Cultural sustainability	<ul style="list-style-type: none"> <i>A Taste of Kakadu</i> and Bird Week events support new Bininj/Mungguy businesses and individuals to deliver activities Seasonal interpretive ranger program provides multiple activities by Bininj/Mungguy organisations and individuals.
Economic sustainability	<ul style="list-style-type: none"> New commercial products in Kakadu created by commercial tourism operators Other revenue sourced through camping fees, park passes, event ticket sales, tourism permit and licences, educational activities, merchandise sales and filming movies in Kakadu.
Accreditation and standards	<ul style="list-style-type: none"> Special permits transitioned to five year licences in 2014, there are more than 30 licences in place for safari camps, overnight bushwalking tours, chartered fishing tours etc 3-year permits introduced in 2013 and available to accredited commercial tour operators Visitor survey used to evaluate performance.
VISITOR EXPERIENCE	
Developing visitor experience and live interpretation	<ul style="list-style-type: none"> Kakadu Brand roll-out since 2009, including latest refresh in 2018 and visitor collateral in 2019 Customer personas developed in 2016 to broaden from one (Experience Seekers) to four target market groups More representation of Bininj/Mungguy engagement in cultural activity than verbal interpretation, while some commercial tourism operators employ interpreters as guides.
PLANNING AND MANAGEMENT	
Strategic framework	<ul style="list-style-type: none"> Draft <i>Jim Jim and Twin Falls Visitor Experience Plan 2014</i> completed <i>Mary River Visitor Experience Plan 2015</i> and <i>Precinct Development Plan 2016</i> completed.
Roads	<ul style="list-style-type: none"> Upgrades to 4WD track beyond Karnamarr campground and Jim Jim Creek crossing Resealing the East Alligator (Erre) boat ramp and South Alligator picnic area New carpark at Jim Jim Falls Repairs and stabilisation of Gunlom Road and the Two Mile Hole/ Four Mile Hole Road.
Walking tracks and bushwalking	<ul style="list-style-type: none"> <i>Walking strategy</i> development completed in 2016 <i>Walking track manual</i> and <i>Bushwalking guidelines</i> developed Priority walking track upgrades at Ubirr, Burrungkuy (Nourlangie) and Gunlom Sacred site clearance and new booking system with approved routes required for safer experience.
Swimming	<ul style="list-style-type: none"> Consistent messaging about swimming and crocodile safety rolled out on website, signage and during ranger talks etc.

Mary River Precinct Visitor Experience Plan 2014 and Development Plan 2016, and the Draft Jim Jim/ Twin Falls Visitor Experience Plan 2014

These plans provide recommendations to improve Kakadu's offerings and to broaden and transform visitor experience. Some of the key developments since the completion of the Mary River Precinct plans include:

- Gunlom walking track upgrade commenced, implemented as part of the *Walking strategy* and based on the *Kakadu walking track manual*
- Yurmikmik is currently in design phase for upgrades to walking track, bridge, carpark with new toilet amenities
- Other key infrastructure upgrades have been considered in this Tourism Master Plan, including upgrades to Kambolgie campground, and a heritage trail that involves Callanans hut, Ferny Gully and Old Goodparla homestead.

The Draft *Jim Jim/Twin Falls Visitor Experience Plan 2014* has informed a number of actions in this Tourism Master Plan, including upgrades to Karnamarr campground, and upgrades to the Jim Jim Falls picnic area and plunge pool as well as the *Mary River Precinct Development Plan 2016*.

Key achievements

Kakadu won the award for Major Tourist Attraction in the Northern Territory Brolga Awards in 2011, 2016 and 2017, and gold at the Australian Tourism Awards in 2017. These awards are now used in promoting Kakadu more broadly.

Parks Australia has provided greater interpretation, signage and visitor information over the last few years. This includes:

- A \$1.8 million project to replace and install new signs through Kakadu
- Visitor website launched in 2013
- Kakadu Bird App and Visitor App launched in 2012 and 2014 respectively.

This Tourism Master Plan takes into account these achievements to date, and includes a Monitoring and Evaluation Plan, building on the previous plans and providing guidance for future development and investment within Kakadu.

Appendix E . Potential impact of infrastructure options

Environmental values

World heritage property

Kakadu is listed on the World Heritage List for both natural and cultural criterion. Kakadu represents significant ongoing ecological and biological processes and is directly associated with living traditions that are considered of outstanding universal significance.

