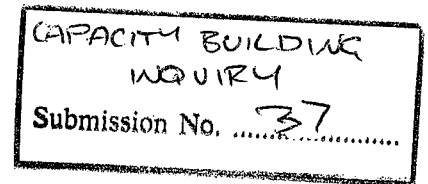




Department of the Environment and Heritage



Hon Barry Wakelin MP
Chair House of Representatives
Standing Committee on Aboriginal and Torres Strait Islander Affairs
Parliament House
CANBERRA ACT 2600

Dear Mr Wakelin

**Submission to Parliamentary Inquiry
Capacity Building in Indigenous Communities**

Thank you for the opportunity to contribute to this important inquiry.

The significance of land and its associated values to the identity and well being of Aboriginal and Torres Strait Islanders means that there is significant convergence between the Environment and Heritage portfolio responsibilities and those of Indigenous Australians. The development of these interests and responsibilities over nearly thirty years has generated positive outcomes for both this portfolio and the indigenous communities with which we work.

The importance nationally of a continuing Indigenous people's presence on their lands, and their active involvement in sustainable land management cannot be underestimated, with around 17% of Australia's land mass controlled or managed directly by Indigenous Australians, and a significant portion of this land in country where at least some natural and cultural values remain relatively intact.

In general our objective has been to help empower indigenous people, communities and their organizations that maintain or are re-establishing their links to land:

- to protect significant natural and cultural heritage values associated with these landscapes;
- to help identify and address land management issues, particularly those that affect natural and cultural heritage values; and
- to move towards sustainable natural resource management.

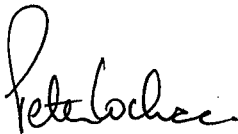
Some of Environment Australia's programs have achieved national and international recognition for being 'best practice' in working with Indigenous people. They operate on the fundamental principle of respecting and involving Indigenous people as active partners and determiners of their future, rather than passive recipients of government support.



Please find the department's submission attached. It focuses on the key issues as we see them, as well as describing some of the current and past programs of the Department that have produced positive outcomes.

Officers of the Department will be pleased to discuss the contents of the submission during the initial briefing of the Committee in November 2002. Should clarification on any aspect of the submission be required before that date, please do not hesitate to contact me, or Dr David Kay on (02) 6274 2320.

Yours sincerely



Peter Cochrane
Director of National Parks

27 September 2002

A SUBMISSION

by

THE DEPARTMENT OF THE ENVIRONMENT AND HERITAGE

to

**The House of Representatives Standing Committee on
Aboriginal and Torres Strait Islander Affairs
Inquiry into**

CAPACITY BUILDING IN INDIGENOUS COMMUNITIES

September 2002

1. Introduction

This submission is in response to an invitation of the House of Representatives Standing Committee on Aboriginal and Torres Strait Islander Affairs seeking comment on Capacity Building in Indigenous Communities.

The House of Representatives Standing Committee on Aboriginal and Torres Strait Islander Affairs inquiry into Capacity Building in Indigenous Communities has invited comment on three areas of capacity building -

- (a) Building the capacity of **community members** to better support families, community organisations and representative councils so as to deliver the best outcomes for individuals, families and communities,
- (b) Building the capacity of **Indigenous organisations** to better deliver and influence the delivery of services in the most effective, efficient and accountable way, and
- (c) Building the capacity of **government agencies** so that policy direction and management structures will improve individual and community outcomes for Indigenous people.

The actual and potential future contribution of Indigenous Australians' to the protection and conservation of Australia's unique ecosystems and landscapes through their direct management or indirect guidance has national importance in natural resource management and cultural heritage terms.

Our experiences in working with Indigenous peoples through their linkage with land indicate the positive outcomes that arise from policies, programs and other support that help maintain or re-establish these connections, and that respect and help protect and/or restore their associated natural and cultural values.

2. The Environment and Heritage Portfolio

The Environment and Heritage Portfolio includes the Department of the Environment and Heritage (Environment Australia) along with the Australian Heritage Commission, the Great Barrier Reef Marine Park Authority, the Sydney Harbour Federation Trust, the Director of National Parks and executive agencies such as the Australian Greenhouse Office, the National Oceans Office and the Bureau of Meteorology.

From the inception of the federal environment portfolio nearly thirty years ago, a series of long-term relationships and responsibilities have developed with a range of Indigenous interests and communities. The major vehicles for these have been the Australian Heritage Commission and its support for identifying and protecting indigenous natural and cultural values, heritage protection through the *Australian and Torres Strait Islander Heritage Protection Act 1984* and Parks Australia (formerly the Australian National Parks and Wildlife Service) in its work in managing national parks handed back to Indigenous owners and managed jointly and. These have been supported by a range of targeted programs to support Indigenous employment and training, natural and cultural heritage protection, protection of Indigenous rights in relation to biodiversity and land management. Parts of the Department with direct engagement with, and responsibilities for, Indigenous issues are summarized in Attachment 1.

In 1996 a program to establish and support Indigenous Protected Areas (IPAs) was set under the Natural Heritage Trust. To date 16 IPAs have been declared by Indigenous land owners covering 13 million hectares (about 1.5% of Australia). Indigenous Protected Areas are based on the Indigenous landowners identifying and undertaking the management and protection of the natural and cultural heritage on their lands for the benefit of all Australians. An IPA is only established with the informed consent of the land owners, their preparation of and agreement to a Management Plan which sets out the natural and cultural values of the land and how they will be managed including any related economic activity, and a formal public declaration by the land owners through their representative body, of the IPA. A map of the current IPAs is provided at Attachment 2.

The Department has been working to coordinate its responsibilities and actions on Indigenous issues and initiated a Reconciliation Action Plan several years ago, which is regularly reviewed and updated. This Plan indicates the diversity of responsibilities and approaches used in the Department to deliver specific and more effective outcomes to Indigenous peoples. The key actions in the Reconciliation Action Plan are set out in Attachment 3.

3. Working to deliver better outcomes to Indigenous communities and peoples

The success of the joint managed national parks, the IPA Program and the Department's

work to help protect Indigenous natural and cultural heritage is underpinned by several important principles:

- **Recognition and respect for the knowledge of Indigenous people and communities.** Aboriginal communities have great knowledge and experience in natural and cultural resource management specific to their lands. Indigenous knowledge is a central feature. This particularly applies to areas where comprehensive indigenous knowledge has remained intact since European settlement.
- **People will only be able to act responsibly when they are empowered and supported to do so.** Joint management and IPAs depend on Aboriginal people being managers, in some cases this is set out formal contractual agreements such as IPA declarations, and leases of land to be managed as national parks. IPA funding in particular applies a business-like approach where Indigenous groups receive payments in exchange for the delivery of specified environmental services to the broader community.
- **Access to information in an appropriate format is essential to good decision-making.** Where people have access to information conveyed in an appropriate way, they are then able to make informed and responsible choices. Often vital information about matters that impact on the community is collected and held by external agencies but not available to the community themselves.
- **Government agencies provide support and advice on a needs basis.** It should be up to the community to identify their needs and ideally the timing and pace at which initiatives are implemented. Programs need the flexibility to build on existing momentum in a community when it is ready. It is ineffectual to set arbitrary timeframes which are not mindful of the needs of the community, seasonal factors and cultural differences.
- **Local delivery with local content.** Capacity building programs need to be delivered locally with program content dealing with matters that have local relevance. While Environment Australia has trialed and supports access to external tertiary programs for Aboriginal staff and community development, significant success has resulted with locally developed products.
- **Long-term personal relationships and support can be critical.** Short-term relationships and ephemeral support are of little value and generally counter-productive. The relationships in the jointly managed parks are predicated on a 99-year time frame. IPAs are established in perpetuity. Many of our staff members with responsibilities in these partnership areas have decades-long contact and relationships with their Indigenous colleagues. The resultant collegiate approach to issues underpinned by long-term commitment, trust and confidence, is vital to good outcomes for all parties.

3.1 Key Success Factors and Impediments

The following key factors in successful indigenous programs and the impediments to good outcomes have been identified by Environment Australia agencies.

Key Success Factors

- Executive staff of government agencies have an understanding of and respect for Indigenous interests.
- Commitment of non-indigenous staff to the achievement of Indigenous objectives (possibly a deliverable criterion in performance agreements), the recognition of prejudices and willingness to address these prejudices.
- Cross-cultural training to assist understand, appreciate and value differences and diversity
- A consistent and personalized communication link between the agency and the Indigenous partners.
- Indigenous communities themselves identifying the positive and contemporary features they aim for and determining themselves how they can be successfully addressed.
- Acknowledgement and the specific accommodation of indigenous cultural systems in the development of administrative systems.
- Local delivery of programs.
- Training programs delivered in an environment that retain traditional support for trainees and allow opportunities for traditional knowledge and skills to be respected and integrated into the program.
- Allowing indigenous participants time to observe traditional obligations, e.g. funerals and initiations, as these take precedence over other commitments.
- Willingness to not interfere with community processes outside the brief of the department.

In addition to these key success factors, there are also some acknowledged impediments to success in capacity building.

Impediments to Success

- Cycles of annual funding often disadvantage Indigenous communities in remote rural areas. Funds are often made available as the worst climatic conditions start – the hottest summer months for arid regions and the wet season in the tropical north – and projects must be completed as these conditions ameliorate.
- Short-term initiatives in capacity building within Indigenous communities seldom realize long-term results.
- Consultation with young articulate members of Indigenous communities is not equivalent to consulting with those members of the community who speak with authority, who are often older and sometimes less articulate in English.
- Government programs, which can only be accessed through sophisticated written applications, exclude the majority of Indigenous applicants whose level of literacy is often lower than the rest of the community. Arrangements for Indigenous

communities to prepare applications or conditions that allow pictorial or video applications may address this issue.

