

**QUANDAMOOKA  
ABORIGINAL COMMUNITY PLAN  
2007**

## FOREWORD

In 2006, the Aboriginal Community of North Stradbroke Island, through a Shared Responsibility Agreement between their incorporated community organisations, the Australian and Queensland Governments and Redland Shire Council, agreed to undertake a joint planning process. The agreement initiated a one year planning and consultation process, the outcomes of which include a North Stradbroke Island Aboriginal Community Plan.

This plan represents the shared vision and intentions of the Aboriginal Community on North Stradbroke Island/Minjerrabah. They also represent many, many hours of dedicated work by community members, the steering committee and the community broker.

The Plan identifies opportunities to work together for a sustainable future for the Island through a series of implementation strategies, and a range of coordination and participation measures.

The Project Steering Committee recommends this plan to you, and looks forward to participating with the whole community and the three levels of government to implement the many positive actions in the Plan over the months and years ahead.

I would particularly like to acknowledge the hard work and leadership contributed by Community and Steering Committee members towards the development of this plan.

Signed,

Robbie Williams  
Forum Member  
Ministerial Regional Community Forum

*The Aboriginal community representatives of North Stradbroke Island wish to acknowledge the support Robbie gave to progressing this plan and with kind permission from Robbie's family respectfully retain his name on this foreword.*

## **STEERING COMMITTEE**

The development of the North Stradbroke Island Aboriginal Community Plan 2007 was facilitated by a Steering Committee comprised of representatives of the following community organisations:

- North Stradbroke Island Aboriginal and Islander Housing Co-operative Society Limited
- North Stradbroke Island Community Development Employment Programme Aboriginal Corporation
- Quandamooka Lands Council Aboriginal Corporation
- Minjerribah Moorgumpin Elders in Council
- Nunnukul Ngugi Cultural Heritage Corporation
- Oodgeroo Nunnukul Trust
- Minjerribah Indigenous Youth Network
- Yulu-Burri-Ba Aboriginal Corporation for Community Health

## **COMMUNITY BROKER**

As part of this process, the Steering Committee engaged a Community Broker, Pete Kelleher, who has worked with the Indigenous community of North Stradbroke Island under the direction and guidance of the SRA Steering Committee, to assist with the planning process.

The Community Broker has worked in collaboration with the Steering Committee, the Brisbane Indigenous Coordination Centre, the Department of Aboriginal and Torres Strait Islander Policy and the Redland Shire Council to achieve the objectives of a Shared Responsibility Agreement. The primary focus of the Community Broker has been to work with the key stakeholders to build the community's cohesion, collaboration and capacity to negotiate with Government and non-Government sectors who share responsibility for resolving community identified issues.

## **CONTACT INFORMATION**

This project, conducted in 2006/07 has built on material developed over a number of years by a large number of contributing authors. If any material included in the North Stradbroke Island I/Minjerribah Aboriginal Community Plan has been incorrectly referenced or cited, please contact the Community Broker c/o North Stradbroke Island Aboriginal & Islander Housing Co-operative Society Limited, PO Box 66, Dunwich, QLD 4183. Tel. (07) 34099340, Fax (07) 34099553

For further contact details refer to Attachment 2 - List of North Stradbroke Island Aboriginal and Islander Organisations.

## LIST OF ABBREVIATIONS

BTRAC	Brisbane Tourism Regional Advisory Committee
CDEP	Community Development Employment Programme
CRL	Consolidated Rutile Limited
DCS	Department of Child Safety (QLD)
DOC	Department of Communities (QLD)
DEO	Desired Environmental Outcome
DETA	Department of Education, Training and the Arts (QLD)
DES	Department of Emergency Services (QLD)
DEIR	Department of Employment and Industrial Relations (QLD)
DOH	Department of Housing (QLD)
DOI	Department of Infrastructure (QLD)
DJAG	Department of Justice and Attorney-General (QLD)
DLGPSR	Department of Local Government, Planning, Sport and Recreation (QLD)
DMR	Department of Main Roads (QLD)
DME	Department of Mines and Energy (QLD)
DNRW	Department of Natural Resources and Water (QLD)
DPC	Department of the Premier and Cabinet (QLD)
DPIF	Department of Primary Industries and Fisheries (QLD)
DPW	Department of Public Works (QLD)
DSD	Department of State Development (QLD)
DTFTWID	Department of Tourism, Fair Trading and Wine Industry Development (QLD)
DSQ	Disability Services Queensland
EPA	Environmental Protection Agency (QLD)
ESD	Ecologically Sustainable Development
FAIRA	Foundation for Aboriginal and Islander Research Action
ICC	Indigenous Co-ordination Centre
ICM	Integrated Catchment Management
ILUA	Indigenous Land Use Agreement
IPA	Integrated Planning Act 1997
ITP	Integrated Transport Plan
MMEC	Minjerribah / Moorgumpin Elders in Council
MOU	Memoranda of Understanding
NNCHCQ	Nunukal Ngugi Cultural Heritage Corporation of Quandamooka
NSIAIHCS	North Stradbroke Island Aboriginal and Islanders Housing Co-operative Society Ltd.
NTA	Native Title Act 1993 (Cth)
NTMA	Native Title Management Agreement
NTPA	Native Title Process Agreement
QALSMA	Quandamooka Aboriginal Land and Sea Management Agency
QCS	Queensland Corrective Services
QH	Queensland Health
QLC	Quandamooka Lands Council Aboriginal Corporation
QNTBC	Quandamooka Native Title Body Corporate
QNTFRSC*	Quandamooka Native Title Family Representative Steering Committee
QPS	Queensland Police Service
QRIWG	Quandamooka Regional Interagency Working Group
QRPA	Quandamooka Regional Partnership/Management Agreement
QSNTS	Queensland South Native Title Services
QT	Queensland Treasury
QTD	Queensland Transport Department

RSC	Redland Shire Council
RSSTDS	Redland Shire Sustainable Tourism Development Strategy 2003
RSCOSP	Redland Shire Council Open Space Plan 2004
SEQ	South East Queensland
SOE	State of Environment Report
SRFSS	Redland Shire Council Sport and Recreation Facilities and Services Study 2004
TO	Aboriginal Traditional Owner
WRCG	Water Resource Coordination Group
YBBACCH	Yulu-Burri-Ba Aboriginal Corporation for Community Health
USL	Unallocated State Land

\*Note:

QNTFRSC may become the QNTBC at the time of a determination of the Quandamooka Native Title Claim.

## TABLE OF CONTENTS

<b>• EXECUTIVE SUMMARY</b>	<b>Page 9</b>
<b>• INTRODUCTION</b>	<b>Page 17</b>
<p>Roles of this Community Plan – why is it needed?                  Scope and Location of this Plan                  Process of Development of this plan</p>	
<b>• BACKGROUND</b>	<b>Page 19</b>
<p><u>Planning &amp; Management Framework</u> – How does this plan fit into the bigger picture?                  Mapping of existing programs and services                  Regional Partnership, Shared Responsibility, and other funding agreements  <u>Management background</u>                  Management Principles  <u>Quandamooka Native Title Claim</u>                  Consent determination of Native Title</p>	
<b>• DESCRIPTION OF MINJERRIBAH/NORTH STRADBROKE ISLAND</b>	<b>Page 23</b>
<b>• A VISION FOR MINJERRIBAH/NORTH STRADBROKE ISLAND</b>	<b>Page 24</b>
<b>• ABORIGINAL COMMUNITY VALUES AND GUIDING PRINCIPLES</b>	<b>Page 24</b>
<b>• MANAGEMENT ISSUES AND PLANNED RESPONSES</b>	<b>Page 27</b>
<b>1. GOVERNANCE and ACCOUNTABILITY STRATEGY</b>	<b>Page 28</b>
<p>1. Representation and Decision Making                  2. Recognition and Implementation of Rights                  3. Accountability Measures                  4. Monitoring, Evaluation and Review</p>	
<b>2. ADMINISTRATION, PLANNING and INFORMATION MANAGEMENT STRATEGY</b>	<b>Page 44</b>
<p>1. Co-operative Management                  2. Planning                  3. Communication and Co-ordination                  4. Information Management and Research</p>	

**3. COMMUNITY DEVELOPMENT and WELLBEING STRATEGY****Page 55**

1. Community Cohesion: Inclusion and Difference
2. Community Services and Facilities
3. Family, Organisation and Community Capacity Building and Support
4. Education and Training
5. Child Care and Protection
6. Supporting Young People
7. Justice

**4. HEALTH STRATEGY****Page 70**

1. Environmental Health
2. Primary Health and Services
3. Drug and Alcohol Misuse
4. Diet and Lifestyle
5. Mental Health
6. Spiritual Health
7. Aged Care and Respite

**5. CULTURAL HERITAGE MANAGEMENT STRATEGY****Page 82**

1. Ownership of Aboriginal Cultural Heritage
2. Protection and Management of Cultural Heritage Values and Material
3. Access to Significant Areas and Resources

**6. LAND, FRESHWATER and SEA MANAGEMENT STRATEGY****Page 92**

1. Land, Freshwater and Sea tenure and use
2. Co-ordination of Land, Freshwater and Sea Management
3. Natural and Cultural Resource Management
4. Wetlands, Catchment and Reserve Management
5. Freshwater Management
6. Fire and Disaster Management
7. Pest Management
8. Extractive Industries
9. Off-Road Vehicle Management
10. Marine Management

**7. PHYSICAL SERVICES and INFRASTRUCTURE STRATEGY****Page 111**

1. Co-ordination of Planning, Provision and Management of Physical Services and Infrastructure
2. Transport
3. Power and Telecommunications
4. Water Extraction and Supply
5. Sewerage Reticulation and Treatment
6. Waste Collection and Disposal
7. Drainage and Erosion Management

**8. HOUSING STRATEGY****Page 126**

1. Housing Management & Advocacy
2. Housing Ownership
3. Affordable Accommodation

<b>9. <i>ECONOMY and EMPLOYMENT STRATEGY</i></b>	<b>Page 135</b>
--	-----------------

1. Economic Development: Diversity, Sustainability and Equity
2. Increasing Community Wealth through Capacity Building and Co-operative Management of the Economy
3. Indigenous Business Development and Support
4. Employment
5. Tourism Planning and Impact Management
6. Tourism Promotion and Education
7. Tourism Activities, Products and Services
8. Tourism Infrastructure

<b>10. <i>RESOURCE ALLOCATION and FUNDING STRATEGY</i></b>	<b>Page 152</b>
--	-----------------

1. Resource Base and Providers
2. User Pays Options and Non Capital Concessions
3. Supporting Community Capacity to Provide Services

<b>• CO-ORDINATION and INTEGRATION OF PLANNED ACTIONS</b>	<b>Page 164</b>
---	-----------------

<b>• MANAGEMENT REVIEW and PERFORMANCE APPRAISAL</b>	<b>Page 164</b>
--	-----------------

<b>• PROCESS FOR AMENDING or REPEALING THE PLAN</b>	<b>Page 165</b>
---	-----------------

<b>• DEFINITION OF TERMS</b>	<b>Page 165</b>
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<b>• REFERENCES</b>	<b>Page 171</b>
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<b>• APPENDICES</b>	<b>Page 184</b>
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**COLOUR SUMMARY –QUANDAMOOKA ABORIGINAL COMMUNITY PROFILE and ACTION PLAN 2007**

## **EXECUTIVE SUMMARY**

This Community Plan is the main output of a Shared responsibility Agreement (SRA) that was entered into between the incorporated Aboriginal organisations on North Stradbroke Island in Southeast Queensland, the Australian Government's Indigenous Coordination Centre, Queensland Government and the Redland Shire Council.

The Aboriginal peoples of Quandamooka have never relinquished sovereignty over our land and sea country. Archaeological evidence shows that our cultural heritage today is part of an ongoing management regime that spans more than 25,000 years. Our cultural heritage, our 'business', is caring for this country.

Our land and sea country is a cultural landscape that includes our living community, the spirits of our ancestors, our children, our children's children and their descendents into the future. Our business includes caring for visitors on our country and the upholding of our lore and customs.

This is our Plan 2007 for the management of that business. This plan is a 'live' document that will change over time as goals are achieved and new issues arise. As such, it will need to be reviewed and amended on a regular basis.

## **ROLE OF THE PLAN**

This Aboriginal Community Plan aims to describe a broad plan of action to deal with management issues affecting the Aboriginal residents and Traditional Owners of North Stradbroke Island in south-east Queensland.

Services and facilities are currently delivered to the Aboriginal Community on North Stradbroke Island in a relatively uncoordinated way. Many overlaps of service occur, while other needs are left unmet. The main aim of the Aboriginal Community Plan is to identify priority issues affecting the community and to assist in negotiating ways of managing those issues.

The Plan will define the roles of key agencies and individuals, what they do, and how they and the community will know when it is achieved.

## **COMMUNITY CONSULTATION AND ISSUES SUMMARY**

In the past few months, a range of activities have been undertaken to ensure that input into the planning process was available to all interested members of the Aboriginal community on the Island, non-resident Traditional Owners and agencies providing services to the community.

## **PRIORITY ISSUES**

Priorities for service development and resources include family support, emotional and physical health services, school to work transitions for young people and care of seniors. Prevention and early intervention services, which integrate family support with child protection, are urgent priorities.

Identified priority community issues also include;

- Improved governance arrangements
- Youth care and support
- Health and aged care
- Drug and alcohol abuse
- Domestic violence and child safety
- Land and housing tenure
- Enterprise and employment
- Water extraction to the mainland
- Community facilities
- Ownership and promotion of Aboriginal cultural heritage and rights
- Native Title
- Co-ordination of land and sea management.

## **STRATEGY SUMMARY – MAJOR THEMES**

The key management issues as defined by Aboriginal organisations, individuals and service providers during consultations in 2006 have been sorted into ten (10) broad themes. A strategy has been developed to respond to each of these ten management themes as follows:

1. GOVERNANCE and ACCOUNTABILITY STRATEGY
2. ADMINISTRATION, PLANNING and INFORMATION MANAGEMENT STRATEGY
3. COMMUNITY DEVELOPMENT and WELLBEING STRATEGY
4. HEALTH STRATEGY
5. CULTURAL HERITAGE MANAGEMENT STRATEGY
6. LAND, FRESHWATER and SEA MANAGEMENT STRATEGY
7. PHYSICAL SERVICES and INFRASTRUCTURE STRATEGY
8. HOUSING STRATEGY
9. ECONOMY and EMPLOYMENT STRATEGY
10. RESOURCE ALLOCATION and FUNDING STRATEGY

**KEY ELEMENTS** - Each of the ten draft Strategies has a number of component parts or Key Elements

## **SOME PRIORITY ACTIONS**

### **GOVERNANCE and ACCOUNTABILITY STRATEGY**

- Resourcing of improved governance arrangements for Aboriginal community affairs. This will be helped by the formalisation of a Combined Aboriginal Organisations Forum. The proposed Forum will be supported by a secretariat and a number of specialised reference groups providing advice and expertise in various aspects of management.

Proposed Reference Groups include; Community Development, Health, Land Freshwater and Sea, Cultural Heritage Protection, Housing and Infrastructure, Economic Development and Tourism. Membership of the reference groups will be sourced from planned Regional Forums on various areas of management.

- A 'Negotiation Table' will be convened on a quarterly basis on the Island. The table will be a forum for negotiation between the community and all levels of government having jurisdiction on the Island. The primary function of the table will be the negotiation of means to move forward on issues and as a reporting forum on progress made since the previous meeting.
- A proposal that is central to the Governance Strategy is the convening of a Regional Interagency Working Group (RIWG). The main role of the RIWG will be the co-ordinated implementation of decisions made by the Aboriginal community, through the agency of their organisations at the table with all levels of government. This group will be responsible for the implementation of decisions made at the 'Negotiation Table' (above).
- A Regional Partnership Agreement is proposed for development between the agencies of the North Stradbroke Island Aboriginal Community, all levels of government, and management stakeholders within the Quandamooka Traditional Estate.