Wetlands of International Importance (Ramsar)

Ramsar site status encompasses the entire Kakadu National Park. Straddling the western edge of the Arnhem Land Plateau, Kakadu has seen scarp retreat and lowland erosion form a diverse landscape of escarpment, gorges and waterfalls, valleys and extensive floodplains. The Ramsar site is comprised of two large river system catchments and associated mosaic of continuous wetlands.

National heritage property

Kakadu is on Australia's list of natural, historic and Indigenous places of outstanding significance to the nation. It is one of 15 World Heritage places included in the National Heritage List under the EPBC Act. The region is extremely important to Aboriginal people and is the largest national park in Australia preserving the greatest variety of ecosystems on the continent.

Listed Threatened Ecological Communities

There is one Threatened Ecological Community (TEC) listed as potentially occurring within Kakadu, the Arnhem Plateau Sandstone Shrubland Complex. This ecological community is a type of shrubland that contains a naturally large proportion of *obligate-seeder taxa*, or species that recover after disturbance, for example, germination by seed after fire. The community is listed as endangered under the EPBC Act.

Listed threatened species

There are 48 endangered, threatened or near threatened species under the EPBC Act listed as potentially occurring in Kakadu.

Listed migratory species

There are 52 listed migratory species potentially occurring within Kakadu. This includes 17 migratory wetland species. Migratory species are often subject to international agreements including the *Bonn Convention*, *Ramsar*, *China-Australia Migratory Bird Agreement (CAMBA)*, *Republic of Korea-Australia Migratory Bird Agreement (ROKMBA)*, *Japan-Australia Migratory Bird Agreement (JAMBA)* etc.

Nationally important wetlands

There are three Nationally Important Wetlands within Kakadu:

- Kakadu National Park — significant given the diversity, the flora and fauna they support, and their ongoing importance to the traditional owners of the area
- Mary Floodplain System — it is considered significant as a major floodplain-tidal wetland system typical of the Top End Region, and is unusual in lacking a coherent river channel or major river estuary
- Murgarella-Cooper Floodplain System — it is considered significant as a floodplain-tidal wetland system of the Top End Region, with relatively low volume of freshwater inflow.

All three have met the criteria for determining nationally important wetlands in Australia.

Commonwealth heritage place

A Commonwealth heritage place, Mount Bundy Military Training Area, is adjacent to Kakadu. It is situated within the coastal monsoonal region of northern Australia in the Pine Creek Arnhem biogeographic region and has a high diversity of significant fauna habitats.

Commonwealth reserves

The National Reserve System is Australia's network of protected areas, including more than 12,000 protected areas of Commonwealth, state and territory reserves, Indigenous lands and protected areas run by non-profit conservation organisations. Kakadu National Park is a Commonwealth reserve.

Cultural heritage values

Aboriginal heritage

Kakadu is recognised internationally for its Aboriginal rock art sites. Other cultural sites within Kakadu include areas that relate to the activities that took place during the creation era and the travels of Nayuhyunggi, 'the first people', occupation and ceremonial sites, and the walking routes.

There are sites with physical evidence including scatters of stone artefacts, shell middens, earth mounds, scarred trees, grinding grooves, quarries (including ochre quarries), burial sites, and stone and bone arrangements.

Jawoyn land, in the south of Kakadu is associated with the Rainbow Serpent and other powerful creation ancestors which are believed to rest there.

Non-Indigenous heritage

There are several heritage sites throughout Kakadu that represent European contact, social and industrial history. The sites include timber milling camps, safari camps, hotels and residences.

One historic site within Kakadu, Manmalarri homestead, is a declared heritage place under the *Northern Territory Heritage Act 2011*. The site is an intact representation of that phase of Australian history which saw attempts at the intensive development of the Territory's Top End for beef and buffalo meat production.

Climate change

According to the latest Intergovernmental Panel on Climate Change (IPCC) reports, ocean warming results in the increase of marine heat-related events such as sea level rise, and the increase in intensity of tropical cyclones. An increase in the global mean surface temperature, results in increased frequency, intensity and duration of events such as heatwaves, droughts, fires, and heavy precipitation. These events exacerbate issues such as land degradation and coastal erosion and impact both aquatic and terrestrial ecosystems, as well as species diversity.