3.2 The way forward for Environment Australia

Environment Australia has a long history and proven track record in working with Indigenous people to achieve shared goals.

In the jointly managed parks, the most effective method of providing support for capacity building has been through on-ground, local programs. Working with local Indigenous people in the development and delivery of training and in consultation on how the parks are managed has proven to be the most successful approach. The flexibility of such a system, although constrained by the lease agreements and the public sector context, enables us to respond to the needs and desires of the local communities.

Through the Indigenous Protected Areas (IPA) Program the emphasis has been on working with Indigenous people in a wide range of communities not only to nominate their areas for IPA status but also to support and assist communities through training and advice on managing their lands.

A physical presence combined with a commitment to a long-term relationship will be the way that Environment Australia continues in its approach to capacity building with our Indigenous partners.

The consultative approaches highlighted by both the Australian Heritage Commission and the National Oceans Office is another key plank in our approach.

The Reconciliation Action Plan (appended to this submission) contains a series of actions that Environment Australia will pursue. These include -

- Communication and consultation with Aboriginal communities through on-ground consultative processes but also through the Indigenous Advisory and other committees,
- Supporting communities to manage their lands and the indigenous cultural values,
- Supporting the development of training programs in the workplace,
- Supporting communities to develop employment and enterprise opportunities,
- Community involvement in decision making, and
- Encouraging and supporting the documentation of traditional knowledge.

4. Conclusions

Environment Australia has had a long history of developing effective relationships with Indigenous communities and organizations. Many valuable lessons have been learnt in this process but these lessons are not unique to the experience of Environment Australia.

Capacity building in indigenous communities becomes a universal and long-term asset for governments, Indigenous organizations and Indigenous communities themselves. In an attempt to be innovative Government agencies can ignore lessons learnt in the past and the quality of new programs may not reflect progress in program delivery.

Environment Australia would support the development of benchmark standards in program delivery to Indigenous communities and recommends that the Commonwealth Government extends its initiatives in this area.

Attachment 1

The Department of the Environment and Heritage

1. Overview of Portfolio Roles and Responsibilities

In broad terms, the role and responsibilities of the Environment and Heritage Portfolio related to Indigenous communities fall in several key areas: to promote, protect and conserve the environment, especially those aspects that are matters of national environmental significance; and to provide meteorological and related services.

The portfolio's responsibilities that relate to Indigenous interests include -

- the management of Commonwealth reserves on Aboriginal land (e.g. National Parks), some of which have World Heritage status,
- the administration of Commonwealth environmental laws under the Environment Minister's jurisdiction, and
- the implementation of programs to promote and assist in the protection and conservation of natural and cultural heritage values.
- providing advice on the protection of natural and cultural heritage, including places listed on the Australian Heritage Commission's Register of the National Estate.

2. Environment Australia and the Reconciliation Framework

Recent developments within the Environment and Heritage portfolio include the explicit recognition and incorporation of indigenous interests in the major environmental legislation, the *Environment Protection and Biodiversity Conservation Act 1999* and a 79-point departmental Reconciliation Action Plan based on five central themes -

1. Awareness Raising of indigenous interests in natural and cultural resources,
2. Practical Reconciliation involving staff and communities working with EA,
3. Capacity Building by addressing economic disadvantage,
4. Community involvement in decision making, and
5. Recognition and application of traditional ecological knowledge.

The Reconciliation Action Plan is summarised in Attachment 3 (List of actions only). The detailed plan involves milestones, allocation of responsibilities to Divisions, performance measures and regular, formal evaluations.

3. Indigenous Advisory Committee

The Indigenous Advisory Committee (IAC) was established under the *Environmental Protection and Biodiversity Conservation Act 1999* (EPBC Act) in July 2000 to provide advice to the Minister for the Environment and Heritage on the operation of the EPBC Act, taking into account the significance of Indigenous peoples' knowledge of the management of land and the conservation and sustainable use of biodiversity. The 12-member Committee first met in Canberra in October 2000.

By incorporating Indigenous people's knowledge of the management of land and the conservation and sustainable use of biodiversity the IAC is to -

1. Advise the Minister on Indigenous issues that are relevant under the EPBC Act,
2. Seek to reflect the views of Indigenous peoples on the implementation and development of the Act,
3. Advise the Minister on how Bilateral agreements with the States and Territories have affected Indigenous issues under the Act, and
4. Provide the Minister with an annual report on Indigenous issues under the EPBC Act.

Issues the Committee has reviewed include -

- Proposed regulations relating to access to biological resources in Commonwealth areas,
- Amendments to the EPBC Act dealing with heritage sites,
- Directions in ethnobiological research,
- Bilateral Agreements between the Commonwealth and State and Territory governments concerning environmental impact assessment, and
- Indigenous involvement in the management of World Heritage Areas.

At the fourth IAC meeting held in Canberra on 14-15 March 2002 the Committee agreed to prepare a report covering the first two years of the operations of the IAC. The next IAC meeting is planned for October 2002.

4. Parks Australia

4.1 Joint management of national parks

The Director of National Parks, assisted by staff in Parks Australia, has responsibility for three national parks covering 2.1 million hectares, that are owned by the Aboriginal Traditional Owners and leased back to the Director to be jointly managed as national parks.

These parks protect and conserve nationally significant natural and cultural values, and two (Kakadu and Uluru-Kata Tjuta) are World Heritage properties. They also make a significant contribution to national and regional economies, creating employment,

capacity building and enterprise opportunities, as well as attracting international visitors to Australia.

The concept and practice of joint management has evolved over time to accommodate and adjust to changing expectations, aspirations and requirements of the Parks' owners and their management partners.

Kakadu National Park

Kakadu National Park is a World heritage Area. Approximately 50% of the land in the National Park is Aboriginal land under the *Aboriginal Land Rights (Northern Territory) Act 1976*, and most of the remaining area of land is under claim by Aboriginal people. Title to Aboriginal land in the park is held by Aboriginal land trusts. The land trusts have leased their land to the Director of National Parks for the purpose of a national park for the enjoyment and benefit of all Australians. Traditional owners also expect that having their land managed as a national park will assist them in looking after their land in the face of growing and competing pressures. They see a national park as a way to manage the land, protect their interests and be sympathetic to their aspirations.



Joint management in Kakadu combines a legal structural framework set in place by the *Environment Protection and Biodiversity Conservation Act 1999*, lease agreements with the traditional owners of Aboriginal land in the park, and the continuing day to day relationship between Parks Australia staff and traditional owners. The fourteen member Board of Management for the Park includes ten nominees of the Park's traditional owners.

Each of the leases between the Director and the three Aboriginal Land Trusts for Kakadu include the following covenants on the Director to:

- take all practicable steps to promote Aboriginal administration, management and control of the Park;
- promote Aboriginal enterprises; and
- take all practicable steps to employ relevant Aboriginals.

Similar covenants apply to the leases with the Uluru-Kata Tjuta Land Trust and the Wreck Bay Aboriginal Community (for Booderee National Park).

Some 40% of the Park's staff are local Indigenous people.

In 1995 Parks Australia commissioned a consultant, Dr David Lawrence, to write a history of the establishment of the park and to comment on the joint management arrangements. The draft report details how joint management is understood and what it

means in Kakadu. The consultant identified several 'crucial issues' that need to be addressed before joint management would operate more successfully. These issues were:

- the strength and effectiveness of the Board of Management;
- more effective employment and training of Aboriginal staff;
- the growth of park management bureaucracy;
- the ownership, management and use of research done in the park;
- the management of feral animals and weeds; and
- the management of tourism and pressures to provide access to new areas.

The fourth Kakadu National Park Plan of Management attempted to address these issues. The Plan tries to identify a way of making sure park management decisions are better shared by the joint management partners, as are the problems and responsibilities of managing a large and complex national park.

Uluru – Kata Tjuta National Park

Since hand-back of the Park to its traditional owners in 1985, Parks Australia staff have worked together with the *Anangu* (Western Desert Aboriginal people) to manage the Park. All management policy and programs aim to:

- maintain Anangu culture and heritage;
- conserve and protect the integrity of the ecological systems in and around the Park; and
- provide for visitor enjoyment and learning opportunities within the Park.

Tjukurpa, Anangu traditional law, knowledge and religious philosophy, guides everything that happens in the Park - as it has done in that landscape for thousands of years.

The lease requires the Director of National Parks to:

- encourage the maintenance of Anangu tradition through protection of sacred sites and other areas of significance;
- maximise Anangu involvement in Park administration and management, and provide necessary training;
- maximise Anangu employment in the Park by accommodating Anangu needs and cultural obligations with flexible working conditions;
- use Anangu traditional skills in Park management;
- actively support the delivery of cross-cultural training by Anangu to Park staff, local residents and Park visitors;
- consult regularly with Anangu; and
- encourage Anangu commercial activities in the Park.

Uluru - Kata Tjuta National Park is managed through a Board of Management made up of six Anangu and four non-Anangu members. Board meetings are held quarterly with all matters discussed in both English and Pitjantjatjara.

Tjukurpa guides the development and interpretation of Park policy as set out in the Plan of Management.

Anangu are consulted about all Park programs and employed as consultants, rangers and contractors. A Community Park Liaison Officer, employed by the Mutitjulu Community (a residential community of some 400 Indigenous people within the Park) works to ensure that the community contributes to, is involved in, and benefits from, park management activities.