### **ADMINISTRATION, PLANNING and INFORMATION MANAGEMENT STRATEGY**

- Developing the community's capacity in information technology, skills development, management and implementation is essential if the Island is to move forward. This requires a commitment to education, training and information resource development.
- The proposed 'Info Hub' (see below) will act as a training facility for communication, administration and information technology. One role of the 'Hub' will be to facilitate the development of a North Stradbroke Island Research Strategy for the Island and surrounding waters that identifies research gaps and priorities, and assists in the management of targeted future research to fill them.

### **COMMUNITY DEVELOPMENT and WELLBEING STRATEGY**

- Develop an Aboriginal Cultural and Interpretive Centre. The centre would include cultural interpretive centre, 'keeping place' for cultural materials, galleries, performance spaces, 'Information Hub', training facilities and meeting facilities.

- The 'Information Hub' is envisaged as a community driven agency aimed at delivering information to the community about activities that affect their lives and would also be the home of the proposed Aboriginal Knowledge Project.
- The primary purpose of the 'Info Hub' will be to provide for the effective management and distribution of information relating to the management of Island and regional issues via publications, radio, film, web and other electronic media. A number of institutions will be brought online electronically to provide a wide range of information and educational material to users.
- The hub would also act as a media training centre for the community's youth in radio, film, visual arts, drama and electronic media.
- Development of a Youth Centre in Dunwich.
- Development of a safe house and community-based programs with trained youth workers and improved data collection.

## **HEALTH STRATEGY**

- Expand current health infrastructure to accommodate the needs of the community.
- Improve emergency access arrangements off the Island.
- Develop an out of town substance abuse rehabilitation centre that includes staff accommodation.
- Provide high quality drug and alcohol support services including counselling, court support etc.

## **CULTURAL HERITAGE MANAGEMENT STRATEGY**

- Through a series of negotiated incentives, ensure that all staff of government agencies and businesses providing services on North Stradbroke Island undertake cultural awareness training conducted by Traditional Owners.
- Traditional Owners will document clear strategies for the future protection and management of the cultural and natural estate of the Quandamooka Traditional Estate in the form of a Regional Aboriginal Cultural Heritage Management Plan. This will be funded through the proposed Regional Partnership Agreement (RPA) process.

## **LAND, FRESHWATER and SEA MANAGEMENT STRATEGY**

- Identify and develop adequate residential land to accommodate the foreseeable needs of the North Stradbroke Island Aboriginal community.
- Provide appropriate land located close to activities for required land and sea management activities in the region.
- Traditional Owners to be supported and resourced to regularly monitor freshwater, land and sea ecosystems within the Traditional Estate.

- Undertake a whole of Island Catchment Management Plan. As part of the catchment planning process, develop specific wetland management plans.
- Reinvigorate the Quandamooka Aboriginal Land and Sea Management Agency (QALSMA).
- Prior to the development of a Traditional Owner Water Management Authority (see below), Redland Shire Council and/or the State Government (when it takes over control from RSC) to annually fund Traditional Owners to undertake catchment management projects. The cost of these to be internalised in water pricing.
- Investigate feasibility and funding opportunities for Indigenous fire unit.
- Lobby the CEO, Department of Emergency Services, to form a North Stradbroke Island Emergency Service Unit under the *Disaster Management Act 2003*.

### **PHYSICAL SERVICES and INFRASTRUCTURE STRATEGY**

- Negotiate with the State government, a reduction in the volume of freshwater extracted to the mainland.
- Develop a Traditional Owner Water Management Authority (TOWMA) to take over management of the water resources within the Quandamooka Traditional Estate.
- Negotiate with the Department of Main Roads the implementation of traffic calming mechanisms; particularly at the entrance to the One Mile community at Dunwich and speed limit reduction from Dunwich to Myora.

### **HOUSING STRATEGY**

- A North Stradbroke Island Aboriginal Residential Development Plan will be developed to address the need for healthy, safe and affordable housing. The Aboriginal Residential Development Plan will allow for the unique social character of the Island communities to be maintained while promoting equitable access to housing for Aboriginal residents in all townships within the Traditional Estate.
- Through an Affordable Housing Strategy, develop financial incentives, regulatory incentives and dispensations if necessary to develop affordable housing options such as community owned co-op housing, caravan park permanent sites and hostels, potentially integrated with local services and retail.
- The plan supports the hand over of all Aboriginal public housing stock to tenants, by sale or other appropriate mechanisms. Government held caveats over community owned housing need to be lifted to assist with the rational and effective management of housing stock.
- Develop and regularly update the Quandamooka Aboriginal Residency Register, which documents the location of residents living outside the Island townsites for use in wildfire or other emergencies. This information would be held confidentially and only used on an agreed basis as part of an Aboriginal Emergency Wildfire Plan. Points of contact within the community for emergency services need to be formalised.

## **ECONOMY and EMPLOYMENT STRATEGY**

A number of cultural and educational tourism enterprises are proposed including;

- Transport terminals and facilities at both ends of water transport to and from the island.
- Guiding
- Trails and campsite network
- Arts and crafts
- Bush tucker
- Cultural education and performance
  
- The Plan supports education and training for Island organisations and individuals to export on a consultancy basis, their expertise in local and regional management issues.
  
- The development of a foreshore Aboriginal economic zone on the southern side of Dunwich and adjacent to Adams Beach. An area of minimum 20 hectares is needed to facilitate the economic development plans of the community.
  
- Carry out feasibility assessments for each of the business proposals in the plan.
  
- Develop business plans for those enterprises that are prioritised by the community after feasibility assessments have been completed.
  
- Establish governance structures that will support successful business management practices.

## **RESOURCE ALLOCATION and FUNDING STRATEGY**

- The proposed Regional Partnership Agreement will formalise the relationships between all parties and provide a means to coordinate applications to major funding sources at a Moreton Bay/Quandamooka regional scale.
  
- Agreed medium and long-term funding arrangements need to be developed to resource capacity building, planning and management initiatives within the community that will facilitate implementation of the Community Plan.
  
- Partnerships and joint ventures for management and integrated service delivery may be developed through regional agreements as proposed under the State Government's 'Partnerships Queensland Program'.
  
- Redland Shire Council in particular must recognise its obligation to return an adequate proportion of revenue from Island freshwater extraction to the mainland, back to the Island for the sustainable and responsible management of the resource. Responsible catchment management would almost entirely answer the employment needs of the community.
  
- Prepare a funding database to centrally maintain and update grant funding programs and their eligibility criterion.

### **Matters for negotiation include**

- Lessening impacts of State Government's One Social Housing Policy.
- Removal of caveats over community owned properties.
- Reduction of amount of freshwater extracted to the mainland.
- Cultural Heritage training for all government employees and contractors dealing with the Island.
- Appropriate zoning by Redland Shire Council of Myora Caravan Park.
- Correcting the Bureau of Statistics undercount of Aboriginal people and their needs on the Island – resourcing of services is based on these statistics.
- Performance indicators and timeframes to be used for the review of government and community actions proposed in the Aboriginal Community Plan.
- The means and resourcing of actions proposed in the Aboriginal Community Plan.

### **Proposed short term priority projects of a relatively small nature for 2008 include**

1. Formalise, name and develop Terms of Reference (TOR) for the North Stradbroke Island Combined Aboriginal Organisations Forum.
2. Formalise the proposed Negotiation table with three levels of government.
3. Governance and negotiation training for all management boards of community organisations as soon as possible after their appointment.
4. Ensure that further extraction of freshwater from the Island does not take place until such time that Traditional Owners have negotiated an outcome suitable to them, based on adequate and sound scientific investigations.
5. Funding for the continued operation of Nareeba Moopi Moopi Pa Aged / Frail Hostel.
6. Procurement of land required for additions to Yulu Burri Ba Aboriginal Corporation for Community Health.
7. Negotiate handover of North Stradbroke Island State owned Aboriginal and Torres Strait Islander houses to the Aboriginal community, and the removal of government held caveats over community owned housing stock.
8. Improved emergency access off the island for ambulance evacuations from One Mile.
9. Development of disaster emergency plan for cyclones etc.
10. Fund full time Aboriginal Community Development Officer to provide administrative support to Combined Organisations Forum.

11. Establish domestic violence safe house in Dunwich.
12. Assistance for community members with access to business training and planning.
13. Assist North Stradbroke Island Aboriginal Enterprises with their transition from Community Development Employment Project (CDEP) to workers co-op and with the development of enterprises.
14. The extension of existing youth development and care projects including:
  - Full time funding for an Aboriginal Youth Worker,
  - Adequate support for youth programs run by community organisations,
  - Refurbishment of the Dunwich swimming enclosure,
  - Develop Youth Centre, and
  - Develop Aboriginal Knowledge Project.

## INTRODUCTION

### **Roles of this Community Plan – why is it needed?**

Services and facilities are currently delivered to the Aboriginal Community on North Stradbroke Island in a relatively uncoordinated way. Many overlaps of service occur, while other needs are left unmet.

This plan seeks to identify what services are required and who will provide them as well as how they may be resourced, whether it be individuals, families, business, community organisations or government.

The main aim of the Aboriginal Community Plan is to identify priority issues affecting the community and to assist in negotiating ways of managing those issues.

### **Scope and Location of this Plan**

While this plan relates mainly to activities affecting the Aboriginal community on North Stradbroke Island/Minjerrabah, in order to effectively deal with issues on the Island, it has been necessary to look at some issues and activities occurring or proposed across the wider regional area.

The scope of this plan is generally confined to the Quandamooka Traditional Estate which comprises (i) the central and southern seas of Moreton Bay, (ii) Moreton, North and South Stradbroke Islands, (iii) the mainland coast and coastal streams between the Brisbane and Logan Rivers (roughly coinciding with Redland Shire) and (iv) numerous smaller islands in the central and southern Bay.

### **Process of Development of this plan**

In the past few months, a range of activities have been undertaken to ensure that input into the planning process was available to all interested members of the Aboriginal community on the Island, non-resident Traditional Owners and agencies providing services to the community.

A series of Aboriginal community meetings and workshops were held to help the community identify its priorities and negotiate preferred approaches to tackling those issues.

The Community Broker has been meeting with Staff, Managers, Chairpersons and whenever possible Boards of each of the organisations represented on the Steering Committee to outline the aims of the project and to identify solutions to issues affecting those organisations and their clients. As many individuals as possible from the community have been interviewed on a one on one basis.

The Community Broker, working with the Steering Committee, carried out an extensive review of planning work previously undertaken by the community and the individual community organisations, including their individual corporate and business plans.

This information was pulled together and updated through a series of discussions with community members and organisations. In addition to the integration of the organisation corporate plans, a series of activities have been undertaken to engage with those members of the Aboriginal community on the Island who have not chosen to be represented by the community organisations for the purposes of this Plan.

The process has included a range of consultation meetings with individuals, family reps, community organisation committees and staff and government and non government agencies that provide services to the community.

The Shared Responsibility Agreement Steering Committee has been meeting regularly for over a year in an effort to get this project up and running. They have guided the work of the Community Broker in the development of the ideas and material for discussion.

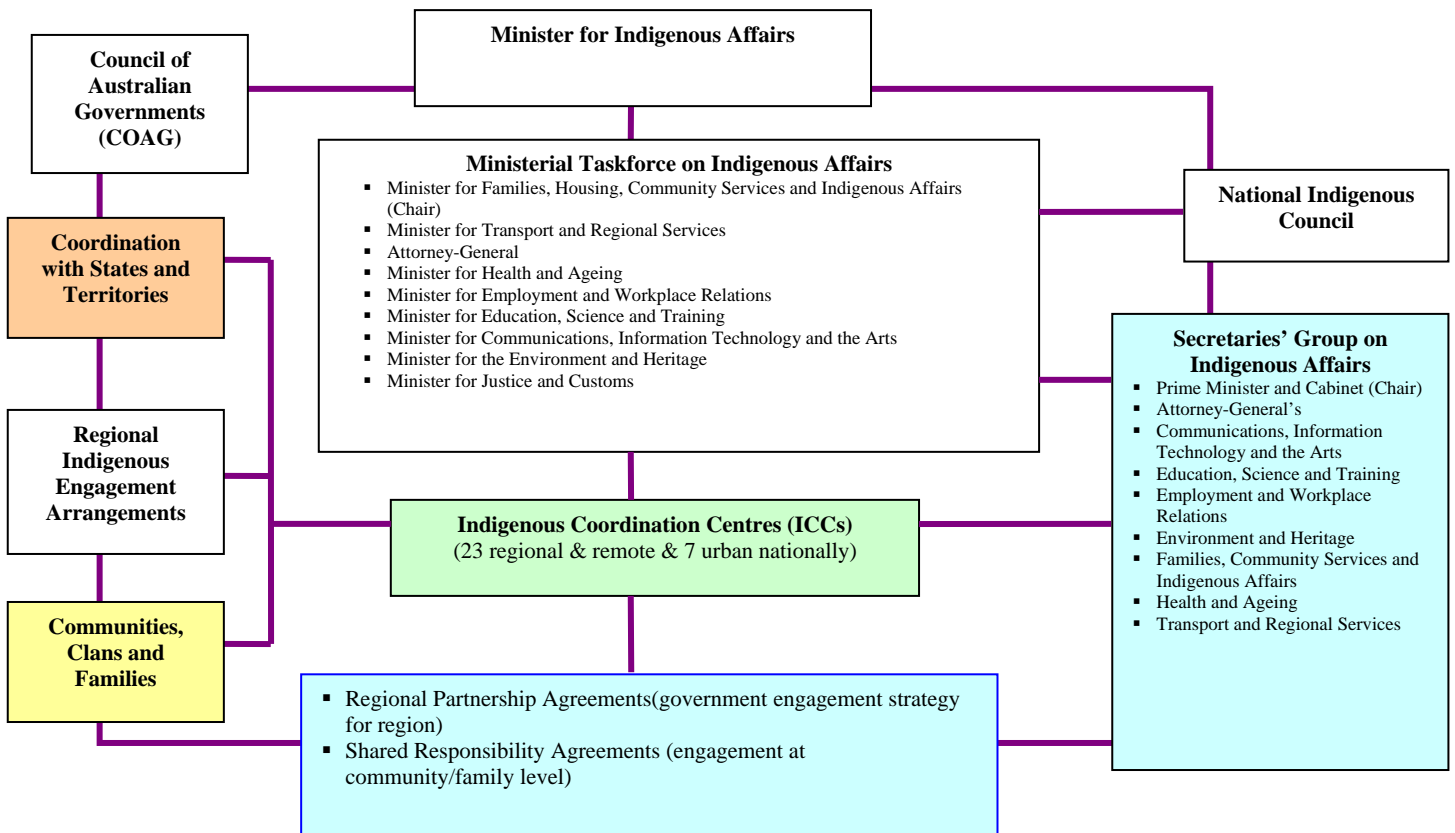
The process has involved the expression of the Aboriginal Community's vision for the future of the Island. This vision includes a number of core values to guide the management of the community's affairs.

These values and the Community Vision have guided the development of policies, strategies and actions aimed at addressing the wide range of management issues identified by the Aboriginal community.