While Kakadu is a large and overall resilient reserve, individual ecosystems and species are less resilient. Sea level rise and consequent increases of salinity to tidal creeks can result in the loss of *Melaleuca* swamps, habitat loss for freshwater dependent species, and the landward migration of mangrove ecosystems. High intensity fires can impact the savanna woodlands and forests and species within. Additionally, species abundance may change with invasive species encroaching on existing (native) flora and fauna through shifts in habitat extents.

Construction and maintenance of visitor infrastructure (delivered by Parks Australia or private investors) within Kakadu should take the potential impacts of climate

change into consideration. Specifically, the impacts of floods, cyclones and fires should be accounted for as per the national and *Northern Territory Planning Scheme 2016* and associated policies and guidelines.

All mitigation strategies (including fire management) and design considerations for Kakadu should build on management actions as outlined by the *Parks Australia Climate Change Strategic Overview 2009–2014*, the *Management plan*, the *Kakadu National Park Climate Change Strategy 2010–2015*, and should follow the *Northern Territory Climate Change Policy 2009*.

It is also crucial for private businesses and commercial tourism operators to consider the long term impacts of climate change. They need to be proactively implementing plans to reduce emissions and mitigating the impact of their operations on Kakadu and the wider environment. They also need to consider how they can be sustainable and resilient in the long term, including looking for future opportunities. Parks Australia encourages (and in some situations requires) accreditation from a recognised program, such as the Australian Tourism Accreditation Program or Eco Certification, which requires commercial tourism operators to demonstrate commitment to sustainable environmental practices.

TABLE 13: PROPOSED NEW INFRASTRUCTURE OPTIONS

Category		Example
1	Actions considered likely to have no impact, or no more than a negligible impact	<ul style="list-style-type: none">• Minor capital works (maintenance, replacement, repairing or improving existing infrastructure in its present form)• Regular/routine ongoing operations (patrols, weed control, fire management)• Seasonal opening/closing of visitor areas.
2	Actions considered likely to have more than a negligible impact, but not a significant impact	<ul style="list-style-type: none">• Moderate capital works (new infrastructure or moderate expansion/upgrade of existing infrastructure).
3	Actions considered likely to have a significant impact	<ul style="list-style-type: none">• Major capital works (new major infrastructure or major expansion/upgrade of existing infrastructure)• Major/long term changes to existing visitor access arrangements• Expansion of the Jabiru township• New types of commercial activities.

Impact assessment

The Board established the *Management plan* in 2016 which describes how Kakadu was to be managed over the ten year period.

Section 9.5⁵⁵ of the *Management plan* Assessment of proposals categorises proposed actions into the following three categories based on the potential level of adverse impact on Kakadu's environment and natural and cultural values, and on Bininj/Mungguy. The *Management plan's Guide to decision making*⁵⁶ has also been utilised for this assessment. Table 13 lists examples of the proposed new infrastructure options and their likely impact category.

A high-level assessment using the categories above has been undertaken for each of the infrastructure actions in Section 10.2.2.

This is a subjective desktop-based assessment to identify the extent of the potential adverse impacts of each action on a relative basis considering the size, scale and type of action. The assessment does not consider the potential mitigation measures that will be employed to address the impacts of the action. It is not intended to replace a detailed environmental impact assessment nor consultation with traditional owners regarding the impacts on cultural values and their community.

The assessment of the potential impact of the infrastructure options should consider the existing environmental, cultural or heritage values of the location, the timing and the scale of the action and the impact avoidance and mitigation. The following sections provide an overview of the environmental and cultural matters that will need to be considered in any evaluation of the environmental and cultural impacts of the infrastructure actions.

All infrastructure actions are aligned with the following Management plan policies:

- Destination and visitor experience development policies 6.1.1-6.1.4 for the management of tourism experiences
- Commercial tourism development, commercial operations and management policies 6.2.1, 10.8.1 and 10.8.2 for the commercial activities associated with the infrastructure
- Visitor information policies 6.4.1 and 6.4.2 for interpretation and signage
- Capital works infrastructure policies 9.4.1, 9.4.4, 9.4.5 and 9.4.7 for the carrying out of the construction works
- Assessment of proposals policies 9.5.1-9.5.3 for the assessment of the environmental impacts.