The four enterprises operating out of or associated with the Park's Cultural Centre are Anangu-owned.

About 40% of the Park's staff are Anangu. Approximately another forty Anangu are employed more casually as consultants, advisers and helpers to guide and assist park work, such as cultural site protection, feral animal monitoring and control, burning, weed control, fauna and flora monitoring, and park interpretation.

Booderee National Park

"Mirragarl created the earth from the dust of the stars, the ancestors and all life forms. Their adventures have created the landforms, the winds, the climate and the laws for the people." George Brown

Booderee, in the Dhurga language of the region, means 'plentiful bay'. It is the name chosen by the Wreck Bay Aboriginal Community for the former Jervis Bay National Park and Jervis Bay Botanic Gardens following the handback of the area to the Aboriginal traditional owners.

The Wreck Bay Aboriginal Community Council and the Director of National Parks jointly manage Booderee National Park and Booderee Botanic Gardens. A memorandum of lease between the Director and the Wreck Bay Aboriginal Community Council was signed in December 1995. The Park and Botanic Gardens are managed in accordance with relevant legislation, the management plan, the lease, and the decisions of the Board of Management which was established in 1996.

The Booderee Board of Management includes a majority of Aboriginal representatives. The Board oversees the management of the park and Botanic Gardens and for preparation of plans of management.

Over 50% of Park staff are Wreck Bay Aboriginal Community members, and a further 25 staff of Wreck Bay Enterprises Ltd provide major park services such as entry station management, and road maintenance under service contracts.

The experience of these three jointly managed parks over the last two decades, provides some perspective on working closely with indigenous land owners. The observations of David Lawrence in his book on Kakadu, while based on field work some years ago,

remain relevant. The structures within which Indigenous people work are still dominated by non-Indigenous concepts of the world, their language and constructs, and ways of doing business. Working with traditional owners to meet their aspirations remains a challenging task in the face of some directly competing responsibilities such as the protection of threatened species, and attempting to meet visitor and tourism industry expectations.

Joint Management in other jurisdictions

The concept of jointly managed national parks, which had been pioneered in Kakadu and Uluru, is being adopted in other Australian States and Territories. The mutual benefits of these agreements to Indigenous communities and to the protected area systems is now acknowledged and well established in practice. Some State agencies have since developed well-crafted reconciliation policies that incorporate a commitment to develop further joint management agreements, e.g. NSW National Parks and Wildlife Service (see <http://www.npws.nsw.gov.au/about/reconciliation.htm>). Some agencies have pursued this further in developing formal wide-ranging nature conservation partnerships with Aboriginal communities, e.g. National Parks and Wildlife, South Australia (NPWSA) (see <http://www.dehaa.sa.gov.au/parks/aboriginal.html>)

Breckwold, Boden and Williams (1997) note that by 1996, “while countries like Canada lead the way in relation to native title and regional agreements with Indigenous people, Australia has demonstrated it is the leader in relation to joint management arrangements.”

4.2 Aboriginal Ranger Training

An integral part of joint management is the commitment to train and employ local Indigenous people to work in the parks on their lands. In fact the Commonwealth, through the former Australian National Parks and Wildlife Service (later Parks Australia), pioneered such capacity building programs.

Aboriginal ranger training programs were initiated in Kakadu National Park soon after the first proclamation of the Park in 1979. The program was delivered within the park rather than moving the trainees to a major city. This resulted in two significant products – high retention of trainees and the opportunity to recognize the extensive expertise of Aboriginal people in managing their own land.

The retention of trainees is a good indicator of trainee satisfaction with the training program. In turn, trainee satisfaction indicates -

- the opportunities to learn relevant new skills,
- the program recognizes and values the existing knowledge and skills of the trainees,
- tolerance to traditional priorities, such as obligations to attend community funerals and other ceremonies.

One noticeable trend was for graduates of ranger training programs being recruited to other, non-park agencies, e.g. land councils, community councils and other indigenous

agencies. The recognition of the increased capacity of graduates to function effectively in both traditional and western contexts was rapidly recognized and graduates were recruited to undertake a wide range of community development roles. This outlines the principle that increased capacity in Indigenous individuals and communities is a universal asset.

The Aboriginal ranger training program was extended to Uluru Kata-Tjuta National Park and then in a cooperative Commonwealth/State program to -

- Gammon Range NP (SA),
- the Coorong (SA),
- Millstream National Park (WA)

4.3 Contract Employment Program for Aboriginals in Natural and Cultural Resource Management

The Contract Employment Program for Aboriginals in Natural and Cultural Resource Management (CEPANCRM) was established in 1988 and wound up in 1996. It is included in this summary because it was well-regarded by its clients and offers some illustrations of the success factors and impediments listed in the main submission.

The objectives of CEPANCRM were to -

1. Provide employment opportunities for Aboriginal and Torres Strait Islander people in natural and cultural resource management,
2. Take a leading and coordinating role by empowering Aboriginal and Torres Strait Islander land holders and managers in equitably accessing funds in achieving their land and marine management needs,
3. Recognise appropriate Aboriginal and Torres Strait Islander land and marine management practices through the development of accredited programs with educational institutions and employment training agencies,
4. Achieve employment equity for Aboriginal and Torres Strait Islander people in nature conservation and cultural heritage management by developing, implementing and monitoring Aboriginal and Torres Strait Islander employment strategies and funding agreements with agencies and Aboriginal and Torres Strait Islander incorporated bodies, and
5. Evaluate and monitor the effectiveness of the program in achieving its aim and objectives in accordance with relevant government policies.

A formal evaluation of the Program found the following results -

- Over a ten-year period, 932 projects were supported, the majority of funds provided for the contractual employment of Indigenous people (8,490 individuals) on existing national parks, marine parks and crown lands.
- The most disadvantaged employment group in Australia are Aboriginal women but one quarter of the participants in CEPANCRM projects were women.
- Long-term evaluation of CEPANCRM showed 32% of projects resulted in Indigenous community organizations starting their own enterprises (tourism enterprises, land management contracting teams and heritage consultancies),

some become successful businesses, with the resulting reduction in welfare dependency.

- 46% of participants gained training to improve their skills and qualifications. While learning scientific and technical methods of caring for country, Community rangers were also being recognized for their traditional knowledge. One participant, Joe Morrison, became the NT Cadet of the Year in 1995.
- 38% of participants in CEPANCRM projects returned to education, increasing their likelihood of them achieving higher levels of employment and higher levels of Indigenous representation in land and coastal management conferences.

CEPANCRM was wound up in 1996-97 and resources allocated to new initiatives in the Indigenous Protected Area Program. Many of the objectives and gains in program and project management flowed on to the new program, however the original flexibility and more general application did not.

4.4 Indigenous Protected Areas Program

Building on the knowledge and experience gained through the jointly managed parks, the then Minister for the Environment established the Indigenous Protected Areas (IPA) Program in 1996. This innovative program is resulting in Indigenous owned lands contributing to the national system of protected areas while assisting the traditional owners to fulfill their aspirations and responsibilities to protect and manage their estates.

IPAs are wholly owned and managed by Indigenous landholders. The Commonwealth provides initial funding to Indigenous landholders to consider the development of an IPA and to develop an environmental management plan. Once established, recurrent funding (stewardship payments) through the IPA Program is provided to help implement the management plan. Other Commonwealth, State and non-government agencies may also be party to IPA agreements to provide technical and other support on a needs basis. Each IPA is subject to a long-term commitment by the landholders to manage these lands for the protection of their biodiversity and associated cultural values.

The IPA program has already proven successful and an attractive option for Indigenous landholders. To date, 16 IPAs had been declared, many in remote areas of Australia, resulting in 13 million hectares of Aboriginal land being incorporated into the National Reserve System. IPAs now cover over 1.5% of Australia's landmass - a significant contribution to the national effort to conserve biodiversity (see map at Attachment 2). There are other significant returns on this investment in capacity building -

- Provision of local and remote regional employment,
- A variety of training and capacity building programs,
- Reconciliation and enhanced relations between Indigenous land holders and neighbouring communities,
- Stronger linkages between Indigenous landholders and government natural resource management agencies,

- Recognition of the contemporary relevance of Traditional ecological knowledge and land management competencies,
- Re-establishing and consolidating important traditional land management practices, and
- Inter-generational transfer of natural resource management and cultural heritage knowledge

Also, several communities accessing the IPA program have reported a reduction in the incidence of substance abuse and other anti-social behaviour because participants have meaningful and culturally appropriate work and important new responsibilities. The establishment of an IPA has been a source of pride for communities involved. The status of their traditional country is recognized nationally and the program reinforces the sense of responsibility many Indigenous people have for their country.

5. Australian Heritage Commission

Context

The Australian Heritage Commission is a statutory body of the Commonwealth Government administered within the Australian and World Heritage Division of Environment Australia. The key areas of responsibility of the Commissioners are:

- to perform the statutory responsibilities laid down in the *Australian Heritage Commission Act 1975*;
- to establish Commission policy, direction and priorities;
- to effectively and consistently provide delegation to staff, in line with established policy;
- through expertise and experience, to provide leadership and technical judgment in the Commission's decision making process;
- to represent the Commission in liaison with high level decision makers and stakeholders;
- to provide effective public representation at a national and regional level, promoting an understanding of the Commission, and furthering its aims; and
- to encourage and support the work of the staff of the Australian Heritage Commission.

The Australian Heritage Commission is an independent statutory agency within the Department of the Environment and Heritage.