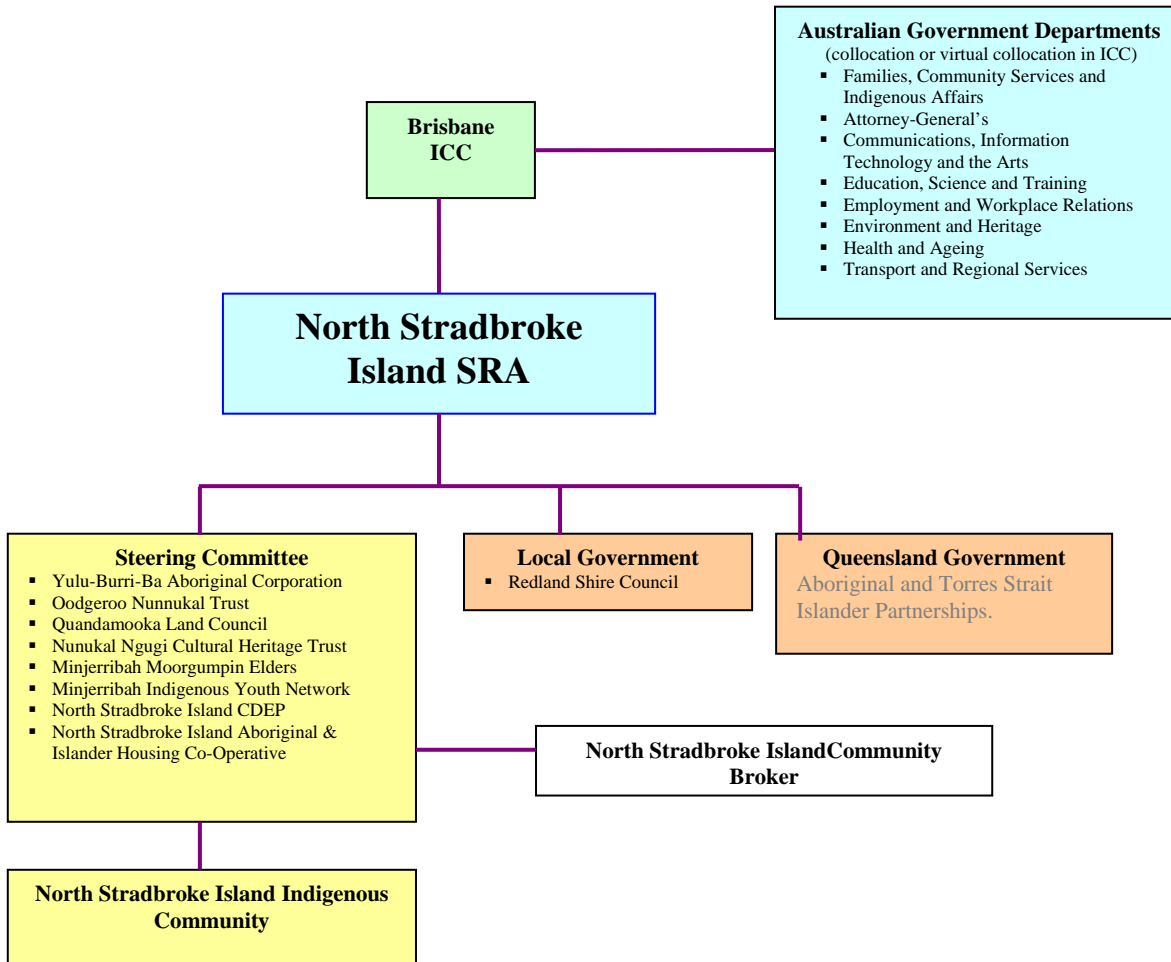
# BACKGROUND

## Planning and Management Framework

**How does this plan fit into the bigger picture?**



**North Stradbroke Island / Quandamooka Shared Responsibility Agreement (SRA)**



## Management background

### **Management of multiple and competing values, family based system**

A number of Aboriginal owned and run organisations currently provide services to the community on North Stradbroke Island and in some cases to the wider community beyond the Island.

The Aboriginal community on the Island usually numbers somewhere between four and five hundred people. There are many more Traditional Owners living off the Island, generally in and around the Brisbane metropolitan area. The bulk of management and governance responsibility is handled by the resident group living on the Island.

The organisations run by the Aboriginal community on the Island have been and remain in most cases highly successful in the delivery of their intended services. Some have gained a good reputation nationally as examples of successful and sustainable management.

All organisations are faced with the challenges of corporate decision making, economic viability, staff and client satisfaction etc. Community organisations can often be seen by insiders as being flying by the seat of their pants both politically and economically. This is often the reality. How good an organisation or group is at managing its affairs in the midst of periods of relative uncertainty is often the key factor in long term survival.

We have on the Island some of the longest continuously running organisations in contemporary Aboriginal Australia. The relatively small resident Aboriginal community has proven over many years to be highly successful in taking control of their own lives through the control of a wide range of service delivery and decision making on the Island.

If we take the time to step back and cast an eye over the overall wellbeing of the community, particularly as expressed through the organisations, then we will see a highly successful group working in various ways to effectively provide for their needs and for those of future generations.

### **Management Principles**

"... Today the peoples of the Quandamooka (Moreton Bay) region continue to respect and revere their traditional sacred areas, maintain traditional economic practices, exert their traditional rights of environmental management, travel and dwell throughout their lands and pass cultural knowledge and Land and Sea Law on to their children. Community members have retained their Aboriginality, their belief in and practice of their Aboriginal culture, their identity as people of Quandamooka, salt-water island people, and a belief in and practice of Indigenous Rights. Aboriginal people recognise that although many Aboriginal customs and laws have been retained, some customs have been lost, other customs have changed or have been adapted and new customs have been absorbed since the colonial invasion. This process is one of the hallmarks of a living culture. However, in this process of adaptation, Aboriginal people have never forsaken their inherent indigenous rights. Aboriginal people assert that there has been a continuity of indigenous rights and that they are the inheritors and custodians of such.

*- North Stradbroke Island/Minjerribah Planning and Management Study: Aboriginal Cultural Issues Component Study Stage Two Report, February 2000.*

## **Quandamooka Native Title Claim**

### **Consent Determination of Native Title**

The Quandamooka Lands Council first lodged a native title application over North Stradbroke Island / Minjerribah in December 1994. The specific rights that will be determined in the Quandamooka application are currently subject to advanced confidential negotiations with the Queensland Government and/or the discretion of the Federal Court of Australia.

The outcome of the Determination of the Quandamooka claim will have a range of impacts on many of the proposals in this plan.

## **DESCRIPTION OF MINJERRIBAH / NORTH STRADBROKE ISLAND**

The Aboriginal place name most commonly used for North Stradbroke Island is Minjerribah. The island, located adjacent to metropolitan Brisbane in South-East Queensland, is the second-largest sand island in the world - 37 km long and 11 km wide at its northern, wider end.

The population of Brisbane, currently 1.8 million, is expected to double by 2025. South-East Queensland is one of the fastest-growing regions in Australia. North Stradbroke Island is about 40 km from Brisbane and is included in the local government jurisdiction of Redland Shire. Cleveland, the main urban centre of Redland Shire, is the embarkation point for car ferries and water taxis to the island.

North Stradbroke Island has been separated from the smaller South Stradbroke Island since 1896 when storms and high tides breached the dunes and divided the island mass into two. Scientific evidence suggests that the two islands have been joined and separated on a number of occasions in the past. Moreton Island lies immediately to the North as the third of the sand barrier islands that protect the waters of Moreton Bay and Brisbane.

North Stradbroke Island's permanent Aboriginal community of about 500 is a significant part of a mainstream island population of about 2016 (2006 Census). The population of the island is dispersed among three small towns: Dunwich, Amity Point and Point Lookout, with most Aboriginal community members residing in Dunwich and comprising about half of that town's population.

Island residents are largely engaged in service industries, tourism, sand mining and commercial fishing. At peak holiday times, the island population sometimes swells to more than 30,000, leading to a range of social and environmental impacts. Management issues being dealt with by the local Aboriginal community are diverse and in many ways unique, given the impacts of close proximity to a metropolitan area coupled with limited access to services often more akin to a remote location.

## A VISION FOR MINJERRIBAH/NORTH STRADBROKE ISLAND

The process of developing this plan has involved the expression of the Aboriginal Community's vision for the future of the Island as follows:

### ***Future Vision for the Aboriginal Community of North Stradbroke Island/ Minjerribah***

The Aboriginal community, in partnership with the mainstream community, has created a future where the Island's spirit, cultural values and the beauty of its lands and seas are conserved and restored. All community members enjoy equal opportunities, working together in a unified way to shape a healthy and happy future for the generations that follow.

There is a rich and harmonious community life, a vibrant and sustainable economy and local Aboriginal community members enjoy a wide range of opportunities while respecting the rich diversity of different views and backgrounds of each other and the wider community.

The Aboriginal community has control over their own lives with every person able to have meaningful input into decisions that affect their community. Aboriginal sovereignty over our lands is recognised and respected nationally and internationally with the Aboriginal people of the Quandamooka Traditional Estate guiding decision making in the region.

## ABORIGINAL COMMUNITY VALUES and GUIDING PRINCIPLES

Core cultural values are those values identified by the Aboriginal community that must be protected if culture is to survive in a healthy form. Generally, these are things that contribute to a healthy community – that promote justice and equity, integrity and trust. These core values are protected by a number of guiding principles outlined below.

Key recommendations in this report spring from the basis that all future land use, planning and management should work to enhance and protect the community's core values.

### ***Core Values***

- Protection and preservation of the cultural and natural integrity of land and sea.
- Recognition of and respect for Elders.
- Ability to access and enjoy areas of spiritual and cultural significance.
- Recognition of inherent rights to natural resources.
- Respect for and recognition of Aboriginal decision making processes.
- Maintenance of customary law.
- Passing on of Aboriginal Culture to our youth.
- Respect for and recognition of the complexity of Aboriginal social structures.
- Recognition of and respect for cultural differences.

These core values and the guiding principles below have guided the development of policies, strategies and actions aimed at addressing the wide range of management issues identified by the Aboriginal community.

## ***Guiding Principles***

### ***GOVERNANCE and ACCOUNTABILITY***

Governance structures and systems provide opportunities for all members of the community to have meaningful input into the decision-making processes that affect the Traditional Estate and the community. Open and transparent processes are part of the effective communication of community business to those with an established interest.

### ***ADMINISTRATION, PLANNING and INFORMATION MANAGEMENT***

Service providers from the public and private sectors operate under the direction of community decision making processes.

### ***COMMUNITY DEVELOPMENT and WELLBEING***

Over time, the population has grown slightly as young people remain on the Island to raise their families and take advantage of improved health, education and physical services and other traditional owners have returned home. Many groups and organisations promoting art, culture, sport and recreation support an active community life and community members have an increased sense of belonging to a unified Island community with community members having a feeling of ownership and pride.

Education plays a key role in the sharing of values and ideas, both helping to connect all age groups to community life, and powering a prosperous local economy. Respect and understanding forms the basis for relations between different age groups and communities. Timeless truths and modern science combine to create a firm basis for natural and cultural conservation, community life and economic prosperity.

The needs of young people are catered for with a range of recreational, care and employment programs, many of which are developed and managed by Island community members. Young people enjoy access to a wide range of recreational, social and employment opportunities.

### ***HEALTH***

In keeping with the community's relationship with the natural and cultural environment, health measures will be implemented holistically with a focus on environmental and ecological health, family health, social health, as well as prevention of disease and provision of adequate health infrastructure.

The Aboriginal community and all levels of government commit to advocating for an increase in resources for the development of health promotion and treatment services and recognition of the need for holistic, integrated services.

### ***CULTURAL HERITAGE***

Positive Aboriginal and non-Aboriginal cultural values are promoted by educational, social and economic opportunities and celebrated in the daily life of individuals and the community. There is a shared respect for the land and sea, which gives rise to a wide range of cultural, educational and economic opportunities. Management of Aboriginal cultural heritage and responsibility for the protection and management of the cultural environment is in the hands of Traditional Owners.

### ***LAND, FRESHWATER and SEA MANAGEMENT***

The Quandamooka Traditional Estate is managed by Aboriginal Traditional Owners to sustain and celebrate its natural character and beauty. The people of the Island rejoice that past mistakes have been recognised and corrected. Development and management guidelines incorporating Aboriginal traditional knowledge protect the Island's unique natural and cultural heritage of land and sea. Long-term management strategies are helping to heal the land as the Island's economy is steered towards ecologically sustainable development (ESD).

### ***PHYSICAL SERVICES and INFRASTRUCTURE***

Strong bonds of interdependence with the mainland remain, providing many of the Island's people with continuing access to employment and economic opportunities. Transport to and from the Island is safe, accessible, comfortable and affordable, and integrates with the needs of the local community and sustainable tourism development. Community members have access to competitive financial facilities and retail services that cater to their needs.

### ***HOUSING***

Provide ready access to healthy, safe and affordable housing and accommodation options for residents of all socio-economic circumstances in all townships and designated Aboriginal Living Areas.

Through better housing, facilitate better health and education outcomes for kids - and the removal of many of the stresses that lead to domestic violence. Addressing housing helps to address health, employment, education and violence.

Facilitate, wherever practically possible, private home ownership and security of title for the Aboriginal people living within the Quandamooka Traditional Estate.

### ***ECONOMY and EMPLOYMENT***

The Island's community members have opportunities to develop their own lifestyles. All commercial activities are based upon understanding, respecting and conserving the Island's natural and cultural heritage. Mining companies and local communities have co-operated to ensure a smooth transition between current land uses and the development of alternative sustainable industries. Tourism, tailored to the Island's capacity and its community's values, has become an important source of livelihood. Environmental and cultural education and research into land, bay and ocean ecosystems have created many jobs. Aboriginal knowledge is valued in ways that respect its origins. There is recognition of the value of all local knowledge and facilitation of the use of this knowledge to derive a range of benefits, particularly from the export of local expertise to other parts of the world.

### ***RESOURCE ALLOCATION and FUNDING***

Recognising the need for an integrated approach to resource management and service provision, resource managers have adequate capacity to address issues that concern the Island community.

## **MANAGEMENT ISSUES and PLANNED RESPONSES**

- 1. GOVERNANCE and ACCOUNTABILITY STRATEGY**
- 2. ADMINISTRATION, PLANNING and INFORMATION MANAGEMENT STRATEGY**
- 3. COMMUNITY DEVELOPMENT and WELLBEING STRATEGY**
- 4. HEALTH STRATEGY**
- 5. CULTURAL HERITAGE MANAGEMENT STRATEGY**
- 6. LAND, FRESHWATER and SEA MANAGEMENT STRATEGY**
- 7. PHYSICAL SERVICES and INFRASTRUCTURE STRATEGY**
- 8. HOUSING STRATEGY**
- 9. ECONOMY and EMPLOYMENT STRATEGY**
- 10. RESOURCE ALLOCATION and FUNDING STRATEGY**

# **1 GOVERNANCE and ACCOUNTABILITY STRATEGY**

## **CONTENTS**

### **• WHERE ARE WE NOW?**

Background  
Issues identified by the Community  
Issues analysis

### **• WHERE DO WE WANT TO GO?**

Broad Aims

### **• WHY DO WE WANT TO GO THERE?**

Purpose

### **• HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS**

- 1.1 Representation and Decision Making
- 1.2 Recognition and Implementation of Rights
- 1.3 Accountability Measures
- 1.4 Monitoring, Evaluation and Review

### **• MATTERS FOR NEGOTIATION**

Authority  
Capacity  
Roles and Responsibilities  
Implications for Planning and Management  
Monitoring and Review

### **• IMPLEMENTATION MEASURES AND PROCESS (Flow Chart)**

## WHERE ARE WE NOW?

### GOVERNANCE AND ACCOUNTABILITY

#### BACKGROUND

By Governance, we mean the processes, structures, institutions, leadership, powers, capabilities and cultural foundations used by the community to make and implement decisions.

While Aboriginal Traditional Owners have a formalised decision making process for matters relating to the Quandamooka Native Title Claim, the North Stradbroke Island Aboriginal community as a whole (including non claimant families and individuals) most commonly uses a system whereby the various management boards of the community organizations make decisions relating to their particular area of interest.

Matters considered to be of whole of community interest or, as being outside of the responsibility of any of the organisations, are usually taken to full community meetings. If ongoing management of a particular issue or project is needed, then a Steering Committee is often formed for the required time.