Where the actions relate to other specific policies these have been noted in the assessment tables on the following pages.

⁵⁵ Director of National Parks (2016). Kakadu National Park Management Plan. Table 4: Impact assessment process

⁵⁶ Director of National Parks (2016). Kakadu National Park Management Plan. Table 3: Guide to decision making

Whole-of-Kakadu

Table 14 below lists the infrastructure opportunities that have been identified as potential tourism enhancement options for the whole of Kakadu and an assessment of the impact category.

TABLE 14: WHOLE-OF-KAKADU INFRASTRUCTURE

No.	Location	Infrastructure action	Category	Reasoning
WK-1	Heritage Trail Program	Develop and implement a Kakadu-wide Heritage Trail Program to showcase and interpret key non-Indigenous historically significant infrastructure.	2	Moderate capital works - moderate expansion to existing infrastructure and new use
WK-2	Private accommodation	Provide enabling works, where required, such as site clearance and preparation, base infrastructure.	2	Moderate capital works - new use
WK-3	Entrances to Kakadu	Develop iconic entry statements at Kakadu borders to establish a sense of arrival.	1	Minor capital works - minor infrastructure
WK-4	Telecommunications	Construct infrastructure for improving mobile coverage.	2	Moderate capital works - new infrastructure
WK-5	Mountain Bike Trails	Undertake planning and assessment of existing trails and old tracks that could be converted to mountain bike trails, and identify any new trails. Carry out track development.	3	New commercial use
WK-6	Birdwatching Experience Program	Plan and implement a Kakadu-wide birdwatching experience with interpretation and associated infrastructure.	1	Minor capital works - new use
WK-7	Kakadu-wide <i>Walking strategy</i>	Implementation of existing Kakadu-wide <i>Walking strategy and guidelines</i> .	2	Moderate capital works - new infrastructure
WK-8	World Heritage Visitor Centre	Develop a World Heritage Visitor Centre to showcase Kakadu at a macro level, interprets and translates Bininj/Mungguy life and explains Kakadu's significance on a global scale.	N/A	

West Alligator Precinct

Table 15 below lists the infrastructure opportunities that have been identified as potential tourism enhancement options for the West Alligator Precinct and an assessment of the impact category.

TABLE 15: WEST ALLIGATOR INFRASTRUCTURE

No.	Location	Infrastructure action	Category	Reasoning
WA-1	Waldak Irrmbal (West Alligator Head)	Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative.	2	Moderate capital works - moderate expansion to existing infrastructure and new use
WA-2	Four Mile Hole campground	Relocate campground to picnic area (and vice versa) so it is further from the billabong to improve safety from crocodiles.	1	Minor capital works - minor expansion to existing infrastructure
WA-3	West Alligator Welcome Location	Establish a Welcome Location for West Alligator Precinct at the entrance to West Alligator Head Road.	1	Minor capital works - new use

South Alligator Precinct

Table 16 below lists the infrastructure opportunities that have been identified as potential tourism enhancement options for the South Alligator Precinct and an assessment of the impact category.

TABLE 16: SOUTH ALLIGATOR INFRASTRUCTURE

No.	Location	Infrastructure action	Category	Reasoning
SA-1	South Alligator Accommodation	Provide enabling works (if needed) for commercial accommodation opportunities.	3	New commercial use
SA-2	South Alligator Hub	Prepare and implement a site plan for the development of a Services Hub to achieve the hub purpose in conjunction with the accommodation site.	2	Moderate capital works - moderate expansion to existing infrastructure and new use
SA-3	Mamukala Wetland	Provide a more comprehensive visitor experience at the site, linked to the Kakadu-wide birdwatching experience project.	1	Minor capital works - minor expansion to existing infrastructure (the impact category may increase if the footprint of the site is increased)
SA-4	South Alligator boat ramp	Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative.	1	Minor capital works - minor expansion to existing infrastructure

East Alligator (Erre) Precinct

Table 17 below lists the infrastructure opportunities that have been identified as potential tourism enhancement options for the East Alligator (Erre) Precinct and an assessment of the impact category.