Programs

The Australian Heritage Commission's policy is to formally recognise the unique position of Aboriginal and Torres Strait Islander peoples in relation to the Register of the National Estate. This unique position has its origins in the relationship between Indigenous peoples and the land and their heritage which results in indigenous people having rights and obligations to the land and their heritage that need to be considered when dealing with National Estate issues.

This policy outlines the guiding principles and objectives of consulting and negotiating with indigenous peoples and communities on National Estate issues. It sets out why Indigenous peoples have to be treated as a unique group when being consulted on issues that affect their rights and interests. Indigenous rights and interests cross-cut the arbitrary divisions into 'natural', 'historic' and 'indigenous' environments that exist within the Australian Heritage Commission and should therefore be a concern to all sections in the Commission.

The Guiding Principles (the full policy is at Attachment 5) include -

- Accepting, and act in accordance with, the principle that Indigenous peoples and communities must be empowered to decide how, where and the form that consultation should take. This includes the principle of the right to choose the most appropriate people and organisations to undertake consultation even if this means that consultation with Indigenous peoples costs more, and is more time consuming, than consultation with other stakeholders,
- that Aboriginal people must be consulted about their heritage, not only as a method of identifying indigenous values but as part of the conservation and protection of that heritage. This is not only regarded as 'best practice', but has become the standard practice of heritage agencies and professionals throughout Australia.
- that Indigenous issues are relevant to a number of heritage environments, particularly the natural environment. The AHC has recognised and endorsed this through a number of programs and policies, particularly the Indigenous Owners of Natural Places Project and the adoption of principles in relation to indigenous people and "wilderness".
- that the recommendations of the Evatt review of the *Aboriginal and Torres Strait Islander Heritage Protection Act 1984*, provide a best practice model for indigenous heritage protection.
- that integrated assessments are a desirable model for the Commission and other regimes to pursue... It is essential that the Commission engage the support and trust of indigenous communities if it is to understand or reflect on Aboriginal and Torres Strait Islander values essential. This support is vital to the Commission's ability to provide national leadership in integrated heritage assessments.

7. Environmental Research Institute of the Supervising Scientist (ERISS)

Context

The Supervising Scientist is part of Environment Australia. The Division of the Supervising Scientist consists of the Environmental Research Institute of the Supervising Scientist (ERISS) and the Office of the Supervising Scientist (OSS). To assist the Supervising Scientist in performing his role, OSS carries out supervision, audit and policy functions, whilst ERISS conducts research into the impact of uranium mining on the environment and people of the Alligator Rivers Region. ERISS also conducts

research on the ecology and conservation of tropical wetlands, and is a partner in the National Centre for Tropical Wetland Research (NCTWR).

The primary role of the Supervising Scientist is to ensure, through research, assessment and the provision of technical advice, that the environment of the Alligator Rivers Region is protected from the effects of uranium mining to the very high standard required by the Commonwealth Government and the Australian people. In summary, the functions of the Supervising Scientist, as specified in the *Environment Protection (Alligator Rivers Region) Act 1978*, are to:

- develop, coordinate and manage programs of research into the effects on the environment of uranium mining within the Alligator Rivers Region;
- develop standards, practices and procedures that will protect the environment and people from the effects of uranium mining within the Alligator Rivers Region;
- develop measures for the protection and restoration of the environment;
- coordinate and supervise the implementation of laws applicable to environmental aspects of
- uranium mining in the Alligator Rivers Region;
- provide the Minister for the Environment with scientific and technical advice on mining in the Alligator Rivers Region;
- provide the Minister for the Environment with scientific and technical advice on environmental matters elsewhere in Australia if requested.

Programs

ERISS conducts a program for capacity building for Indigenous groups in wetland and environmental management. This program resulted from a social impact study in 1997 with the program starting in 1999 based on experience developed by Parks Australia in Kakadu National Park.

There are three components to this program -

1. Training offered to Indigenous communities throughout Arnhemland in water quality testing and fish identification. The program is in a "2 ways learning" format, combining both scientific and traditional knowledge of the aquatic and wetland environment.
2. An exchange program for Aboriginal Community Rangers at the ERISS Field Station at Jabiru. This work experience is to -
 - Understand the need for and techniques of monitoring impact,
 - Laboratory techniques and data recording
 - Managing vehicles and equipment of various kinds.The program also has a reciprocal community-based element of the program
3. Small scale indigenous traineeships at Jabiru, focusing on environmental management, administrative skills and vehicle use equipment use. The biggest challenge is still in the area of literacy and numeracy.

8. Marine and Water Division

Context

The Marine and Water Division advises on, develops and secures the integrated implementation of policies, programs and legislation for the conservation and sustainable use of inland waters and the coastal and marine environment. This includes implementation of a range of programs under the Natural Heritage Trust (including Waterwatch, National Wetlands Program, National River Health Program and Coasts and Clean Seas programs), the Urban Stormwater Initiative of the Living Cities Program and Australia's Oceans Policy's Marine Environment Protection Program.

The Division has a range of responsibilities under the *Environment Protection and Biodiversity Conservation Act 1999* and the *Wildlife Protection (Regulation of Exports and Imports) Act 1982*, including assessment of Commonwealth managed and all export fisheries, protection of cetaceans, declaration and management of Marine Protected Areas, protection of internationally important wetlands, migratory waterbirds and threatened marine species. It also administers legislation to regulate the dumping of waste at sea.

Programs

Staff with experience in the Indigenous programs conducted by Parks Australia have assisted the Marine and Water Division to implement refined partnering programs with Indigenous people.

Indigenous facilitators are employed in NHT Waterwatch and Coastcare programs to improve understanding of indigenous issues in the community, and facilitate access to programs for Indigenous communities. Coastcare supports and funds Indigenous communities to undertake coastal environmental monitoring, awareness raising, planning and on-ground projects.

Torres Strait Islanders participate, through the Torres Strait Regional Authority and the Island Coordinating Council, on the Environment Management Committee (EMC) under the Torres Strait Treaty between Australia and Papua New Guinea.

The Lake Eyre Basin Intergovernmental Agreement is currently in its implementation phase. During 2001, one of the Indigenous Land Management Facilitators was co-located with the Lake Eyre Basin Coordinating Group to further assist in engagement and involvement of the Indigenous peoples of the region. The Lake Eyre Basin Ministerial Forum Community Advisory Committee has an Indigenous member (ongoing).

The Coastal Atlas has collated information regarding Native Title Claimants. WA, SA, ACT, NSW data has been collected, with restricted access at the request of data owners.

Marine and Water Division staff are encouraged to participate in Environment Australia cross-cultural awareness training. A representative from the Coastcare National Office attended cross-cultural training organised for the NSW Coastcare facilitators.

9. National Oceans Office

Context

Under the United Nations Convention on the Law of the Sea, Australia has the responsibility for managing over 16 million square kilometers of ocean. The development and release of Australia's Oceans Policy by the Commonwealth government in 1998 recognizes the shared responsibility of all Australians for the sustainable management Australia's oceans.

The National Oceans Office is an Executive Agency of the Environment and Heritage portfolio. It has prime responsibility for implementation of Australia's Oceans Policy and takes a whole of Government approach to meeting this responsibility.

One of the key means of implementing the policy is through the development of Regional Marine Plans. Regional Marine Planning processes are currently underway in the South-east Marine Planning Region and the Northern Planning Area. Both processes involve consultation with Indigenous people with regard to management of marine resources within the Commonwealth's jurisdiction.

Australia's Oceans Policy has as one of its core aims, enhancing the involvement of Aboriginal and Torres Strait Islander peoples in the use, conservation and management of Australia's marine jurisdictions. In the context of developing integrated marine planning and management processes, Australia's Oceans Policy seeks to ensure that traditional conservation and resource use practices are valued, the reliance by many coastal Indigenous communities on oceans resources is treated as important, and that Indigenous communities have opportunities to take up commercial marine based activities.

Regional Marine Planning

South-east Regional Marine Plan

The South-east Regional Marine Planning process covers 2 million square kilometers of Commonwealth waters from the far south of New South Wales, around Tasmania and Victoria, to Kangaroo Island in South Australia. It also includes waters off Macquarie Island.

The South-east Regional Marine Planning process has identified a number of potential ways in which Indigenous people could be more involved in marine management. The assessment phase of the South-east Regional Marine Plan (SERMP) in part documented the aspirations of Indigenous people and communities.

In summary these were:

- employment creation and training, including natural resource and environmental monitoring;

- application of Indigenous Customary Law to the understanding and management of the marine environment;
- development of working partnerships with industry;
- direct Indigenous involvement on high-level regional marine planning implementation committees; and
- development of an Indigenous Advisory Group/s within the institutional structure for regional marine planning.

The stakeholder consultation arrangements used by the National Oceans Office in developing Regional Marine Plans are designed to assist all stakeholders in acknowledging others' interests and facilitate the development of mutually acceptable outcomes.

As part of the SERMP process the Office is currently examining a range of cross - sectoral and cross-jurisdictional issues, including fisheries and Indigenous issues. A South-east Regional Marine Plan Stakeholder Working Group, which includes Indigenous representation, has been formed to identify objectives, issues and management options for the draft Regional Marine Plan. Indigenous fisheries issues have been one of a range of areas discussed by the Stakeholder Working Group.

Northern Planning Area

In the Northern Planning Area which includes the Torres Strait, Gulf of Carpentaria and Eastern Arafura Sea, Indigenous people have a high level of interest in marine and coastal management. Approximately 65% of coastal land in the Northern Planning Area is Indigenous owned, and Indigenous people constitute the majority of people living in the area. Effective consultation with Indigenous people is therefore an important element in the Northern Marine Planning process.

There are a number of key issues that impact on the delivery of effective consultation process.