In general, the Community representative organizations, through their Management Boards/Committees, perform the following roles in leading and involving the community in:

- decision making;
- representing the interests of their members in wider decision making processes;
- information sharing;
- planning;
- management; and
- monitoring and evaluation.

Led by the formalised Native Title decision making process, there has been a gradual reform of the community organisation based system towards a more family based process when looking at governance, particularly regarding funding, service delivery and enterprise development.

The formal Quandamooka Decision Making process for Native Title is a family based system whereby twelve family representatives follow a prescribed system of consultation with family members including Elders. A council open to all family Elders meets to be briefed by advisors and to discuss issues prior to designated family representatives meeting to make decisions based on their family's instructions.

The Island has a unique history shaped by a strong sense of community, the need to cope with particular problems and challenges, and a fragile and culturally valuable landscape. Its values will only be protected if the combined knowledge and skills of the Island's communities are brought to bear. Developing the community's capacity in information technology, skills development, management and implementation is essential if the Island is to move forward. This requires a commitment to education, training and information resource development.

"Today, many Indigenous groups and communities around the country are exploring options for regionalised forms of governance. But the structures and processes of Indigenous self-determination have long been moulded by non-Indigenous reform agenda and policy frameworks. In the gap left by the abolition of ATSIC and its regional councils, governments are focusing their policy attention on how to facilitate other forms of regionally-based representation and partnerships.

Against this backdrop, many issues remain open to debate: What constitutes a 'region' for Indigenous governance purposes? How is 'region' being linked to 'community' and 'localism'? What principles and institutions are guiding Indigenous initiatives? What challenges are being encountered? What forms of regionalised governance are being developed? And finally, are the substantial changes to the architecture of Indigenous Affairs currently being implemented by governments, enabling or disabling Indigenous efforts?" —Diane Smith, Fellow, CAEPR

The accountability measures in this plan work on the principle that *the amount of control over decisions must be equal to the amount of responsibility taken*. For example, government agencies taking a high level of control over community processes must take their share of responsibility for any resulting inefficiencies and not blame the Aboriginal community. Naturally, when it is the other way around, the same principle applies. Similarly the roles and responsibilities of Boards of Management and individual managers within the community need to be documented showing clear chains of command and lines of communication and reporting.

#### **ISSUES IDENTIFIED BY THE COMMUNITY**

- The sustained attack by the current federal government and its agencies on the rights of Indigenous Australians, particularly with regard to the right to self determination as expressed through community run organisations.
- Bureaucracy running out of control in terms of reporting requirements and constant demands for time and human resources from already overstretched community service organisations.
- Need to encourage increased Aboriginal community participation in policy development, decision making and management implementation.
- Need full acknowledgement of Indigenous Rights.
- Controlling and manipulative behaviour by some government officers and agencies to further their own interests rather than those of the community.
- Inadequate co-ordination of government agencies in planning and implementation of their activities; overlapping functions often performed under conflicting approaches.
- Lack of transparent and understandable government planning and management processes that would allow for meaningful input of traditional knowledge and practice.
- Perceived lack of action taken by governments to implement recommendations of various commissions, studies, reports etc.
- Ineffectiveness of government as a regulator over management and development, especially mining.
- Aboriginal concerns are often marginalised in the decision-making structures of mainstream management bodies.
- Participation and access to current Aboriginal governing structure is perceived to be a problem by some members of the community.

- To date, government and related agencies have not given adequate recognition to the potential of Aboriginal management and decision making structures on the Island. Most past interactions between government bodies and Aboriginal people have been based on the notion that the community constitutes an available Aboriginal labour work force.
- Within most community organisations, a lack of clear understanding of the separation of roles and responsibilities of Management Committee and Managers/Staff. Interference by committee members in the day to day management responsibilities of staff is common in some organisations.
- In most government funded or part funded activities, the majority of power is retained by the government agencies, with the majority of the responsibility and risk being carried by the Indigenous community. Where is the sharing in the shared responsibility regime?
- Lack of administrative support for community organisation governing bodies.

### **ISSUES ANALYSIS**

North Stradbroke Island/Minjerribah is currently administered through an uncoordinated mix of management plans and systems split across levels of government and industry. The lack of an integrated approach has resulted in ineffective planning and management for the Island and its resources while also resulting in significant impacts on the Island and its community.

Avenues to input into management processes are very limited. The Island economy is controlled almost entirely by off island interests. With a lack of a meaningful stake in economic management comes a consequent lack of political power. Island residents and in particular Aboriginal residents, have little say in decision making controlling most aspects of Island management.

A major motivation to undertake this process was the recognition that the Island and its Aboriginal community, located on the doorstep to Brisbane, is and will be subject to both pressures and opportunities. Through this process, it is intended that the entire Aboriginal community can express their interests in, and knowledge of, the Island and be more meaningfully involved in the resolution of the issues affecting them.

## **WHERE DO WE WANT TO GO?**

### **BROAD AIMS**

- Openness, transparency and accountability in decision making at both community and government levels.
- Aboriginal decision-making processes, customary law and social structures are recognised and respected.
- Aboriginal rights to self determination and self governance are recognized and the community has a high level of control over their own business.
- Aboriginal sovereignty is recognized through a treaty with the Australian Government.
- Aboriginal rights to land, sea and freshwater are recognised to a level that adequately allows management of the Quandamooka Traditional Estate in accordance with customary law and traditional practice.

## WHY DO WE WANT TO GO THERE?

### **PURPOSE**

All levels of government and Aboriginal Traditional Owners each have roles in representation, information, communication, planning, decision-making and management. Existing management arrangements will not achieve the community's vision or the objectives of the Strategic Plan. Achieving the vision and objectives will require change in the ways the various layers of decision making and management relate to each other, and in the ways they relate to community organisations and members. This strategy aims to achieve change in information and communication flows, decision-making and planning and management of the Island, and to increase the level of community participation in achieving community objectives.

## HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS

The Governance and Accountability Strategy, through the actions outlined in each of the following Strategy Key Elements, works to address the issues identified by the community as follows;

- 1.1. Representation and Decision Making
- 1.2. Recognition and Implementation of Rights
- 1.3. Accountability Measures
- 1.4. Monitoring, Evaluation and Review

Each detailing:

- Objectives
- Policy Statement
- Actions

### **KEY ELEMENT 1.1                      REPRESENTATION AND DECISION MAKING**

---

#### **Objectives**

- Decision making about the Island's future follows adequate consultation, research and analysis.
- Decisions are made in accordance with community values, aspirations and priorities.
- Decision making processes reflect the principles of transparency, accountability and community participation.
- Island community members and organisations have an avenue to meaningfully participate in planning and decision-making.

#### **Policy Statement**

The North Stradbroke Island Aboriginal Community, through its various agencies, recognises the mutual and separate responsibilities of each organisation to promote good governance through community participation in and access to decision-making processes. They commit to providing leadership towards co-existence of management regimes, decision-making processes and cultural aspirations.

The values and principles to which the North Stradbroke Island Aboriginal community organisations commit have a strong emphasis on respect, participation and mutual responsibility in developing new systems of decision-making.

All organisations will regularly review and improve the process of consultation with the Island community on major planning and management decisions. The Aboriginal community's knowledge of locally appropriate solutions will be sought and respected.

As part of this process, the Aboriginal community, through its organisations, will advocate for improvement of current government decision making, operational and legislative processes and service delivery. They will assist such reforms by participating where practicable in reviews and the drafting of modifications based on community information, participation, monitoring and evaluation.

### **Actions**

- This strategy supports the formation of a national Indigenous representative body with Aboriginal representatives who have democratic legitimacy and local, traditional authority.

#### *COMBINED NORTH STRADBROKE ISLAND ABORIGINAL ORGANISATIONS FORUM*

- Resourcing of improved governance arrangements for Aboriginal community affairs. The revitalisation of Aboriginal community governance will be helped by the formalisation of a North Stradbroke Island Combined Aboriginal Organisations Forum.

*Terms of Reference:* The main purpose of the proposed Combined North Stradbroke Island Aboriginal Organisations Forum is to promote dialogue and exchange information. It is envisaged that the decision making capacity of this group would be limited to matters that fall outside of the core business of any of the individual organisations.

The proposed Forum will be supported by a secretariat and a number of specialised reference groups providing advice and expertise in various aspects of management. The Forum and its secretariat will be formalised and resourced through the proposed Regional Partnership Agreement.

#### *REFERENCE GROUPS*

- The proposed Combined Aboriginal Organisations Forum is to be informed by multi-stakeholder reference groups or advisory panels drawn from key policy areas. Proposed Reference Groups include:
  - Community development
  - Health
  - Land, sea and freshwater management
  - Cultural heritage protection and management
  - Housing, infrastructure and physical services
  - Economic development and tourism.

Participation in a reference group will be determined by the projects at hand and comprise community representatives, technical and stakeholder representation. Participation in the Reference Groups is open to community organisations, government agencies and individuals who provide services or have expertise relevant to the North Stradbroke Island Aboriginal community or who have management roles and responsibilities on or around North Stradbroke Island. Membership of the reference groups will be sourced from planned Regional Forums on various areas of management (see Strategy #2).

### *NEGOTIATION TABLE*

- A 'Negotiation Table' will be convened on a quarterly basis on the Island. The table will be a forum for negotiation between the community and all levels of government having jurisdiction on the Island. The primary function of the table will be the negotiation of means to move forward on issues and as a reporting forum on progress made since the previous meeting.
- Fund a professional negotiator to train and facilitate Aboriginal negotiators within and beyond the Negotiation Table and Working Group to achieve the objectives of the Plan.

### *QUANDAMOOKA INTERAGENCY WORKING GROUP*

- A proposal that is central to the Governance Strategy is the convening of a Regional Interagency Working Group (RIWG). The main role of the RIWG will be the co-ordinated implementation of decisions made by the Aboriginal community, through the agency of their organisations at the table with all levels of government. This group will be responsible for the implementation of decisions made at the 'Negotiation Table' (above).

The proposed Quandamooka Interagency Working Group will include representation as required from:

1. Island based Aboriginal community organisations
2. Australian, State and Local governments
3. Non government service providers that service the North Stradbroke Island Aboriginal community.

The group is to have a degree of devolved resource allocation and decision making responsibility from the three levels of government in order to prioritise and implement strategy actions. Government officers will have sufficient authority to make delegated decisions at meetings.

The Regional Interagency Working Group is to identify and encourage opportunities for development in accordance with the core values and objectives as documented in the Community Plan 2007. The Group will provide support for approved enterprises drawn from the resources of the Working Group members and other identified sources. Parties with suitable initiatives that support the objectives of the Community Plan will be able to approach the working group for support.

The Interagency Working Group may best be formed as an Advisory Committee pursuant to s452 of the *Local Government Act 1993*.

The three levels of government through the agency of the Indigenous Coordination Centre will resource an independent secretariat to adequately support the administrative functions of the Working Group.

### *REGIONAL PARTNERSHIP AGREEMENT*

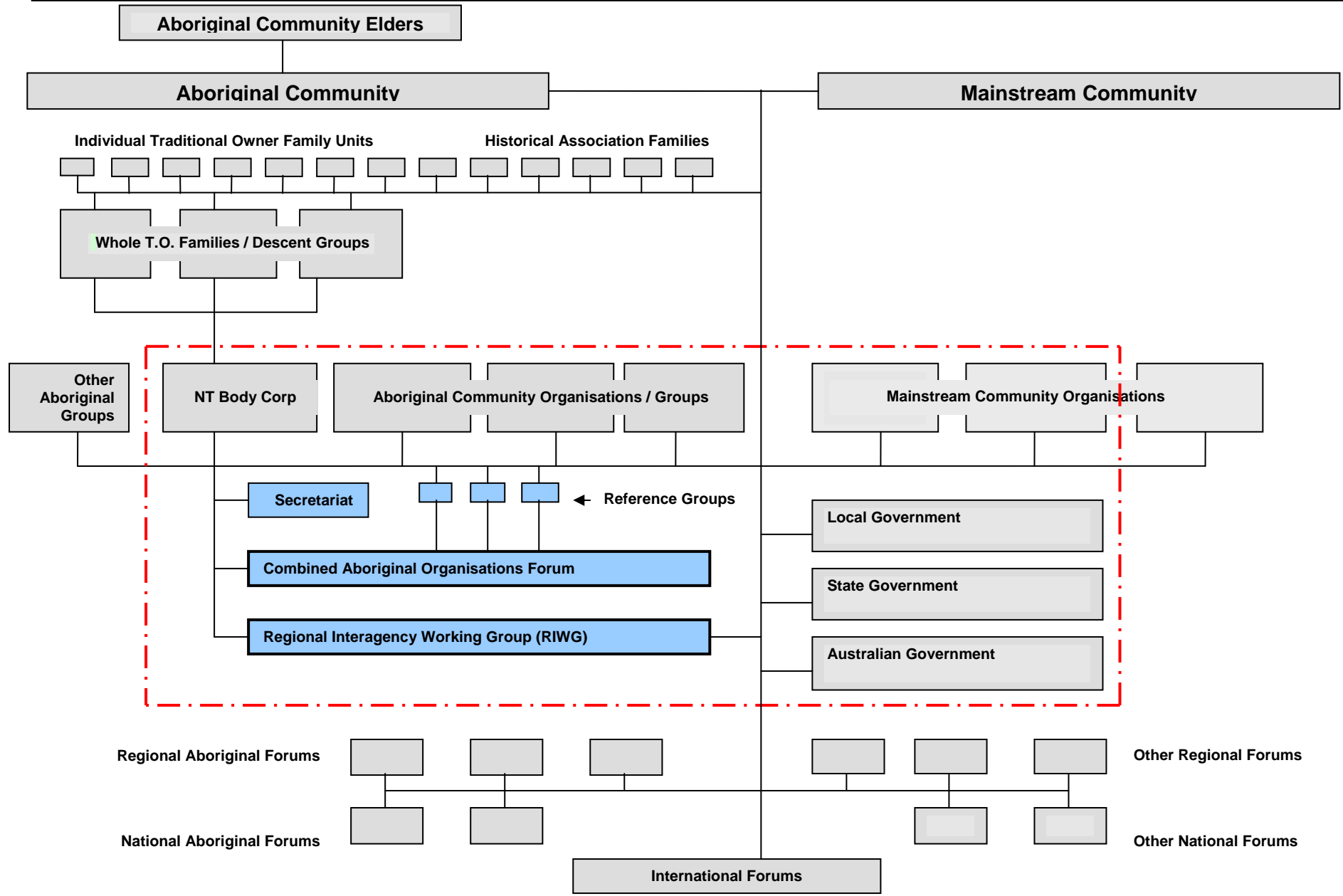
- A Regional Partnership Agreement is proposed for development between the agencies of the North Stradbroke Island Aboriginal Community, all levels of government, and management stakeholders within the Quandamooka Traditional Estate.
- The Indigenous Coordination Centre (ICC) will assist the community in the negotiation of the implementation strategies outlined in this plan via a range of mechanisms including Regional Partnership Agreements, Shared Responsibility and other funding agreements, joint ventures and contracts for service etc.