TABLE 17: EAST ALLIGATOR (ERRE) INFRASTRUCTURE

No.	Location	Infrastructure action	Category	Reasoning
EA-1	Border Store hub	Prepare and implement a site plan for the development of a Services Hub to achieve the hub purpose in conjunction with an accommodation site.	2	Moderate capital works - moderate expansion to existing infrastructure
EA-2	Ubirr rock art site	Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative.	1	Minor capital works - minor expansion to existing infrastructure
EA-3	Cahills Crossing	Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative.	2	Moderate capital works - moderate expansion to existing infrastructure
EA-4	Cahills Crossing	Committed works to upgrade the viewing platform and associated infrastructure.	2	Moderate capital works - moderate expansion to existing infrastructure
EA-5	Manngarre rainforest walk	Undertake access and structural upgrades at the site to improve the visitor experience.	1	Minor capital works - minor expansion to existing infrastructure
EA-6	East Alligator (Erre) upstream boat ramp	Undertake upgrades at the site to improve visitor amenity.	2	Moderate capital works - moderate expansion to existing infrastructure
EA-7	Merl campground	Decommission one of the campgrounds and prepare and implement a site plan for the remaining campground to improve the visitor experience and achieve the precinct objectives and interpretation narrative.	1	Minor capital works - minor expansion to existing infrastructure
EA-8	Paperbark forest boardwalk experience	Develop new experience at a suitable location in East Alligator (Erre) to showcase the paperbark forest.	2	Moderate capital works - moderate expansion to existing infrastructure and new use

Jabiru Precinct

Table 18 below lists the infrastructure opportunities that have been identified as potential tourism enhancement options for the Jabiru Precinct.

TABLE 18: JABIRU INFRASTRUCTURE

No.	Location	Infrastructure action	Category	Reasoning
JB-1	Jabiru Hub	In conjunction with the <i>Jabiru Implementation Plan</i> , ensure that Services Hub facilities are incorporated into the Jabiru township, including providing potable water refill stations, dump points and (potentially) rubbish/recycling collection points.	N/A	
JB-2	New Jabiru airport	Provision of a separate airstrip to service Kakadu and Jabiru that is sealed, 1500m long with appropriate apron and parking areas for aircraft with supporting infrastructure.	N/A	

Burrungkuy Precinct

Table 19 below lists the infrastructure opportunities have been identified as potential tourism enhancement options for the Burrungkuy Precinct and an assessment of the impact category.

TABLE 19: BURRUNGKUY PRECINCT INFRASTRUCTURE

No.	Location	Infrastructure action	Category	Reasoning
BK-1	Burrungkuy (Nourlangie) rock art site	Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative.	2	Moderate capital works - minor expansion to existing infrastructure
BK-2	Nanguluwurr	Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative.	1	Minor capital works - minor expansion to existing infrastructure
BK-3	Anbangbang Billabong	Prepare and implement a site plan to provide a more comprehensive visitor experience, linked to the Kakadu-wide birdwatching experience program and event site.	1	Minor capital works - minor expansion to existing infrastructure
BK-4	Burrungkuy (Nourlangie) Welcome Location	Establish a Welcome Location for Burrungkuy Precinct at the entrance to Nourlangie Road.	1	Minor capital works - low impact infrastructure
BK-5	Bubba walk	Replace aged interpretation signs and build viewing platform	2	Moderate capital works - minor expansion to existing infrastructure
BK-7	Mirray lookout	Provide a more comprehensive visitor experience at the site, linked to the precinct objectives.	1	Minor capital works - minor expansion to existing infrastructure

Yellow Water Precinct

Table 20 below lists the infrastructure opportunities that have been identified as potential tourism enhancement options for the Yellow Water Precinct and an assessment of the impact category.

TABLE 20: YELLOW WATER INFRASTRUCTURE

No.	Location	Infrastructure action	Category	Reasoning
YW-1&2	Warradjan Aboriginal Cultural Centre	Implement currently planned works to upgrade Warradjan Aboriginal Cultural Centre. Plan and undertake additional works to improve the visitor experience to achieve the precinct objective and interpretive narrative.	1	Minor capital works - minor expansion to existing infrastructure
YW-3	Cooinda Hub	Ensure that the following Services Hub facilities are provided for all visitors at or adjacent to Cooinda, including providing potable water refill stations, dump points and (potentially) rubbish/ recycling collection points.	1	Minor capital works - low impact infrastructure
YW-4	Mardukal campground	Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative.	2	Moderate capital works - minor expansion to existing infrastructure
YW-5	Yellow Water to Home Billabong walk	Improve the visitor experience in the Home Billabong area consistent with the precinct objectives and interpretive narrative.	1	Minor capital works - minor expansion to existing infrastructure

Jim Jim and Twin Falls Precinct

Table 21 below lists the infrastructure opportunities that have been identified as potential tourism enhancement options for the Jim Jim and Twin Falls Precinct and an assessment of the impact category.