These include:

- language and cultural perspectives - the Office needs to convey clear messages about what Regional Marine Planning entails across language and cultural barriers to ensure that participation is effective and that Indigenous expectations are realistic;
- isolation of many communities, particularly in the wet season;
- timing of planning processes which frequently allow insufficient time for detailed consultation with Indigenous communities;
- the limited capacity and reticence of Representative Organizations to speak on behalf of Traditional Owners on issues which are outside their organizational responsibility;
- the appropriate sharing of information, including issues associated with Indigenous Intellectual Property rights and the appropriate use of information sourced from Indigenous people.

The Office has elected to use existing institutional structures as much as possible to progress consultation with Indigenous people and as a conduit for information between the Office and Traditional Owners (as well as between Traditional Owners and other marine users).

The Office needs to be confident that Indigenous community members are being accurately informed about the Marine Planning process and that their views are being reflected in the advice the Office receives from Indigenous Representative Organizations. At the same time, the scale at which Regional Marine Planning occurs requires the capacity on the part of the Indigenous Representative Organizations to take a regional perspective on many issues.

To this end a meeting with the land councils which form that North Australian Indigenous Land and Sea Management Alliance (NAILSMA) was facilitated by the Office in late July 2002. The Land Council representatives welcomed the opportunity to discuss consultation and other arrangements early in the planning process, but pointed to the need for assistance if they were to effectively represent the views of Traditional Owners in the process. Indigenous communities and Representative bodies have limited capacity to effectively engage in broad scale planning processes to achieve outcomes which demonstratively improve the well being of Indigenous people.

Issues for Indigenous People in Regional Marine Planning

A number of key issues have been identified which present challenges in achieving outcomes relevant to Indigenous people through the development of regional marine plans.

These include:

- improving the understanding and the recognition of Indigenous peoples' rights at law both by Indigenous communities and other interests;
- development of an understanding and recognition of the relevance of Customary Law and Indigenous Custodial practices and responsibilities to marine management;
- the development of resource allocation and management arrangements which take account of existing use and traditional interests, the legal rights and obligations of all stakeholders and which reduce conflict over resources;
- the involvement of Indigenous people in resource and environmental monitoring and enforcement arrangements;
- the involvement of Indigenous communities in commercial fishing, including licensing arrangements;
- recognition of Indigenous intellectual property and appropriate use of information provided by or originating from Indigenous people.

The development and delivery of programs to Indigenous communities requires that there be real on ground outcomes to fuel the desire for community participation. A major issue for the Office is the engagement of Indigenous communities in a large-scale and largely conceptual Regional Marine Planning process that will deliver outcomes in the longer

term. In addition to this the ad hoc delivery of programs is problematic for communities that are subject to a range of participation requirements from both representative bodies and government. In addition to this many communities feel that consultative processes are inadequate or are not culturally appropriate.

The development of Regional Marine Plans is a holistic process that combines social, economic and environmental management elements. The process is designed to facilitate acknowledgement of shared and divergent ocean management needs by various stakeholder and interest groups and, through the application of quality information, provide a basis for improved decision making and management arrangements well into the future.

Indigenous people, particularly in Northern Australia, have a strong interest in the use and management of marine environments. Cognisant of the capacity limitations of Indigenous Communities and Representative Organizations, and of other issues which impede effective engagement of Indigenous people in Regional Marine Planning, the Oceans Office is never the less seeking ways to ensure that the views and interests of Indigenous people are appropriately reflected.

10. Natural Heritage Trust

Context

More than \$1.1 billion of Natural Heritage Trust funding has been invested in over 10,300 projects around Australia since 1996. The Federal Government's decision to extend the Natural Heritage Trust for a further five years from July 2002 (with an additional \$1 billion) provides an opportunity to build on this program.

Programs

Community groups with interest in activities with Indigenous communities or on indigenous land can access the Natural Heritage Trust.

The Natural Heritage Trust will be enhanced by the important lessons learnt during the first six years of its operation. Many of these lessons were drawn from the recommendations of the Mid-term Review of the Trust in 1999, and extensive feedback from the community and other stakeholders.

From July 2002 the delivery of the Trust will be simplified under a revised structure, which focuses on three strategic and interconnected objectives:

- the promotion of sustainable agriculture and natural resource use to maintain their productivity, profitability and sustainability;
- the conservation of Australian biodiversity through the protection and restoration of ecosystems; and
- individuals, industry and communities are equipped with skills, knowledge and information, and supported by institutional frameworks, that promote the conservation of biodiversity and sustainable agriculture.

These objectives will be achieved by the Bushcare, Coastcare, Landcare and Rivercare programs.

- The Landcare program will be designed to reverse land degradation and promote sustainable agriculture;
- The Bushcare program will conserve and restore habitat for native flora and fauna;
- The Rivercare program will improve water quality and environmental flows in river systems and wetlands; and
- The Coastcare program will protect coastal catchments, ecosystems and the marine environment.

Trust investments in these programs will be delivered through National, Regional and or Local Action Grant components.

Some NHT projects are undertaken by Indigenous people, e.g. the first freshwater fish survey using Indigenous knowledge in the Kimberley Region is currently being undertaken by the Kimberley Land Council, the Kimberley Language Resource Centre and Murdoch University and is funded by the Fisheries Action Program under the Trust.

Indigenous Land Management Facilitators Project

The Federal Government recognises that Indigenous (Aboriginal and Torres Strait Islander) Australians are a major stakeholder in the management and protection of Australia's natural and cultural resources.

To help Indigenous Australians to address their land management needs, contribute to national objectives and to gain access to the \$1.1 billion Natural Heritage Trust funding. The Federal Government has established a national network of 13 Indigenous Land Management Facilitators in 1998. The Facilitators provide assistance to Indigenous people involved in land management. They are funded through the Bushcare and National Landcare Programs, and are employed through regionally based host agencies covering all regions.

The role of the Indigenous Land Management Facilitator is to:

- Act as a link between Indigenous land managers and other individuals and organisations involved in promoting sustainable land management and biodiversity conservation;
- Ensure that Indigenous communities within a region are aware of the land management issues and initiatives in their region;
- Provide information to the Indigenous community about the Natural Heritage Trust and other programs of support available;
- Provide feedback to Commonwealth Government policy makers on land management issues of concern to Indigenous communities; and
- Raise awareness by Government agencies and non-Indigenous communities of Indigenous values, aspirations and capacity in land management.

The placement and employment of ILMFs was undertaken in consultation with the States and Territories and relevant Indigenous organisations. The funding of these core positions has been from the Commonwealth with significant in kind contributions from the ILMF host agencies.

The ILMF project is a vehicle through which the Portfolio and the AFFA Portfolio can achieve the Council of Australian Government's agenda on reconciliation. ILMF involvement will help translate Government priorities and policy objectives for facilitating Indigenous engagement in regional planning processes, through the Australian Government Envirofund, regarding regional funding and other processes such as capacity building of Indigenous communities.

Attachment 3

Reconciliation Action Plan – Departmental Activities

Action	Theme / Strategy / Action
	1 AWARENESS RAISING
	<i>Coordinate Agency activities involving Indigenous issues</i>
1	Ensure regular meetings of the Indigenous Advisory Committee under the EPBC Act
2	Undertake strategic review of Traditional Ecological Knowledge to identify means to protect and maintain this knowledge in culturally appropriate ways.
3	Coordinate NAIDOC Week activities involving all relevant parts of the portfolio.
	<i>Manage Indigenous Protected Areas Program</i>
4	Support Indigenous landholders in establishing and managing their lands as IPAs through the IPA program
5	Support the development of co-management arrangements over existing protected areas.
6	Convene meetings and provide secretariat services to IPA Advisory Group.
	<i>Continue support for a network of Indigenous Land Management Facilitators</i>
7	Support Indigenous landholders in accessing support for land management through a network of Indigenous Land Management Facilitators
8	Improved coordination of Indigenous Facilitators with other NHT funded facilitators
	<i>Indigenous facilitators in NHT Programs</i>
9	Indigenous facilitators employed in NHT programs to improve understanding of indigenous issues in the community, and facilitate access to programs for Indigenous communities
	<i>State of the Environment Reporting</i>
10	The 2001 Australian State of the Environment Report.
11	Undertake consultancies that will provide data which relate directly to indigenous language and heritage issues and values
	<i>Maintain Indigenous Heritage Program</i>
12	Promote Indigenous heritage matters in the Department's activities.
13	Provide assessment of significance and advice for the protection of Indigenous heritage through the AHC Act, the EPBC Act and its amendments and the Aboriginal and Torres Strait Islander Heritage Protection Act.
	<i>Management of World Heritage indigenous cultural values</i>
14	Support the development of a Cultural heritage management plan for the Jabiluka

	mineral lease
15	Develop and incorporate sub-strategies for involvement of traditional owners in monitoring cultural values of World Heritage Properties.
16	Increase Indigenous involvement in World Heritage Management, including Indigenous representatives on WH community, technical and scientific advisory committees
17	Improve cross-cultural awareness within Environment Australia EA staff are encouraged to participate in EA cross-cultural awareness training.
	<i>National Oceans Office</i>
18	South – east Regional Marine Planning process
	2. PRACTICAL RECONCILIATION (HEALTH, EDUCATION, JOBS, SKILL DEVELOPMENT)
	<i>Implement Environment Australia's Indigenous career development and recruitment Strategy and provide training and employment opportunities for Indigenous people.</i>
19	Selection Techniques Training Program
20	Traditional Workplace Skills Recognition Program
21	Diversity Awareness Program Support the Indigenous Career Development program in Kakadu, Uluru and Booderee jointly managed parks
22	Support the development material for Indigenous Trainees in Land Management and administrative courses.
23	Support Indigenous staff development including training and mentoring.
24	Provide Indigenous staff with flexible working arrangements to accommodate cultural needs.
	<i>Support the implementation of the EA Indigenous Career Development and Recruitment Strategy within EPG</i>
	<i>Indigenous Employment Strategy at GBRMPA</i>
25	Develop and implement improved Indigenous employment strategy as a part of Workplace Diversity program.
26	Staff cultural awareness program developed and implemented.
	<i>Public relations and interpretation in Kakadu, Uluru and Booderee jointly managed parks</i>
27	Present living Aboriginal culture and values as the main focus of interpretations displays, audio-visuals, publications, brochures and signs
28	Incorporate Aboriginal languages as part of displays, audio-visuals, publications, brochures and signs.
29	Interpret Aboriginal knowledge and use of plants at the Australian National Botanic Gardens
	<i>Organise and promote a bi-annual National Indigenous Heritage Art</i>