- Following the determination of the Quandamooka Native Title claim employ an instrument such as a Regional Management Partnership Agreement / ILUA to update, maintain and formalise the negotiated outcomes of these strategies and relationships of government agencies, Native Title Holders and the Aboriginal community.
- The proposed Regional Partnership Agreement will formalise, amongst other things, planning, coordination of management roles and responsibilities, employment, contract for service arrangements, resource allocation, funding and any other arrangements required to achieve the vision and objectives detailed in this plan.
- One option is to eventually develop a regional management system for the bay, islands and mainland areas of the Quandamooka Traditional Estate that is funded directly by the Australian Government under the proposed Regional Partnership Agreement. In the proposed structure, Traditional Owners, as part of their own governance and operational capacity, would lead the coordination of the activities of other agencies and stakeholders.
- Definition and Jurisdiction (decision making control) needs to be clearly described for each of the following:
  1. Aboriginal Community Member (Traditional Owner and Historical Association)
  2. Individual Aboriginal Family Unit
  3. Whole Family / Clan / Bloodline / Descent Group
  4. Elders
  5. Each Aboriginal Community Organisation / Group (including Native Title Body Corporate)
  6. Combined Aboriginal Organisations Forum
  7. Secretariat
  8. Regional Forums and Reference Groups
  9. Regional Interagency Working Group
  10. Aboriginal Region
  11. Regional Partnership Agreement
- In keeping with the above options is the revitalisation of Aboriginal governance within the Traditional Estate through building the capacity of the North Stradbroke Island Aboriginal community organisations and their governance structures to provide coordination of services, decision making and support for business in the region.
- Facilitate corporate governance and business training for Aboriginal Management Committees on the Island.
- In all significant planning processes involving community organizations, develop participation agreements or MOUs clarifying the extent of the participation and the expectations of parties involved.
- Initiate a formal process of dispute resolution for community governance.
- Facilitate a system for community referenda on key issues.
- Utilise existing markets, community events and planned community days to disseminate information and engage with the North Stradbroke Island community on a range of planning and management issues.
- Prior to a Native Title determination, update the Queensland Land Council and Redland Shire Council *Native Title Process Agreement 1997* reflecting the change of representational structure of the Quandamooka family groups, clarify the degree of support the Redland Shire Council will provide the Quandamooka Native Title Family Representative Steering Committee in their negotiations with State bodies, reaffirm and update key outcomes and reframe negotiation and dispute resolution procedures.

### *MEETINGS*

- Government meetings discussing North Stradbroke Island issues will be convened wherever possible on the Island to encourage transparency and community involvement. This will help to better inform decision makers of the realities on the ground. This strategy includes;
- Holding a minimum of four Redland Shire Council general meetings and four relevant committee meetings on the Island per year, specifically those meetings with agendas relating to North Stradbroke Island.
- Video conferencing and web broadcasting of Redland Shire Council, State and Federal decision making forums relating to North Stradbroke Island, to be screened publicly in the theatre of the proposed 'Information Hub'.
- At a state level, at least one Ministerial Regional Community Forum and Brisbane Regional Managers Coordination Network (BRMCN) will be held per year on the Island and;
- Australian Government; a minimum of two meetings of the solution brokers for the region and one meeting of the Regional Managers in any given year.
- Where practical, schedule mainland Redland Shire Council and other government meetings relating to North Stradbroke Island issues within the constraints of transport timetables to and from the Island to facilitate participation by Island residents.
- Indigenous Coordination Centre to facilitate provision of subsidised transport for North Stradbroke Island participants who wish to attend mainland meetings held by all levels of government.

# DRAFT OPTION FOR DECISION MAKING WITHIN THE QUANDAMOOKA TRADITIONAL ESTATE



EXISTING
NEW

Proposed Regional Partnership Agreement – Post Native Title Determination

February 2007

## **KEY ELEMENT 1.2                      RECOGNITION AND IMPLEMENTATION OF RIGHTS**

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### **Objectives**

- Customary law rights are recognised.
- A high level of appropriate understanding occurs for customary law responsibilities of Aboriginal people who desire to maintain traditional practices.
- Aboriginal rights to self determination and self governance are recognized and the community has a high level of control over their own business.
- Aboriginal sovereignty is recognized through a treaty with the Australian Government.

### **Policy Statement**

Customary law is an integral part of life for the peoples of the Quandamooka. Customary law includes rights, obligations, responsibilities, relationships and practices observed as part of life. Customary law includes practices, beliefs and obligations to protect cultural heritage.

The customary and common law rights of Aboriginal people will, where they extend beyond the current management processes, be recognised in a range of agreements with government and other agencies.

### **Actions**

- Support the recognition of Aboriginal sovereignty through a national treaty with the Australian Government.
- Support the formal aspirations of Native Title claimants in the timely negotiation of an agreed determination of native title.
- Support the return by the State Government of ownership and management of national parks to appropriate Aboriginal custodians.
- Investigate possibilities for the future Quandamooka Native Title Body Corporate to become a statutory land management and permitting body.
- Irrespective of the formal outcomes of Native Title determinations, negotiate with all levels of government to support the advancement of indigenous rights to:
  - Control development impacts and management decisions relating to Aboriginal cultural heritage within the Quandamooka region.
  - To undertake and control development on Aboriginal lands on their own terms.
- Assert inherent traditional rights to land and sea by non violent direct action including, but not limited to:
  1. Continued occupation of unallocated state land and reserves such as One Mile.
  2. Hunting, fishing and harvesting in traditional resource areas.
  3. Continuation of traditional practices.
  4. Protesting against government and non government use of lands and sea in ways that inhibit or degrade traditional practice and usage.

## **KEY ELEMENT 1.3                      ACCOUNTABILITY MEASURES**

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### **Objectives**

- Develop a comprehensive framework that addresses financial, cultural and political accountability requirements.
- Clear and transparent accounting procedures are operational for all management undertakings.
- Multiple methods exist for the discharge of accountability.
- Annual reporting against objectives, and an annual plan for priorities, exists.

### **Policy Statement**

The Aboriginal community and all levels of government will promote transparency in the administration, custodianship and accountability of financial resources with a view to inspiring community confidence in the implementation of the Aboriginal Community Plan. Expenditure on the Island shall be clearly identified within accounting systems for all monies managed on the community's behalf.

A comprehensive set of financial, accounting and procedure manuals will be developed to facilitate essential internal management and financial controls. These manuals shall facilitate the discharge of external accountability to appropriate funding and auditing bodies.

Strong community concern regarding maintenance of social, ecological and cultural values is recognised. To facilitate accountability to the community for the social, ecological and cultural values outlined in these Strategies, benchmarks, standards and performance indicators shall be developed.

These processes shall promote accountability to the community's vision, principles, core values and objectives as detailed in this plan. In this way, a holistic concept of accountability incorporating financial, cultural and social concepts shall be achieved.

### **Actions**

- A comprehensive set of financial, accounting and procedure manuals will be developed as an element of Protocol Agreements to facilitate essential internal management and financial controls and external reporting requirements.
- Accountability of government agencies to disclose their funding and spending in the region is a crucial aspect of a future where government agencies compete with non government agencies on a performance rated basis for funding to service the needs of the Quandamooka lands, sea and peoples.
- All parties funded by public monies to provide services to the North Stradbroke Island community will develop and disclose separate annual budgets for North Stradbroke Island.

## **KEY ELEMENT 1.4                      MONITORING, EVALUATION AND REVIEW**

### **Objectives**

- An effective knowledge management system which incorporates local knowledge, scientific knowledge and Aboriginal knowledge about the state of the Island's environment, community and economy is in operation.
- A high level of community participation occurs in monitoring and evaluating the outcomes of the Community Plan.
- A comprehensive system of information collection and research exists which provides clear information about changes in the community, environment and economy.

### **Policy Statement**

The Aboriginal community, as represented by its community organisations, and all levels of government, through the facilitation of the Indigenous Coordination Centre or whatever coordinating agency may be in place, commit to the ongoing process of planning for North Stradbroke Island/Minjerribah. Coordination of information collection, research, monitoring and evaluation will form an integral element of the ongoing planning process.

A system of community indicators, performance measures and benchmarks will be instituted, to measure change in relation to protection of core values, the community vision and objectives. This will allow the community and decision makers to evaluate whether any issue is being positively or negatively influenced over time. The community indicators system will respect the importance and values of Aboriginal community knowledge.

A standard evaluation process to assess the effectiveness of all strategies will be implemented and will incorporate community input and involvement.

Participation in planning, implementation, monitoring and evaluation of the Plan will be community driven via the agency of the North Stradbroke Island Aboriginal organisations.

### **Actions**

- The proposed Regional Interagency Working Group (RIWG), as part of its annual review process and State of Environment Reporting, will deliver to the Aboriginal community, regional 'Scorecards' showing performance against the negotiated performance indicators for both government and non-government funded entities. Production of Scorecard reporting will be a funded activity undertaken by independent auditors, and involving the specialist reference groups set up to advise each of the proposed management streams.
- Annual reviews and reporting for all organisations funded through the proposed Regional Partnership Agreement will be based on defined performance indicators including performance in accordance with the objects of the organisation.
- Policies and processes need to be implemented to document the following aspects of organizational management. These activities should be reviewed against agreed policies at least annually to assess their effectiveness. Where goals are found to have not been achieved in terms of the pre agreed performance indicators, processes will be reviewed with the aim of improving their performance.
  1. Governance - Board strategies/plans, Board responsibilities and delegation and approval processes, Board Meeting Agenda and Minutes, Board member induction and training, Board member selection/appointment processes

2. Management - Organisation Structure, position descriptions for key positions including Chairperson, CEO/GM, finance manager or equivalent and payroll officer; Organisational policies and procedures and management processes (e.g. meetings, internal reporting & communications)
3. Finance - overview of financial management processes: budgeting and cashflow forecasting, accounting, debtor and creditor management and reporting; staff involved in finance functions and organisation of the finance section, systems and procedures used in finance and examples of reporting (internal & external)
4. Business Development - Business plans -development/review/approval processes for new initiatives; current activities and planned activities for next 12-24 months; Shared Responsibility Agreements in place or plans for such in the future, activities that have been commercialised and other opportunities that were not taken up and an understanding of the issues preventing these.
5. Administration - Policies and procedures, Payroll systems and procedures, Staffing and staff training/development plans, Financial Management -current system knowledge of staff and discussion of any difficulties /issues with the system
6. Relationships - what are the organisation's relationships with funding bodies, other government departments, local community etc? What opportunities exist to strengthen/expand these and what difficulties does the organisation face?

## MATTERS FOR NEGOTIATION

### **Means of implementing this strategy including:**

#### AUTHORITY

- Powers, Codes, Protocols and Incentives
- Agreements and Implementation Mechanisms

#### CAPACITY – capacity development requirements in;

- Management and Decision Making
- Financial Resources
- Assets and Equipment
- Personnel and staff skills
- Available time
- Land use and other resource requirements

#### ROLES AND RESPONSIBILITIES

- Lead and associated agencies, groups and individuals
- Location of activities
- How traditional owner, public and stakeholder input is delivered and responded to?
- Who resources/funds what? Community, Government and third party contributions.

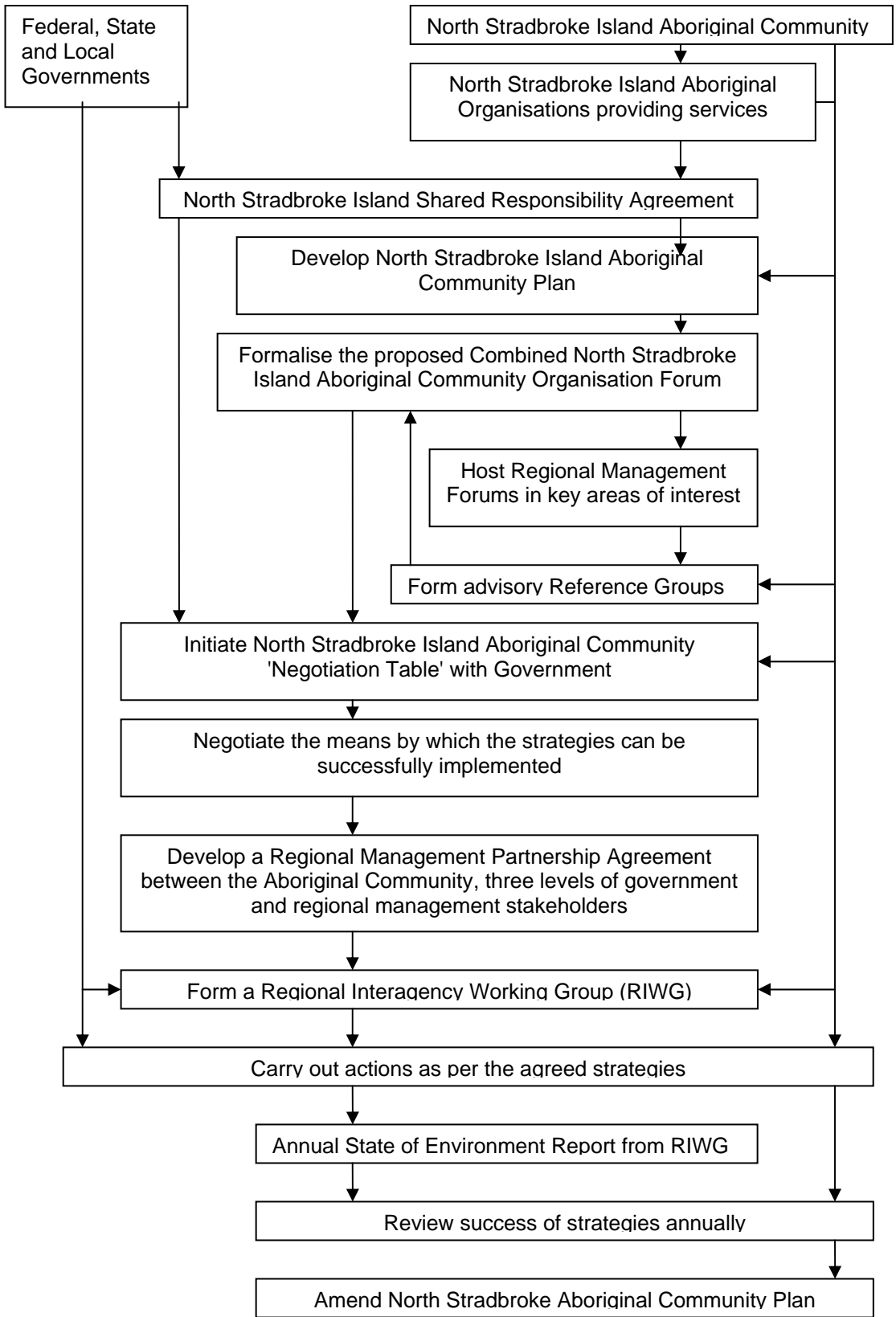
#### IMPLICATIONS FOR PLANNING AND MANAGEMENT

- How will the actions of various parties be co-ordinated?
- How do actions fit into the planning and management framework?
- What changes are required to policy, legislation, tenure, resourcing, and management?
- Potential Impacts (cultural, social, environmental, economic etc.)

#### MONITORING & REVIEW

- Performance indicators and timeframes to be used for the review of government and community actions proposed in the Aboriginal Community Plan

**IMPLEMENTATION MEASURES AND PROCESS – #1 Governance and Accountability**



## **2. ADMINISTRATION, PLANNING and INFORMATION MANAGEMENT STRATEGY**

### **CONTENTS**

#### **• WHERE ARE WE NOW?**

Background  
Issues identified by the Community  
Issues analysis

#### **• WHERE DO WE WANT TO GO?**

Broad Aims

#### **• WHY DO WE WANT TO GO THERE?**

Purpose

#### **• HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS**

- 2.1 Co-operative Management
- 2.2 Planning
- 2.3 Communication and Co-ordination
- 2.4 Information Management and Research

#### **• MATTERS FOR NEGOTIATION**

Authority  
Capacity  
Roles and Responsibilities  
Implications for Planning and Management  
Monitoring and Review

#### **• IMPLEMENTATION MEASURES AND PROCESS**

## WHERE ARE WE NOW?

### ADMINISTRATION, PLANNING AND INFORMATION MANAGEMENT

#### BACKGROUND

Planning's primary function is to manage and direct change. Ecologically sustainable approaches to planning seek to integrate and balance the complex range of competing social, cultural, economic and ecological needs and aspirations of communities. The overall purpose of planning in Queensland under the current Planning Act is to advance Ecologically Sustainable Development (ESD).