TABLE 21: JIM JIM AND TWIN FALLS INFRASTRUCTURE

No.	Location	Infrastructure action	Category	Reasoning
JJ-1	Jim Jim Creek Crossing and Twin Falls Gorge	Implement currently planned and committed works.	2	Moderate capital works - moderate expansion to existing infrastructure
JJ-2	Jim Jim Falls and carpark	Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative.	2	Moderate capital works - moderate expansion to existing infrastructure and new use
JJ-3	Twin Falls Gorge	Prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative. <i>(Specific policy 10.7.12)</i>	3	Major capital works - major expansion to existing infrastructure and new use
JJ-4	Karnamarr campground	In alignment with the Jim Jim and Twin Falls site plans, prepare and implement a site plan to improve the visitor experience and achieve the precinct objectives and interpretation narrative. <i>(Specific policy 10.7.6)</i>	3	Major capital works and new commercial use
JJ-5	Jim Jim and Twin Falls Welcome Location	Establish a Welcome Location for Jim Jim and Twin Falls Precinct at the entrance to Jim Jim Falls Road.	1	Minor capital works - minor expansion to existing infrastructure
JJ-6	Jim Jim Creek picnic area, Budjmi to Twin Falls Gorge Crossing	Undertake upgrades at the site to improve visitor amenity.	2	Moderate capital works - moderate expansion to existing infrastructure and new use

Mary River Precinct

Table 22 below lists the infrastructure opportunities that have been identified as potential tourism enhancement options for the Mary River Precinct and an assessment of the impact category.

TABLE 22: MARY RIVER INFRASTRUCTURE

No.	Location	Infrastructure action	Category	Reasoning
MR-1	Gunlom Falls and campground	Undertake upgrades at the site, to improve the visitor experience in alignment with the precinct objectives and interpretation narrative.	3	Major capital works - major expansion to existing infrastructure and new use
MR-2	Mary River ranger station Hub	Prepare and implement a site plan to transform the Mary River ranger station into a Services Hub.	2	Moderate capital works - moderate expansion to existing infrastructure and new use
MR-3	Maguk	Prepare and implement a site plan, taking into consideration the carrying capacity of the site, to improve the visitor experience and achieve the precinct objectives and interpretation narrative.	2	Moderate capital works - moderate expansion to existing infrastructure and new use
MR-4	Igoymarrwa rock holes	Undertake upgrades at the site to improve the visitor experience.	1	Minor capital works - minor expansion to existing infrastructure
MR-5	Mary River Precinct termite mounds	Provide safe viewing location(s) of termite mounds in the Mary River region including a carpark, trail/boardwalk and interpretive signage.	1	Minor capital works - low impact infrastructure
MR-6	Yurmikmik (Boulder Creek)	Implement proposed site plans to transform Yurmikmik into two distinct picnic sites for year-round access.	2	Moderate capital works - moderate expansion to existing infrastructure and new use
MR-7	Kambolgie campground	Implement proposed site plans to transform Kambolgie into a base for caravan parking in the Mary River Precinct, including relocating the campground away from sensitive sites.	3	Major capital works - relocation of existing infrastructure
MR-8	Jarrangbarnmi (Koolpin Gorge)	Undertake upgrades at the site, taking into consideration the carrying capacity of the site and cultural protocol, to improve the visitor experience in alignment with the precinct objectives.	1	Minor capital works - minor expansion to existing infrastructure
MR-9	Ferny Gully	Undertake upgrades at the site, taking into consideration the carrying capacity of the site, to improve the visitor experience in alignment with the precinct objectives.	1	Minor capital works - minor expansion to existing infrastructure
MR-10	Gungurul campground	Undertake upgrades at the site, to improve the visitor experience in alignment with the precinct objectives.	1	Minor capital works - minor expansion to existing infrastructure





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