	<i>Award</i>
28a	A selection of entries from the Australian Heritage Commission's Fifth National Indigenous Heritage Art Award to tour to selected locations. Touring works to include some entries from the Reconciliation Award, which provided an opportunity for Indigenous and non-Indigenous artists to exhibit joint works.
	<i>Cultural Heritage Projects Program</i>
29a	The element for assessment for funding of Indigenous heritage projects contains in its criteria a weighting for social benefits and reconciliation
	3. CAPACITY BUILDING BY ADDRESSING ECONOMIC DISADVANTAGE
	<i>Development of economic independence for Traditional Owners in Kakadu, Uluru and Booderee jointly managed parks</i>
30	Traditional Owners receive an annual rental fee and 25% of Park Entry Fees and other income.
31	The parks facilitate additional economic opportunities through Aboriginal-owned enterprises in the Parks and involvement in tourism.
	<i>Through the IPA and other NHT Programs develop employment and enterprise opportunities based on Natural and Cultural resource management</i>
32	Funding of Business Plans where appropriate for existing IPAs to identify enterprise opportunities for traditional owners in tourism and land management based.
33	Employment and training of community members in on-ground land and protected area management.
	<i>Contribution to the achievement of the recommendations of the Kakadu Regional Social Impact Study (KRSIS)</i>
34	Appointment of officer to coordinate and facilitate achievement of KRSIS recommendations including executive support for independent chair of implementation team
35	Working with other government agencies to negotiate funding for recommended KRSIS projects eg. ATSIC- IHANT, education, sports and rec. etc.
	4. COMMUNITY INVOLVEMENT IN DECISION MAKING
	<i>Traditional Aboriginal Owners have majority representation on Boards of Management of jointly managed parks Kakadu, Uluru and Booderee</i>
36	Board of Management at Uluru has six Traditional Owners out of ten Board members
37	Board of Management at Kakadu have ten Traditional Owners out of fourteen Board members
38	Board of Management at Booderee has 6 Traditional Owners out of Ten Board

	members
	<i>Continue to involve Traditional Aboriginal Owners in all facets of planning in Kakadu, Uluru and Booderee jointly managed parks</i>
39	Traditional Owners and Boards of Management participate in preparation of Plans of Management
	<i>Implementation of actions under the Strategic Plan of Action for the National Representative System of Marine Protected Areas.</i>
40	Involves actions encouraging Indigenous participation, stakeholder understanding, and harnessing community knowledge.
	<i>Continue support for a National Indigenous Cultural Heritage Officers Network</i>
41	Provide support and secretariat services for the Network for two meetings each year.
42	Produce a twice-yearly newsletter for distribution to the NICHON Network and wider public through distribution in Koori Mail.
	<i>Establish and support operation of Indigenous Advisory Committee under the EPBC Act 1999</i>
43	Agreed Terms of reference, operational guidelines and membership of the Indigenous Advisory Committee (IAC)
	<i>Administration of the Environment Protection (Sea Dumping) Act 1981</i>
44	Applications to dump waste at sea are referred to the National Native Title Tribunal's National Office. Interested claimants or bodies corporate having interests in the area receive applications for comment.
45	Coastal Atlas to collate information regarding Native Title Claimants.
	<i>Torres Strait Environment Management Committee (EMC)</i>
46	Torres Strait Islanders participate, through the Torres Strait Regional Authority and the Island Coordinating Council, on the Environment Management Committee (EMC) under the Torres Strait Treaty between Australia and Papua New Guinea.
	<i>Administration of EPBC Act</i>
47	Indigenous comments sought under this Act as input to Fisheries Assessments.
48	Indigenous comments sought under this Act as input to Ramsar nomination and management planning processes.
49	Natural Resource Management Ministerial Council – Marine and Coastal Committee- Fisheries and Aquaculture Aboriginal Reconciliation initiative
50	Investigate the administrative impact of future acts provisions of the Native Title Act
	<i>Activities of the Office of the Supervising Scientist</i>
51	Carry out supervision and audit activities in the Alligator Rivers Region of the Northern Territory, which includes Aboriginal land, to protect the environment from the potential impacts of uranium mining.
52	Consult with NLC and local Aboriginal Associations through ARR Advisory

	Committee and Minesite Technical Committee
	<i>Aboriginal Communication Program - the Environmental Research Institute of the Supervising Scientist</i>
53	The appointment of an Aboriginal Communications Manager and supporting Communications Officer to achieve two-way communication between ERISS and the local Aboriginal community.
54	Develop protocols and programs for communicating research and associated work being conducted or planned by ERISS with the local Aboriginal people.
	<i>Indigenous Critical Issues Program in GBRMP</i>
55	Issues in the Great Barrier Reef Marine Park critical to Indigenous peoples identified and actions implemented across all Critical Issues and Service Delivery areas to mitigate concerns.
	<i>Regional Water Initiatives</i>
56	Appropriate Indigenous engagement and involvement in development and implementation of the Lake Eyre Basin Intergovernmental Agreement
57	Appropriate Indigenous engagement and involvement in the development and implementation of the Great Artesian Basin Strategic Management Plan
58	Appropriate Indigenous engagement and involvement in development and implementation of initiatives in the Murray Darling Basin
	<i>Management of Ramsar Wetlands</i>
59	Appropriate Indigenous engagement and involvement in development and implementation of Ramsar Wetland Plans of Management
	<i>National Oceans Office</i>
60	Establishment of consultative mechanisms with Indigenous people to help guide development of the South- east Regional Marine Plan
61	Establishment of consultative mechanisms with Indigenous people to help guide development of the Regional Marine Plan FOR THE northern Planning Area.
	6. TRADITIONAL ENVIRONMENTAL KNOWLEDGE (GATHERING, APPLYING TO CURRENT ENVIRONMENTAL PROBLEMS)
	<i>Support cultural Maintenance in Kakadu, Uluru and Booderee jointly managed parks</i>
62	Flexibility to allow Aboriginal staff to attend to ceremonial obligations and a further leave-without-pay if necessary.
63	Implement programs to protect and maintain rock art, artefacts and cultural sites including private storage of sensitive cultural material.
64	Provide for the closure of parts of the Parks to allow Aboriginal people to pursue traditional activities.

	<i>Continue Scientific research and Land Management programs which incorporate traditional Aboriginal knowledge and practices in Kakadu, Uluru and Booderee jointly managed parks</i>
65	Employ Senior Aboriginal people as consultants for their traditional knowledge
66	Incorporate traditional knowledge in scientific reports
	<i>Cultural and Heritage Values Protection in GBRMP</i>
67	Indigenous Cultural and Heritage values for GBRMP identified as part of broader exercise to understand whole of community values of GBRMP.
68	Native Title notification process for permits renegotiated and rationalised.
	<i>Indigenous Management Agreements over Great Barrier Reef Marine Park</i>
69	Negotiate and progressively implement Indigenous Management Agreements for the GBRMP.
70	Support existing negotiated hunting management agreements for specific areas.
71	Maintain Indigenous representation on formal GBRMP Consultative and Advisory Committees and MPA board.
	<i>Inquiry into Access to Biological Resources in Commonwealth Areas</i>
72	Consult with traditional owners of Kakadu Uluru, and Booderee
	<i>Related Access Activities</i>
	<i>National Feral Animal Control Program - Threat Abatement Plan for Predation by Feral cats</i>
73	Recognition of Indigenous Australian skills in tracking animals, in particular feral cats.
	<i>Endangered Species Program</i>
74	Promote the involvement of indigenous communities in relevant recovery programs for threatened species and ecological communities.
	<i>Coastcare Program</i>
75	Promote the involvement of indigenous communities in coastal environmental rehabilitation and management.
	<i>National Oceans Office</i>
76	South-east Regional Marine Plan Indigenous Working Group.
77	Establishment of consultative mechanisms with Indigenous people to help guide development of the Regional Marine Plan for the Northern Planning Area.