Planning for and managing change at regional, shire and local levels in Queensland occurs, in part, through the *Integrated Planning Act (IPA) 1997*. The Act allows for the integration of state and regional planning and infrastructure requirements into local government planning schemes and regional planning processes. It also provides for a single legal administrative framework for the assessment and approval of development.

Other planning processes concerning natural resource management and the provision of physical and human service infrastructure occur through different but related initiatives including the *Brisbane River Management Plan, Coastal Management Plan, Integrated Regional Transport Plan, The South East Queensland Regional Framework for Growth Management, and The South East Queensland Regional Plan 2005-2026*. These broader planning initiatives articulate State and Local government policy directions for the wider South East Queensland Region of which North Stradbroke Island is a part.

The North Stradbroke Island Aboriginal community and all levels of government recognise that there are a number of planning related areas that potentially affect the Island. At the regional level, the Island is subject to social, cultural, economic, and natural resource planning and management systems. These planning initiatives need to support the Island's important cultural, social, economic and ecological contributions to the region.

On the Shire level, the landmass of North Stradbroke Island/Minjerribah represents a considerable proportion (about half) of Redland Shire. The Island is significant to the Shire and the SEQ region in terms of recreation, economic opportunities, environmental and cultural values. The Island's current management and planning processes are comprised of a variety of independent planning and management processes undertaken by Redland Shire Council, the State Government and other agencies. Improved integrated planning for the whole Island should accommodate the different roles and responsibilities of the North Stradbroke Island Aboriginal community and all levels of government in advancing Ecologically Sustainable Development (ESD) and realising the Aboriginal community's aspirations and needs.

At a local level, the Island and its communities are host to a range of uses and interests that vary in their compatibility including tourism, mining, native title, economic development, lifestyle and cultures. Planning and development assessment for the local level should be robust and responsive in order to balance these interests and promote the outcomes of this policy framework.

In addition to mechanisms under the *Integrated Planning Act*, there are a range of statutory and non-statutory planning and management processes and tools that can be utilised to achieve the community's Vision. These may include existing development control plans, Indigenous Land Use Agreements under the *Native Title Act*, and an Integrated Catchment Management Plan under the *Environmental Protection Act*, as well as other non-statutory mechanisms such as tourism planning and management systems and economic development strategies. An integrated

framework, utilising a range of implementation mechanisms will be necessary to achieve the community's objectives as stated in this plan.

### **ISSUES IDENTIFIED BY THE COMMUNITY**

- Lack of co-ordination of government service delivery is made worse by frequent changes to administrative regional boundaries. North Stradbroke Island is in one region for one department and in a different region for another department's purposes. The Island is classed as remote by one department and within the metropolitan area by another. While many departments have different regional boundaries, they also change them relatively frequently. This adds considerable work and complexity to the community's engagement with government.
- Lack of protection of Aboriginal intellectual property and respect for customary restrictions on information.
- Poor management by designated authorities of development application processes and impacts of development.
- Perceived lack of security of the information contributed by the community to government processes and projects.
- Present regulations require an unacceptable level of exposure of Aboriginal sacred knowledge. In protecting culture, heritage and land, Indigenous people have to risk their intellectual property without protection as they are forced to justify their traditional practices.
- A major Aboriginal concern is that research is being carried out on the island without the knowledge and approval of Aboriginal landowners. Research and monitoring should not be carried out on the island without the knowledge and approval of Aboriginal owners.
- Government agencies have to date missed out on the benefit of the considerable land management knowledge and skills evident among Aboriginal people on the island.
- Communication at a social and political level is seen by many members of the community to be a problem both within the Aboriginal community and with the wider island community and mainstream organisations. Lack of communication between various sectors of the community sometimes leads to misinformation and misunderstandings.
- There is a perceived lack of access to information about programs and activities run by service providers operating on the island.
- Little positive feedback about the achievements of the Aboriginal organisations is ever seen in writing or heard in meetings. Achievements need to be acknowledged in the context of the constraints under which they happened.
- Lack of emergency evacuation and disaster management plans.
- Lack of business knowledge.
- Incomplete network of strong advice including legal and financial planning.
- Lack of information on risk management and liability.
- Political threats from within and outside the community eg. Rapid dismantling of the Community Development Employment Programme by the federal government.
- Public Liability insurance is so costly that it seriously restricts community organisations undertaking many types of projects.
- Lack of human resource capacity in management.

## **ISSUES ANALYSIS**

There are four critical commitments required for the North Stradbroke Island Aboriginal community, Redland Shire Council, State and Federal Governments to be able to work together to achieve the objectives stated in the plan:

- Integrated planning and management of the Island across regional, shire and local levels of planning responsibilities;
- Building organisational capacities including knowledge, skills and resources to facilitate better planning by each agency within their area of responsibility;
- Enhancing planning and management of change through a common information base; and
- Providing opportunities and resources for community participation in planning.

## **WHERE DO WE WANT TO GO?**

### **BROAD AIMS**

- A Management Framework that effectively delivers the required systems, processes, programs, reporting, monitoring and evaluation of the community's administrative needs.
- Develop an effective system of community participation in planning and management, monitoring and evaluation.
- An effective knowledge management system which incorporates local knowledge, scientific knowledge and Aboriginal knowledge about the state of the Island's environment, community and economy is in operation.
- A comprehensive system of information collection and research exists which provides clear information about changes in the community, environment and economy.

## **WHY DO WE WANT TO GO THERE?**

### **PURPOSE**

This strategy provides mechanisms to advance the community's objectives by:

- Aiming to effectively integrate and coordinate the different agencies and their planning responsibilities at the regional, shire and local levels;
- Developing and improving mechanisms for community participation in decision making; and
- Incorporating Aboriginal responsibilities, rights and interests into the planning system, processes and outcomes.
- Responding to, and incorporating equitably, the range of rights, issues and interests which impact on social, ecological, cultural and economic sustainability.

## HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS

The Administration, Planning and Information Management Strategy, through the actions outlined in each of the following Strategy Key Elements, works to address the issues identified by the community as follows:

- 2.1 Co-operative Management
- 2.2 Planning
- 2.3 Communication and Co-ordination
- 2.4 Information Management and Research

Each detailing:

- Objectives
- Policy Statement
- Actions

### **KEY ELEMENT 2.1                      CO-OPERATIVE MANAGEMENT**

---

#### **Objectives**

- Clear and open management and decision-making processes exist.
- Mutually respectful and efficient processes for decision-making and implementation are in operation.
- Coordinated planning and management exists that maximises community participation.
- Protocols and collaborative arrangements exist across community organizations.

#### **Policy Statement**

The Aboriginal community, through the agency of their community organisations, commit to developing the skills, organisational structures, processes, technologies and resources to achieve practical cooperative management.

Responsibilities for management and implementation of strategies will reflect the results of capacity building within community organisations, legal responsibilities, decision-making processes and accountability requirements and will take a long-term view. The Aboriginal community will encourage and support openness and diversity in developing a cooperative approach to resolving planning, management and service delivery issues.

#### **Actions**

- A proposal that is central to the Administration, Planning and Information Strategy is the convening of a Regional Interagency Working Group (RIWG). The main role of the RIWG will be the co-ordinated implementation of decisions made by the Aboriginal community, through the agency of their organisations at the table with all levels of government.

- Representation on the proposed RIWG may be open to;
  1. Aboriginal community organisations operating within the Traditional Estate
  2. Australian, State and Local governments
  3. Mainstream community groups that service the Aboriginal community
  4. Technical and management advisors
  5. Contributing industry involved in joint ventures etc.
- The RIWG is to have a degree of devolved resource allocation and decision making responsibility from the three levels of government in order to prioritise and implement strategic actions and funding.
- The proposed Regional Partnership Agreement and subsequent agreements will be developed between the agencies of the North Stradbroke Island Aboriginal Community, all levels of government, and management stakeholders within the Quandamooka Traditional Estate. These agreements will form the basis of a Planning and Management System that will inform governance and decision making on planning, resource allocation, management and other relevant issues. These agreements will also address Aboriginal sovereignty and self-governance regarding management of the Quandamooka Traditional Estate and will outline agreed negotiation processes.
- Membership of the proposed regional partnership will be entirely voluntary. Community organisations may or may not decide to join depending on what it offers to them.
- The proposed Planning and Management System as defined in the proposed Regional Partnership Agreement will include an MOU or similar agreement comprising all Moreton Bay / Quandamooka regional management stakeholders regarding consultation, funding and coordination of projects.

## **KEY ELEMENT 2.2                      PLANNING**

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### **Objectives**

- Planning and resource management processes effectively and equitably plan for the effects of regional change within the Quandamooka Traditional Estate.
- Effective coordination and cooperation occurs between the North Stradbroke Island Aboriginal Community organisations and all levels of government.
- Recognition and respect exists for the differing roles and responsibilities of the North Stradbroke Island Aboriginal Community organisations and all levels of government.
- A best practice knowledge base occurs for regional planning processes and resource management.
- Community participation occurs in planning processes.
- Adequate Emergency and Disaster Management Planning is in place.
- Cooperative planning is performed by the North Stradbroke Island Aboriginal Community organisations and all levels of government that acknowledges the principles and desired outcomes of the Quandamooka Aboriginal Community Plan.
- Development and implementation of a variety of culturally appropriate community participation methods.
- A high level of participation of the Aboriginal and broader communities in planning processes occurs.
- Best practice systems and techniques are used in planning and resource management.

**Policy Statement**

Participation in regional planning and resource management initiatives by the North Stradbroke Island Aboriginal Community and all levels of government will be undertaken in a cooperative manner through provisions within the Regional Partnership Agreement. These provisions will increase the knowledge, capacity and participation of staff and community members in regional and resource planning processes. Cross-cultural awareness will form a component of this capacity building.

The North Stradbroke Island Aboriginal Community organisations will work to achieve commitment from all levels of government to the integration of social, cultural, economic and ecological sustainability into regional planning and resource management processes through communicating, referencing and implementing the Quandamooka Aboriginal Community Plan. A commitment is sought from all levels of government to acknowledge the rights and responsibilities of the North Stradbroke Island Aboriginal Community to respond to and participate in regional and resource planning processes individually and/or cooperatively. There is also a need to coordinate regional interests with adjoining shires and cities.

Decision making within planning processes will respond to criteria within annual review reporting.

**Actions**

- Investigate feasibility for community level Disaster Management Committee and Plans for each township.
- Review and reduce industry land designation in wetlands, particularly expansion of industry into wetland area at One Mile.
- The proposed RIWG will implement a community driven system for the designation of land for community purposes.

**KEY ELEMENT 2.3****COMMUNICATION AND CO-ORDINATION**

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**Objectives**

- Planning and management issues, community events, activities and employment as well as training options are well communicated to residents
- A high level of coordinated communication occurs between all levels of government and the Island Aboriginal community.
- Comprehensive and separate North Stradbroke Island/Minjerribah assessment occurs within Redland Shire Councils annual State of the Environment report (SOE).
- A resource centre (see Information Hub below) networking with existing facilities and services on the Island provides information and research material to all members of the community.

**Policy Statement**

The North Stradbroke Island Aboriginal Community Organisations and all levels of government commit to increasing equity in and access to information and information technology, particularly information affecting management, service delivery and decision-making.

A communication and information system will be developed to:

- provide the Aboriginal community with information about resource management processes, planning and service delivery and how they may participate where appropriate, both proactively and upon invitation;
- inform the community about the progress of projects; and
- encourage community participation in planning and evaluation.

Information concerning regional planning and resource management initiatives will be disseminated to community members in accordance with best practice guidelines and agreed community participation processes.

### **Actions**

- The proposed Quandamooka Regional Interagency Working Group (RIWG) will facilitate the development of an 'Information Hub' preferably sited at a purpose built Cultural and Interpretive Centre.
- The 'Information Hub' is envisaged as a community driven agency aimed at delivering information to the community about activities that affect their lives.
- The primary purpose of the 'Info Hub' will be to provide for the effective management and distribution of information relating to the management of Island and regional issues via publications, radio, film, web and other electronic media. A number of institutions will be brought online electronically to provide a wide range of information and educational material to users.
- The proposed 'Info Hub' will facilitate the production of a monthly newsletter that is open to contributions from as wide a spectrum of community members and regional stakeholders as is practically possible. This would include information about various activities underway, planned projects, news and stories.
- Develop a joint Community Awareness Project to inform stakeholders and foster acceptance of the Regional Management Agreement Process and to gain recognition and respect for the Aboriginal cultural heritage of the region. The range of measures used may include talks, seminars, workshops, television shows, new websites (and link existing), information boards in prominent places, brochure design and distribution, and training for mining industry, government and non-government organisations. The project would be best based at the proposed Cultural and Interpretive Centre.
- Video conferencing and web broadcasting of educational and decision making forums relating to North Stradbroke Island, will be screened publicly in the theatre of the proposed 'Information Hub'.
- Conduct management seminars and workshops and facilitate interagency staff secondments to support the functions of the North Stradbroke Island Interagency Working Group.
- Continue to develop access to internet services on North Stradbroke Island and increase the range of information available on those services.
- Continue to support publications and projects that increase access to information for island residents and educate visitors and residents in the responsible care of island and bay resources.
- Offer competitively priced high-speed internet access to local businesses and residents as part of the Redland Business Accelerator programme.

- Undertake State of the Environment (SOE) reporting for the Shire that includes separate reporting for North Stradbroke Island.
- As part of the formalisation of the Combined Aboriginal Organisations Forum, develop an internet website and chatroom to assist in the delivery of information to the community about services and issues affecting the Aboriginal community.
- The RIWG will assist the Aboriginal community organisations to update existing internet websites and where none exist, develop new websites and link them to the Combined Aboriginal Organisations Website.

## **KEY ELEMENT 2.4                      INFORMATION MANAGEMENT AND RESEARCH**

---

### **Objectives**

- A best practice system of information collection, management, access and distribution exists.
- A comprehensive data collection and reporting system is used to support planning, management and service delivery.
- Agreed information is shared in a timely and effective manner.

### **Policy Statement**

Developing the community's capacity in information technology, skills development, management and implementation is essential if the Island is to move forward. This requires a commitment to education, training and information resource development.

Government support will be sought for the Aboriginal community, through the agency of its organisations, in the development of a co-operative system of information collection, management and distribution. Information management will include monitoring and evaluation of data, decision-making processes, corporate and strategic objectives and programs for public participation.

A system of information collection which involves community members, schools and organisations will be established. Due respect will be given to community-defined needs and diverse knowledge systems. Aboriginal knowledge will be respected and utilised under Aboriginal management and protection. Issues of copyright and intellectual property rights will inform the foundation of this information system.

Priorities for research will be agreed, where appropriate, between community organisations and the government, and a plan for funding and managing research will be put in place. The research program will include required research identified within this Plan.

Request for research opportunities by external bodies will be channeled towards the priority research areas and partnerships with research bodies will be actively sought and facilitated.

A comprehensive system of reporting, in plain English, will collect and distribute information including changes in natural resources, mineral extraction, water extraction, state of the fisheries, economy, employment, visitor numbers, etc. This information will be presented in an Island assessment 'scorecard' by the proposed RIWG.

## **Actions**

- The proposed 'Info Hub' will act as a training facility for communication, administration and information technology. One role of the 'Hub' will be to facilitate the development of an North Stradbroke Island Research Strategy for the Island and surrounding waters that identifies research gaps and priorities, and assists in the management of targeted future research to fill them.
- RIWG will assist the Aboriginal community to develop Memoranda of Understanding (MOUs) with various research institutions in the region whereby research proposals will be endorsed in line with the priorities as documented in the North Stradbroke Island Research Strategy.
- Increase the use of island libraries for the housing of planning and management documentation.