Attachment 4

Glossary of Acronyms

AFFA	Department of Agriculture Forestry and Fisheries
BBG	Booderee Botanic Gardens
BNP	Booderee (Jervis Bay) National Park
EA	Environment Australia
EAB	Environment Assessment Branch
EPBC Act	Environment protection and Biodiversity Conservation Act 1999
ERIN	Environment Resources Information Network
ERISS	Environmental Research Institute of the Supervising Scientist
GBRMPA	Great Barrier Reef Marine Park Authority
IAC	Indigenous Advisory Committee
IPA	Indigenous Protected Areas
IPCS	Indigenous Policy and Coordination Section
IPCS	Indigenous Policy and Coordination Section
KNP	Kakadu National Park
KRSIS	Kakadu Regional Social Impact Study
NHT	Natural Heritage Trust
M&IS	Marine and International Section
MPA	Marine Protected Area
NAIDOC	National Aboriginal and Islander Day of Observance Committee
NERMP	Northern Regional Marine Plan
NICHO	National Indigenous Cultural Heritage Officers Network
NOO	National Oceans Office
NRS	National Reserve System
OJM	Office of Joint Management
OSS	Office of the Supervising Scientist
PAN and PAS	Parks Australia North and Parks Australia South
POM	Plan of Management
SERMP	South East Regional Marine Plan
SMS	Strategic Management Section, Marine and Water Division
SoE	State of Environment
TSCS	Threatened Species and Communities Section
UNP	Uluru Kata Tjuta National Park
WBACC	Wreck Bay Aboriginal Community Council
WH	World Heritage



POLICY IN RELATION TO ABORIGINAL AND TORRES STRAIT ISLANDER PEOPLES AND THE NATIONAL ESTATE

The Australian Heritage Commission's policy is to formally recognise the unique position of Aboriginal and Torres Strait Islander peoples in relation to the Register of the National Estate. This unique position has its origins in the relationship between indigenous peoples and the land and their heritage which results in indigenous people having rights and obligations to the land and their heritage that need to be considered when dealing with National Estate issues.

Background

2. This policy outlines the guiding principles and objectives of consulting and negotiating with indigenous peoples and communities on National Estate issues. It sets out why indigenous peoples have to be treated as a unique group when being consulted on issues that affect their rights and interests. Indigenous rights and interests cross-cut the arbitrary divisions into 'natural', 'historic' and 'indigenous' environments that exist within the Australian Heritage Commission and should therefore be a concern to all sections in the Commission.

3. There has been deliberate and systematic disempowerment of indigenous peoples in Australia over the last two hundred years. This has ranged from subtle use of language and grammar, through the use of derogatory names to describe indigenous people, to forced removal of indigenous people from their land and sometimes forced removal from their extended families. This history of systematic disempowerment means that attempts to treat indigenous peoples as equal stakeholders with other groups will tend to contribute to their continuing disadvantage and inequality. This tends to occur because indigenous peoples do not necessarily have the same skills, knowledge, networks and access to power as other stakeholders.

4. Despite the history of disempowerment and disadvantage, indigenous peoples in Australia have maintained traditional rights and custodial obligations towards their land and heritage. They have also struggled, often at great

personal cost, to obtain wider recognition for these rights and custodial obligations. Consultation and negotiation with indigenous peoples therefore has to recognise the reality of these rights and custodial obligations towards land and heritage as a way of ensuring that deliberate and systematic disempowerment of indigenous peoples does not occur in the present or continue in the future.

Framework for the Policy

5. This policy complements the Commission's Community and Stakeholder Liaison Policy. It describes national and international approaches towards consultation with indigenous peoples and identifies reasons for unique requirements for indigenous consultation and participation. This policy focuses on those issues of relevance to indigenous peoples in the context of the Community and Stakeholder Liaison Policy.

Information

Approaches to Indigenous Consultation

The Commission's Approach and Its Underlying Principles

6. The Jonas report on consultation with Aboriginal people about Aboriginal heritage begins with the statement '...[T]here is widespread agreement on the need for consultation with Aboriginal people about Aboriginal heritage' (Jonas 1994). This statement encapsulates the outcome of struggles by indigenous peoples to obtain recognition for their rights in their heritage. The struggle led to a general recognition in Australian heritage management that the informed consent of Aboriginal people was required before work was done on their heritage. This is reflected in the development of codes of ethics to guide professional archaeologists, anthropologists and cultural resource managers in their dealings with indigenous peoples (for example the codes of ethics of the Australian Archaeological Association, the Australian Anthropological Society and the Australian Association of Consulting Archaeologists).

7. In 1994 the Commission initiated the Indigenous Owners and Natural Places Project within the Natural Environment Section. This project recognised that the rights of indigenous peoples extended to their land or country and the traditional resources contained within their country. While the principles underlying this project have not been specifically articulated they can be summarised as:

- Indigenous people are the prior owners of all land in Australia. All of the 'indigenous places' and many of the 'natural places' valued by all Australians have been created through Aboriginal land management decisions made over millennia;

- Indigenous people often have practice based land management skills that western science studies, appropriates and emulates to conserve valued 'natural places';
- There are Traditional Owners and Traditional Managers in many parts of Australia who are responsible for ensuring the well being of land irrespective of the system of non-indigenous land holding; and,
- Indigenous people have an ethic of custodianship for land and heritage which in most cases transcends dispossession.

8. Indigenous cultural rights and obligations extend to land which may have 'natural' and 'historic' National Estate values. This has been recognised by the Commission through the formation of the indigenous reference group to advise on the issue of 'wilderness', and in the adoption of a Policy Statement On 'Wilderness' and Indigenous Issues.

The Australian Approach

9. The unique position of indigenous peoples and the need for specialised consultation has been recognised by the Commonwealth and State governments principally through their formal adoption of the recommendations of the Royal Commission Inquiry into Aboriginal Deaths in Custody (RCIADIC).

10. The Royal Commission recognised the deliberate and systematic disempowerment of indigenous peoples over the last two hundred years which has resulted in their disadvantage and inequality (RCIADIC 1991; s.1.4.6 and 1.4.19). These issues were addressed through a number of recommendations that stress the need for indigenous self determination, involvement and reporting in any research, programs and policies that affect indigenous peoples (RCIADIC 1991; s. 1.7.19, recs. 51 and 188). The report also recommends the recognition and preservation of the rights and interests of indigenous peoples in areas where there are cultural, historical and traditional associations, and the need for land where these links appear to have been severed by dispossession (RCIADIC 1991; recs. 315, 334-339).

11. The Royal Commission identified that there were particular problems in the appropriate delivery of services to indigenous peoples. It recommended that where the delivery of a program particularly affects indigenous people, it should be delivered by an appropriate indigenous organisation. Where such an organisation does not exist then indigenous communities should be consulted to ensure that the process of delivery is appropriate (RCIADIC 1991; rec. 192). National Estate Listing has an enormous potential impact on Aboriginal communities. Their reliance on Commonwealth funding means many of their activities fall within the scope of Section 30 advice under the *Australian Heritage Commission Act 1975*. For example, any Aboriginal outstation development that is funded through the Aboriginal and Torres Strait Islander Commission in

theory requires a Section 30 referral if it is considered that it might adversely affect national estate values.

12. The Commission provides input into the Department's formal report against the recommendations of Royal Commission Inquiry into Aboriginal Deaths in Custody, and has a moral obligation to ensure that its activities and programs do not contribute to the root causes of indigenous deaths in custody.

13. The principles outlined in the Royal Commission Inquiry into Aboriginal Deaths in Custody have been expanded upon in the 1995 Social Justice Report from the Council for Aboriginal Reconciliation. This report and its recommendations place emphasis on indigenous rights to:

- own and control their cultural and intellectual property;
- protect sacred and significant sites;
- own and control conserved land with indigenous cultural values;
- access flora and fauna in conserved areas for personal use; and
- participate in and benefit from the commercial exploitation of native flora and fauna.

14. Many of the issues and recommendations of the Royal Commission Inquiry into Aboriginal Deaths in Custody and the 1995 Social Justice Report from the Council for Aboriginal Reconciliation are echoed in the 1996 Review of the *Aboriginal and Torres Strait Islander Heritage Protection Act 1984* undertaken by Justice Elizabeth Evatt (RATSIHPA). These include the need to recognise that indigenous culture and tradition is not static but develops and changes (RATSIHPA s.3.68); the importance of consultation and acceptance of indigenous advice on the significance of heritage to ensure that the principle of self-determination is realised (RATSIHPA recs. 8.1, 8.4, 8.6); the need to respect indigenous customary laws (RATSIHPA recs. 4.1 - 4.4, 6.7, 7.1 - 7.5); the recognition that indigenous people have a right to access and manage their heritage on Crown Land (RATSIHPA s.2.31, rec. 6.8); and, a recognition that indigenous heritage should cover not only areas, sites or objects but also intellectual property including designs and knowledge of flora and fauna (RATSIHPA s.2.37, 3.64). This last point is important because it reflects indigenous concerns that information, which is not necessarily secret or sacred, given during consultation - for example the medicinal or other properties of a particular plant - may be used by others for profit without any benefits accruing to the indigenous owners of this knowledge.

15. The previous Commonwealth Government has accepted the recommendations of the Royal Commission into Aboriginal Deaths in Custody. This Government has not accepted the 1995 Social Justice Report from the Council for Aboriginal Reconciliation, or the recommendations of the Review of the *Aboriginal and Torres Strait Islander Heritage Protection Act 1984*.

16. The *Australian Heritage Commission Act 1975* is one of the legislative instruments considered by Evatt in her review. While it is possible that places on the Register of the National Estate will be deemed to be significant in a revised *Aboriginal and Torres Strait Islander Heritage Protection Act*, it may also be necessary to ensure that these places are significant to indigenous communities.¹ This will increase the need for consultation with indigenous organisations and peoples, which conforms to the principles of self-determination and which respects indigenous customary laws.

The International Approach

17. The Australian approach to indigenous rights and interests has both contributed to, and been influenced by, international approaches to indigenous rights. Two recent conventions contribute to a recognition of the unique needs of indigenous communities: the Convention on Biological Diversity and Agenda 21.

18. The Convention on Biological Diversity and Agenda 21 both derive from The Earth Summit in Rio and focus on indigenous rights in reserved and conserved areas. The former recognises the importance of indigenous knowledge and practices in the maintenance of biodiversity. The latter seeks to recognise, accommodate, promote and strengthen the role of indigenous peoples and their communities in the implementation of environmentally sound and sustainable development through their active participation. It recognises the importance of informing and consulting with indigenous peoples so they can participate in national decision-making. While the Conventions and Agenda 21 recognise the unique position of indigenous people, they are both relatively weak and do not cover the full range of indigenous issues. For example, neither of these instruments deal with indigenous intellectual and cultural property rights.

19. The International Labour Organisation (ILO) Draft Declaration moves beyond the limitations of an approach based on the needs of conservation. It recognises the right of indigenous peoples to participate fully, if they so choose, at all levels of decision-making in matters which may affect their rights, lives and destinies (art. 19). It also recognises indigenous rights to own, develop, control and use the lands and territories which they have traditionally owned or otherwise occupied or used. This includes the right to the full recognition of their laws, traditions, customs, land-tenure systems and institutions for the development and management of resources (art. 26). Finally it states, indigenous peoples have the right to determine and develop priorities and strategies for the development or use of their lands, territories and other resources, including the right to require that

¹ While places on the Register are significant, the question is whom are they significant to. For example, an area may be listed for 'natural' values with no mention of indigenous values because these values have not been assessed. Would this place be deemed to be significant under a revised *Aboriginal and Torres Strait Islander Heritage Protection Act*?

States obtain their free and informed consent prior to the approval of any project affecting their lands, territories and other resources (art. 30).

20. The International Labour Organisation's Draft Declaration on the Rights of Indigenous Peoples has not been signed by Australia and the total number of signatories has not yet reached the thirty countries required for it to become an accepted declaration. It was prepared to replace the Convention concerning Indigenous and Tribal Peoples in Independent Countries (ILO 169) which Australia has not signed. The International Labour Organisation's Instrument 169 has been criticised because there was no consultation with indigenous peoples during its development. The document therefore suffers from a number of weaknesses which ensure that it is not at the leading edge of attempts to deal with indigenous issues. Unlike instrument 169, the Draft Declaration on the Rights of Indigenous Peoples probably represents the future rather than the present or the past. Accepting some of the principles in the Draft Declaration would help to position the Commission as a world leader in dealing with indigenous issues.

Issues and Objectives of Indigenous Consultation and Negotiation

21. A number of Commissions and Reports in Australia, and International Conventions and Draft Declarations² establish the reasons for and principles of consultation with indigenous people. These can be summarised as follows:

22. *Reasons for Consultation*

- Counteracting the deliberate and systematic disempowerment of indigenous peoples which has resulted in their disadvantage and inequality (Royal Commission Inquiry into Aboriginal Deaths in Custody);
- Recognition of the principle of prior ownership of, and continued rights in land and heritage, in leasehold and unalienated Crown Land (Council for Aboriginal Reconciliation's Social Justice Report; International Labour Organisation's Draft Declaration on the Rights of Indigenous Peoples); and,
- Recognition of indigenous knowledge and practices that contribute to biological diversity and sustainable development and use of land (Convention on Biological Diversity; Agenda 21).

23. *Principles of Consultation with Indigenous People*

- Recognition of indigenous rights to self determination through choice and participation in the decision making process (Royal Commission Inquiry into Aboriginal Deaths in Custody; International Labour Organisation's Draft Declaration on the Rights of Indigenous Peoples).
- Recognition of the need for active involvement of indigenous people in the design and implementation of programs and policies which may affect their interests (Royal Commission Inquiry into Aboriginal Deaths in Custody;

² All International Agreements are Drafts until they have been signed by thirty nations.

International Labour Organisation's Draft Declaration on the Rights of Indigenous Peoples).

- Recognition and protection of indigenous intellectual and cultural property rights (Council for Aboriginal Reconciliation's Social Justice Report; International Labour Organisation's Draft Declaration on the Rights of Indigenous Peoples).

Guiding Principles

24. Recognising that the deliberate and systematic disempowerment of Australia's indigenous peoples over the last two centuries has not extinguished their rights over, and obligations towards, their heritage, past and present, and the land, the following principles could guide the Commission in its dealings with indigenous peoples:

- a) Accept, and act in accordance with, the principle that deliberate and systematic disempowerment of indigenous peoples is best addressed through self determination for indigenous people. (Recommendations 51 and 188 of the Royal Commission Inquiry into Aboriginal Deaths in Custody). This includes the principle of obtaining informed consent to the listing of places on the Register of the National Estate.
- b) Accept, and act in accordance with, the principle that indigenous peoples and communities must be empowered to decide how, where and the form that consultation should take. This includes the principle of the right to choose the most appropriate people and organisations to undertake consultation even if this means that consultation with indigenous peoples costs more, and is more time consuming, than consultation with other stakeholders. (Recommendation 192 of the Royal Commission Inquiry into Aboriginal Deaths in Custody).
- c) Accept, and act in accordance with, the principle that actions in relation to indigenous places and interests (nominations, listings, publicity) without prior informed consent contribute to the deliberate and systematic disempowerment of indigenous people and their continued disadvantage and inequality.
- d) Where national estate listings affect past or present indigenous rights and interests in heritage or land, the Commission shall only pursue a listing process in close consultation with the relevant community which accommodates those considerations.

Consideration of strategic issues related to the adoption of the guiding principles

25. Some stakeholders may feel alienated by the guiding principles of this policy, and the Commission needs to be prepared to provide an argument for why one group of stakeholders would be given different treatment to another.

26. This policy provides the background and consideration of issues of why Aboriginal and Torres Strait Islander people are a unique group of stakeholders

with particular needs. The policy provides the basis for justifying the adoption of particular strategies and practices in relation to indigenous stakeholders. Underlying all of these arguments is the fact that Aboriginal and Torres Strait Islander people are the original inhabitants of Australia and that they continue to be significantly disadvantaged compared with other groups of stakeholders. This disadvantage also extends to the national estate.

27. The present state of the RNE indicates that the Commission has had a limited capacity to represent and include indigenous values. The Register has, for the most part, served the purposes of non-indigenous stakeholders. Indigenous places make up a small percentage of the total listings in the Register, and the majority of Aboriginal places on the Register relate to archaeological values. There has been relatively little consideration of how Aboriginal people might value these places, and this is largely a reflection of the Register as an artefact of the dominant culture of Australia. The Commission has adopted a practice of consulting with indigenous people prior to listing, and this has come some way towards redressing this problem. The Commission needs to continue this current practice, and demonstrate a genuine commitment to these principles, if it is to offer comprehensive advice on all heritage values. The adoption of this policy provides a significant contribution to redressing the current imbalance.

28. The principles are also relevant to both existing practices and the anticipated future role of the Commission. Recent proposals to provide the Commission with a more focused national role demands that it reassess its past successes and limitations and take particular aspects of its operations forward into the new regime. While several existing practices of the Commission already recognise that Aboriginal and Torres Strait Islander people have a particular relationship with their heritage and land, unparalleled by any other groups of stakeholders, few of these have been formally endorsed by the Commission. There is some risk in moving from one regime to another that practices that are not strengthened or supported by formal policy may lapse. This is of particular concern if the Commission is to promote itself as a national leader in heritage. Many of the AHC's current practices in relation to indigenous heritage are regarded as "best practice" in heritage conservation, and it is important that the Commission maintain this commitment to indigenous heritage if it is to provide national leadership. The Commission therefore needs to maintain its commitment to the following:

- that Aboriginal people must be consulted about their heritage, not only as a method of identifying indigenous values but as part of the conservation and protection of that heritage.
 - ~ This is not only regarded as 'best practice', but has become the standard practice of heritage agencies and professionals throughout Australia.

- that indigenous issues are relevant to a number of heritage environments, particularly the natural environment.
 - ~ The AHC has recognised and endorsed this through a number of programs and policies, particularly the Indigenous Owners of Natural Places Project and the adoption of principles in relation to indigenous people and “wilderness”.
- that the recommendations of the Evatt review of the *Aboriginal and Torres Strait Islander Heritage Protection Act 1984*, provide a best practice model for indigenous heritage protection.
 - ~ Although the Commonwealth Government has not endorsed the Evatt report, most heritage professionals regard it as a best practice model and the Commission has made several submissions in support of Justice Evatt’s findings.
- that integrated assessments are a desirable model for the Commission and other regimes to pursue.
 - ~ One of the Commission’s strengths in national leadership is its capacity to provide integrated assessments of the varied values within heritage places. It is essential that the Commission engage the support and trust of indigenous communities if it is to understand or reflect on Aboriginal and Torres Strait Islander values essential. This support is vital to the Commission’s ability to provide national leadership in integrated heritage assessments.

29. The adoption of the policy provides the Commission with an opportunity to consolidate some of the more positive advances it has championed in relation to indigenous heritage. It will allow these to move forward in providing national leadership not only in indigenous heritage conservation, but in all aspects of heritage policy. It will also help to ensure that indigenous peoples are not further disadvantaged by Commission decisions and actions.

Policy Statement

In pursuing its statutory role, the Commission will:

30. formally recognise the unique position of Aboriginal and Torres Strait Islander peoples in relation to their heritage.
31. consider the rights and needs of Aboriginal and Torres Strait Islander peoples in relation to their links with the National Estate.
32. adopt the guiding principles of this Policy, in paragraph 24 above, in the development of culturally appropriate policies in relation to indigenous heritage, for its own work and its contribution to other government processes.

Useful References

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