## **MATTERS FOR NEGOTIATION**

### **Means of implementing this strategy including:**

#### **AUTHORITY**

- Powers, Codes, Protocols and Incentives
- Agreements and Implementation Mechanisms

#### **CAPACITY – capacity development requirements in;**

- Management and Decision Making
- Financial Resources
- Assets and Equipment
- Personnel and staff skills
- Available time
- Land use and other resource requirements

#### **ROLES AND RESPONSIBILITIES**

- Lead and associated agencies, groups and individuals
- Location of activities
- How traditional owner, public and stakeholder input is delivered and responded to?
- Who resources/funds what? Community, Government and third party contributions.

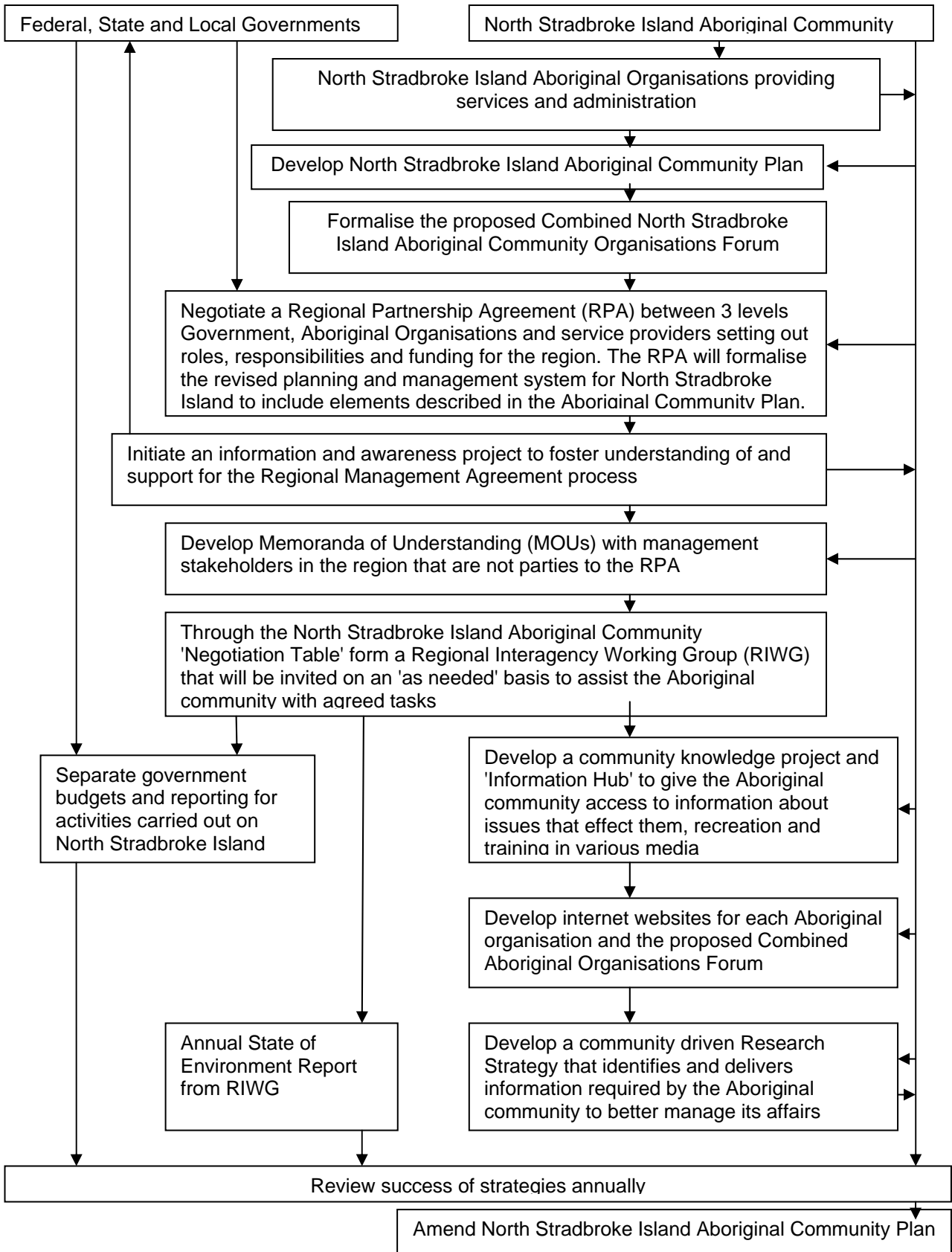
#### **IMPLICATIONS FOR PLANNING AND MANAGEMENT**

- How will the actions of various parties be co-ordinated?
- How do actions fit into the planning and management framework?
- What changes are required to policy, legislation, tenure, resourcing, and management?
- Potential Impacts (cultural, social, environmental, economic etc.)

#### **MONITORING & REVIEW**

- Performance indicators and timeframes to be used for the review of government and community actions proposed in the Aboriginal Community Plan

**IMPLEMENTATION MEASURES AND PROCESS – #2 Administration, Planning and Information Management**



### **3. COMMUNITY DEVELOPMENT and WELLBEING STRATEGY**

#### **CONTENTS:**

#### **• WHERE ARE WE NOW?**

Background  
Issues identified by the Community  
Issues analysis

#### **• WHERE DO WE WANT TO GO?**

Broad Aims

#### **• WHY DO WE WANT TO GO THERE?**

Purpose

#### **• HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS**

- 3.1 Community Cohesion: Inclusion and Difference
- 3.2 Community Services and Facilities
- 3.3 Family, Organisation and Community Capacity Building
- 3.4 Education and Training
- 3.5 Child Care and Protection
- 3.6 Supporting Young People
- 3.7 Justice

#### **• MATTERS FOR NEGOTIATION**

Authority  
Capacity  
Roles and Responsibilities  
Implications for Planning and Management  
Monitoring and Review

#### **• IMPLEMENTATION MEASURES AND PROCESS**

## WHERE ARE WE NOW?

### COMMUNITY DEVELOPMENT AND WELLBEING

#### BACKGROUND

Capacity refers to a community's or an organisation's ability to realise its goals. Realising community visions and aspirations requires leadership, knowledge and skills in building access to information, the formation of partnerships and alliances, and placing a high value on working together. These are the elements of capacity building. The capacity to facilitate community development will require refocusing on the goals of mutual self-help and high community participation rates.

Whilst community organisations are vibrant and active providers of services, they are faced with many challenges such as the alienation of young people; the ageing of leaders and managers; and difficulty in accessing new technologies.

Negative impacts on the social environment have resulted from increased access by visitors to the Island, changes to the housing market and fears about tenure and management changes. These impacts are reflected in a loss of trust and mutual co-operation, and a lack of coordination between social resources including key networks and representative organisations. It is important for the community to regain a better level of co-operation and trust.

Both tangible social resources (facilities, services, skilled human resources) and intangible social resources (trust, sense of place, cohesiveness) require better coordination, planning and management if they are to become part of a sustainable planning and management system for the Island.

#### ISSUES IDENTIFIED BY THE COMMUNITY

- Inadequate Aboriginal participation in decision making and management.
- Need increased recognition of and respect for Aboriginal culture and identity.
- Lack of respect for elders and members of the Aboriginal community generally.
- Perception amongst many members of the Aboriginal community that close ties within their community and with the wider community have been breaking down over the last decade.
- That the many various ways in which Aboriginal people feel that they belong to the Island are not understood or acknowledged. Many Aboriginal people feel that their cultural identity is not acknowledged and respected by many members of the mainstream community.
- Inability of English language and Australian law to effectively describe and acknowledge aspects of indigenous culture. This often leads to a consequent devaluation of traditional knowledge.
- People get together to help each other less than in years gone by. These shared activities included house building, hunting, fishing, education of young people etc. To some degree this is due to the increased regulation of these activities.
- Appropriate training is needed for young people and mature unemployed people.
- Appropriate employment and enterprise options need to be developed.
- Safe recreational opportunities need to be developed for young people.

- Opportunities for cultural learning and celebration need to be nurtured.
- Increased opportunities need to be offered for the social engagement of young people.
- Need to expand the provision of culturally appropriate community services.
- Need to strengthen youth care and opportunity.
- Need for improved communication between organisations, agencies and members of the community.
- The mainstream education system is unable to deal with specific problems of some Aboriginal children.
- Current lack of opportunity for Aboriginal youth on the island is seen by the Elders to be contributing to:
  - Alcohol and drug abuse.
  - High levels of morbidity and youth mortality.
  - High risk of offending for youth.
  - Lack of respect for Elders.

## **ISSUES ANALYSIS**

Island residents experience a range of needs related to low average incomes, isolation from mainland services, inadequate affordable housing stock and lack of participation in decision-making. The Island's social infrastructure lacks the capacity to keep pace with growth and change and requires upgrading and expansion as needs change. Community services for family support, child protection and youth support are very limited. Services for ageing people will also require expansion in the next five years.

There is a particular need to address the needs of young people. The current lack of opportunity for young people is seen to be contributing to unsafe behaviors and alienation from their community. Negative impacts on the youth are offset somewhat by strong community and family networks, as well as effective sporting and cultural organisations. These networks and organisations must have the capacity to access resources to be effective.

Coordination and integration of services and facilities are essential and will require development of different models of planning, funding, delivery and management of services.

Priorities for service development and resources include family support, emotional and physical health services, school to work transitions for young people and care of seniors. Prevention and early intervention services, which integrate family support with child protection, are urgent priorities.

## WHERE DO WE WANT TO GO?

### BROAD AIMS

- Support exists for families, individuals and organizations to use their skills and knowledge to its full potential for the benefit of the community.
- Community involvement in the management of the Island and its resources.
- All community members having access to:
  1. safety, security and community belonging;
  2. recognition and protection of legal rights;
  3. appropriate care and secure housing;
  4. a safe, healthy environment;
  5. education options that respond to diverse learning needs;
  6. culturally appropriate services and networks that create a safety net for all community members;
  7. places that are significant to them as individuals, families and communities; and
  8. economic opportunities.

## WHY DO WE WANT TO GO THERE?

### PURPOSE

The major priorities for the community development strategy are to:

- Develop cohesion and trust between community members and encourage mutual effort for community well being.
- Improve equity (fair access to resources, e.g. including housing, health, industry/employment opportunities etc.)
- Increase resources for the provision of early intervention services, including family violence, and children and younger people at risk.
- Enhance organisational capacity to develop services, facilities and participation mechanisms.
- Support families, individuals and organizations to use their skills and knowledge to its full potential for the benefit of the community.
- Achieve coordination and integration of service and infrastructure development.
- Generate information flow within and between communities, and between communities, government and regional, state and national interests.

## HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS

The Community Development and Wellbeing Strategy, through the actions outlined in each of the following Strategy Key Elements, works to address the issues identified by the community as follows:

- 3.1 Community Cohesion: Inclusion and Difference
- 3.2 Community Services and Facilities
- 3.3 Family, Organisation and Community Capacity Building
- 3.4 Education and Training
- 3.5 Child Care and Protection
- 3.6 Supporting Young People
- 3.7 Justice

Each detailing:

- Objectives
- Policy Statement
- Actions

### **KEY ELEMENT 3.1                      COMMUNITY COHESION: INCLUSION AND DIFFERENCE**

---

#### **Objectives**

- A positive appreciation of the benefits of a community made up of diverse race, gender, culture and socio-economic differences.
- A high level of community awareness exists in relation to community activities and goals.
- A high level of participation occurs in activities for community benefit.
- A strong sense of community belonging and sense of place is evident.
- A high level of recognition of and respect for contemporary Aboriginal and non-Aboriginal cultures, values and identities is evident on the island.
- An effective flow of information occurs.
- A strong cultural identity is maintained by developing and promoting cultural practices and an understanding of the cultural environment.

#### **Policy Statement**

The Aboriginal community, through the agency of their community organisations, acknowledge the need for:

- a collaborative leadership for community development;
- increased community access to information;
- opportunities for community members to work and learn together with members of the wider community and;
- processes which engage people from the ground up for mutual benefit.

The Aboriginal community acknowledge that co-existence between Traditional Owners and other residents is essential to community well being. Community ties between communities and townships will be strengthened through identification and acknowledgment of common ground and opportunities for participation in sustainable development.

Networks will be developed to allow for exchange of information, new ways of problem solving, and more efficient development of new initiatives which are practical and outcome focused and coordinated where required.

Resources will be invested in developing trust, information flows, networks, and participation options. Resources will also be targeted to assist young people to develop personal resilience, self-esteem and community participation skills.

### **Actions**

- Proactively support innovative community development, arts and communication projects.
- Investigate and review subsidy and grant opportunities for local art projects.
- Investigate options for improved on-island display and promotion of local artists.
- Offer workshop opportunities to community development providers.
- Investigate desirability and feasibility for an Island community radio station.
- Advance a holistic grant process to facilitate resource sharing and coordination amongst community organisations – operating ideally through the proposed community information hub.

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## **KEY ELEMENT 3.2                      COMMUNITY SERVICES AND FACILITIES**

### **Objectives**

- Collaborative and coordinated planning exists for social infrastructure.
- Land is made available for community infrastructure.
- New social infrastructure facilities are developed and maintained.
- Community participation occurs in the development of services for family support, child protection, youth support, and care of seniors.
- Community services are provided at a level sufficient to prevent crises and sustain good quality of life.

### **Policy Statement**

The Aboriginal community through its organisations will lead a collaborative approach to service planning between councils, community groups, agencies and government program areas and will work towards an increase in funding and resources for social infrastructure.

Coordination mechanisms for the continued engagement of residents, community organisations, Redland Shire Council, industry and State and Federal governments, aimed at delivering coordinated, multi-agency solutions to community needs will be developed. Service and facility planning will seek to provide integrated service delivery through effective and efficient community management.

## **Actions**

### **Services**

- Employ a full time Aboriginal Community Development Officer dedicated to the Island.
- Facilitate a Memorandum of Understanding clarifying roles and functions of key stakeholders and service providers.
- Maintain Aboriginal graves at both Myora and Dunwich cemeteries.

### **Facilities**

- Develop an Aboriginal Cultural and Interpretive Centre on the Housing Co-op's One Mile site. The centre would include administration, cultural interpretive centre, 'keeping place' for cultural materials, galleries, performance spaces, 'Information Hub', training facilities, theatre and meeting facilities.
- As part of the proposed Cultural Centre, develop an Indigenous Knowledge Centre.
- Development of a safe house and community-based programs with trained youth workers and improved data collection.
- Land is required for a new cemetery. Clay soils are preferred over sand for grave digging.
- Develop an Indoor/Outdoor Sport and Recreational facility in Dunwich.
- Reinstate and upgrade the Dunwich bay swimming enclosure. The facility to include change rooms, shade, southern wind breaks and preferably a pool that holds tidal water.
- Build a public swimming pool (minimum 25 metre) in Dunwich.
- Development of a Youth centre in Dunwich including games room. Develop parent rosters and carer networks.

## **KEY ELEMENT 3.3**

## **FAMILY, ORGANISATION AND COMMUNITY CAPACITY BUILDING AND SUPPORT**

---

### **Objectives**

- Support exists for families, individuals and organizations to use their skills and knowledge to its full potential for the benefit of the community.
- Community organisations have secure tenure to adequate facilities enabling provision of quality services to residents.
- Best practice information exchange, cooperation and staff skills exist in community organisations.
- A high level of involvement occurs in community-based activities for common benefit.
- Sufficient capacity is available within community organisations to sustain growth in social infrastructure and management responsibilities.
- Ongoing workforce development and increased organisational capacity in local Aboriginal organisations.

### **Policy Statement**

The Aboriginal community commit to a joint effort to increase residents' access to training and skills development, and to identify and develop avenues to bring decision making back as much as possible to the community.

Priorities for skills development are community capacity building, community management, business management, natural and cultural resource management and information technology. Change management and enhanced service delivery will require a long-term commitment to operational funding or a secure alternative financial base. Transparency and improved accountability in program funding will be advocated.

With appropriate approval, the Island's rich cultural knowledge resources will be utilised in a positive way and a strategy developed to channel the wisdom, knowledge and skills of older people into community development and resource management.

### **Actions**

- Facilitate the development of an annual Regional Forum for Community Development and Wellbeing.
- Invite service providers to participate in a Community Development and Wellbeing Reference Group that informs decision making in the region through the development of a needs analysis and Regional Aboriginal Community Development Plan. The Reference Group may be formed from attendees at the proposed annual Regional Forum.
- The proposed Regional Interagency Working Group (RWIG) will undertake a Community Development Plan for the three townships covering community information management, development of facilities, funding arrangements, co-ordination of services, support for families and, young people, the aged and network development.
- Continue to translate community development initiatives such as the skills audit into economic development projects through Asset Based Community and Economic Development or similar approach.
- Continue success of asset mapping and skills training programmes; update skills audit on a biannual basis.
- Develop support programs for families including:
  - (a) a general family support workshop
  - (b) a positive parenting program
  - (c) a domestic violence/child abuse perpetrator program
  - (d) a victim support group
  - (e) affordable counselling
  - (f) separating family programs
  - (g) a family law information seminar
  - (h) family-focused group activities involving:
    - Sport
    - General Social
    - Art/Craft
    - Special Interests

## **KEY ELEMENT 3.4                      EDUCATION AND TRAINING**

---

### **Objectives**

- All residents have access to education options which enhance their capacity to participate in personal and community development.
- Schools continue to work with the community to provide the best possible outcomes for students.

### **Policy Statement**

Island Aboriginal and non-Aboriginal residents' and visitors' capacity to participate in achieving the objectives of the Community Plan are critically linked to their access to education and information. Both community and visitor education, and school-based education are vital to achieving:

- environmental and cultural awareness
- skills and behaviour consistent with ESD; and
- effective public participation in decision-making.

The Aboriginal community, via the agency of their community organisations support the development of community driven education options, which enhance residents' and visitors' abilities to participate in ecologically sustainable use of the Island.

Relevant community organisations, government information units, business operators, schools, research stations and educational institutions will be encouraged to work collaboratively in order to meet the Island Aboriginal community's changing education and training needs. These and other resources will be used to promote a greater understanding among the Aboriginal community, visitors and broader community of the Island's environmental, cultural and social systems.

### **Actions**

- Support Aboriginal Traditional Owner groups in delivering cultural education to local schools.
- Support the development of Aboriginal owned and joint venture educational facilities that would facilitate improved access to educational, cultural and sporting facilities and provide employment and revenue from, but not limited to educational tourism.
- It is envisaged that the proposed 'Info Hub' would also act as a media training centre for the community's youth in radio, film, visual arts, drama and electronic media.
- Develop online learning products that are appropriate for Indigenous communities and others that can be delivered via video conferencing, online learning and satellite technology.
- Provide information and support to young Aboriginal people pursuing higher education.
- Explore options for further attracting educational institutions to develop bases and extend course opportunities on the Island.
- Promote educational tourism and educational product partnerships with Indigenous organisations.

## **KEY ELEMENT 3.5 CHILD CARE AND PROTECTION**

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### **Objectives**

- The protection of the community's children from abuse and harm.
- Development of an effective child protection system on Stradbroke Island.
- To improve communication/linkages between relevant services.
- To clarify roles and responsibilities for child protection system on the Island.

### **Policy Statement**

"Children and young people are important. They are the living message we send to a time we will not see". - Professor Al Aynsley-Green

The North Stradbroke Island Aboriginal community through the agency of its community organisations gives an extremely high priority to the protection of children. This will be achieved by a range of undertakings including, but not limited to:

- Sharing knowledge and empowering the community to strengthen protection measures through staff training and public education;
- Improving community cohesion and communication;
- Mapping the roles and responsibilities of all stakeholders in a way that is easily understood.

The community, through its own agencies, will work cooperatively with the Queensland Department of Child Safety, who will be brought in to provide a supporting role on an as needed basis only. Government activities will be coordinated by the community's own service providers with decision making on child protection matters being defined in service agreements as a matter for the Aboriginal community.

### **Actions**

- Develop consistent ongoing and locally relevant community education and awareness packages.
- Incorporate information on child protection into community newsletters.
- Recruit skilled staff and develop consistent ongoing and locally relevant training packages.
- Identify existing training packages and ascertain most appropriate ways to use as is or modify/adapt to meet local needs.
- Research access to training that includes, building capacity to negotiate agreements; governance and legal training.
- Provide training through mentoring, access to relevant support systems and skills development.
- Develop / initiate a confidential, evidence based data system on the Island that provides accurate and relevant information.
- Where appropriate, share information/data/resources with other relevant organisations.
- Develop a network of relevant Indigenous services across the region.
- Link with key stakeholders to advise/inform of key issues affecting Indigenous families involved in the child protection system.
- Stay up-to-date with current issues and strategies in Aboriginal and Torres Strait Islander Child Protection initiatives.

- Lobby / advocate for community agencies to be funded adequately to have input into government planning, policy and program development within the region.
- Develop service agreements with government agencies that leave decision making in the hands of the community.
- Request Indigenous Child Safety Working Party (ICSWP) to provide relevant information to the North Stradbroke Island community.
- Lobby for additional funding to employ administrative staff.
- Seek administrative support from Department of Child Safety.
- After School Programs and Vacation Care outside of school need ongoing resourcing, staffing and further development.
- Map existing services and plan to fill service gaps on the Island and elsewhere in the region.

## **KEY ELEMENT 3.6                      SUPPORTING YOUNG PEOPLE**

---

### **Objectives**

- Support where possible in combined activities and initiatives delivered to Aboriginal and Torres Strait Islander Youth on the Island.
- Support the youth to achieve their full potential by providing services and information that contributes to assisting them to strive to find their identity and develop their role in the community.
- Contribute to enhancing and maintaining the cultural practices that are essential for the Indigenous youth of the island.
- To provide a range of culturally appropriate activities and initiatives that builds the capacity and enhances the quality of life of Aboriginal and Torres Strait Islander youth on North Stradbroke Island.

### **Policy Statement**

The Aboriginal community will actively participate in networking and negotiation with the Government and Non-Government agencies, organisations, key stakeholders and private enterprise to develop, support and improve the quality of activities and initiatives that impact upon the Aboriginal and Torres Strait Islander youth, on North Stradbroke Island.

### **Actions**

- Develop a Youth Centre in Dunwich.
- Support the recently formed North Stradbroke Island Aboriginal Youth Advisory Group.
- Establish youth services including campsites and programs.
- Actively promote youth programs, initiatives and activities on the Island.
- Provide advice to relevant key stake holders and individuals relevant to Aboriginal and Torres Strait Islander Youth Initiatives.
- Share information regarding current regional programs and initiatives.

- Develop and maintain positive partnerships with the Stradbroke Island Aboriginal and Torres Strait Islander Youth.
- Identify and promote young Aboriginal and Torres Strait Islander role models.
- Support the employment of a full time Sport and Recreation Officer to further develop sport and recreation activities such as camps, golf, football, netball, surfing etc.

## **KEY ELEMENT 3.7 JUSTICE**

---

### **Objectives**

- Lowered rates of incarceration of Aboriginal people, particularly youth, from the Island.
- Implementation of all recommendations of the Royal Commission into Aboriginal Deaths in Custody 1991.
- Increased support for Aboriginal victims of violent crime.
- Increased support for Aboriginal people in the criminal justice system.

### **Policy Statement**

The Aboriginal community will actively participate in networking and negotiation with the Government and Non-Government agencies, organisations and key stakeholders to develop collaborative, professional relationships that facilitate cooperation on case related matters. This will ensure informed, integrated and holistic youth justice service delivery.

This is part of a coordinated strategic initiative to reduce over-representation of Indigenous young people. Specifically, the aim is to decrease the number of Aboriginal young people under the supervision of the Department of Juvenile Justice, particularly the number of Aboriginal young people in custody.

The North Stradbroke Island Aboriginal community proposes to pursue a range of policies, partnerships and solutions to the problem of over-representation. The community will set targets to reduce the absolute rate of Indigenous juvenile police interventions, court appearances and detention and accepts responsibility for the development, implementation and outcomes of the strategies.

Strategies include;

- Leadership, strategy and community capacity-building
- Targeting Hot Spots
- Data and research
- Funded programs and community integration
- Trained staff
- Juvenile Justice Community Service Work
- Specialist Programs
- Juvenile Justice Program

The community undertakes to provide cross cultural training for government and non-government agencies, stakeholders and other interested parties in the justice system.

## **Actions**

- Initiate a Juvenile Justice Program on the Island that:
  - provides realistic and achievable options for Aboriginal young people
  - in conjunction with partner organisations and agencies, assists Aboriginal people to make positive choices and support them in those choices
  - empowers and encourages the communities to take ownership of and participate in the decision-making process impacting on the solutions for Aboriginal young people.
- Police working on the Island to undertake comprehensive cross-cultural training by local Traditional Owners.
- Establish procedures and protocols to maximise effective cooperation between police and local Aboriginal agencies.
- Continue the resourcing of Aboriginal Liaison Officers on the Island.
- Involvement by Aboriginal community Elders in the Murri Court system.
- Provide information about legal matters and rights.
- Assist Aboriginal community members to access legal aid.
- Organise an Aboriginal cell visitor program for locals in custody.

## MATTERS FOR NEGOTIATION

### Means of implementing this strategy including:

#### AUTHORITY

- Powers, Codes, Protocols and Incentives
- Agreements and Implementation Mechanisms

#### CAPACITY – capacity development requirements in:

- Management and Decision Making
- Financial Resources
- Assets and Equipment
- Personnel and staff skills
- Available time
- Land use and other resource requirements

#### ROLES AND RESPONSIBILITIES

- Lead and associated agencies, groups and individuals
- Location of activities
- How traditional owner, public and stakeholder input is delivered and responded to?
- Who resources/funds what? Community, Government and third party contributions.

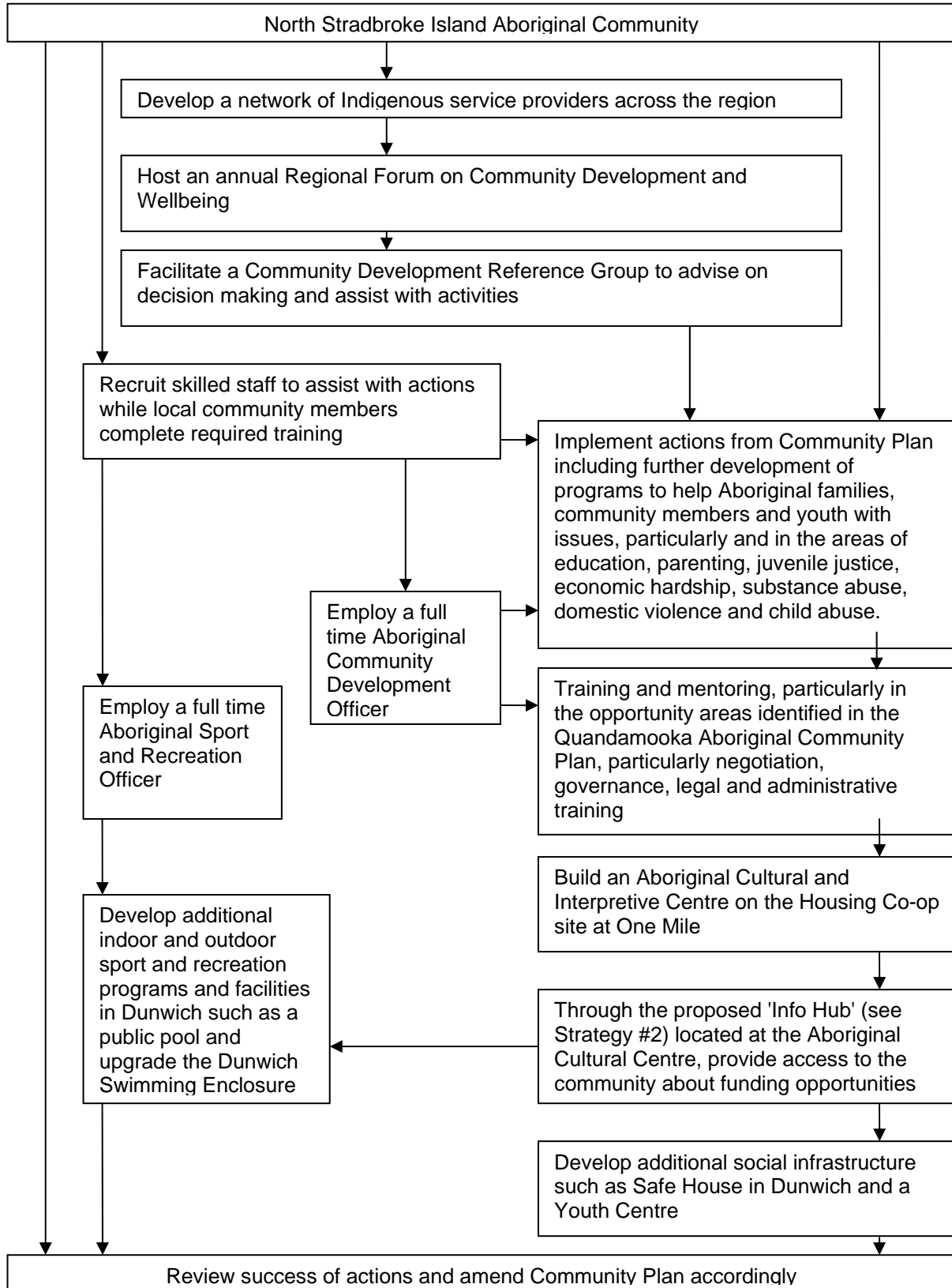
#### IMPLICATIONS FOR PLANNING AND MANAGEMENT

- How will the actions of various parties be co-ordinated?
- How do actions fit into the planning and management framework?
- What changes are required to policy, legislation, tenure, resourcing, and management?
- Potential Impacts (cultural, social, environmental, economic etc.)

#### MONITORING and REVIEW

- Performance indicators and timeframes to be used for the review of government and community actions proposed in the Aboriginal Community Plan

**IMPLEMENTATION MEASURES AND PROCESS – #3 Community Development**



## **4. HEALTH STRATEGY**

### **CONTENTS**

#### **• WHERE ARE WE NOW?**

Background  
Issues identified by the Community  
Issues analysis

#### **• WHERE DO WE WANT TO GO?**

Broad Aims

#### **• WHY DO WE WANT TO GO THERE?**

Purpose

#### **• HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS**

- 4.1 Environmental Health
- 4.2 Primary Health and Services
- 4.3 Drug and Alcohol Misuse
- 4.4 Diet and Lifestyle
- 4.5 Mental and Spiritual Health
- 4.6 Aged Care and Respite

#### **• MATTERS FOR NEGOTIATION**

Authority  
Capacity  
Roles and Responsibilities  
Implications for Planning and Management  
Monitoring and Review

#### **• IMPLEMENTATION MEASURES AND PROCESS (FLOW CHART)**

## WHERE ARE WE NOW?

### HEALTH

#### BACKGROUND

The standard of health of Aborigines lags almost 100 years behind that of other Australians, according to the World Health Organisation. Some Indigenous people still suffer from leprosy, rheumatic heart disease and tuberculosis. A similar survey from Oxfam and the National Aboriginal Community Controlled Health Organisation reported that Australia ranked last for health among rich countries with Indigenous populations. (International edition The Guardian Weekly, London, May 11, 2007).

Health is taken to mean a state of well being in which physical, social and emotional health are present. Ecological health is related directly to physical health and also to the spiritual health of the land, waters and people. Spiritual health has direct links with emotional health.

The Island has always been a restorative place with pristine natural environments, heritage-listed beauty and welcoming people. As the population has grown, along with an expansion in visitor numbers, some of the natural and cultural systems and sites are being negatively impacted upon, resulting in many residents fearing for the ecological health of creeks, lakes, beaches, wildlife – and people.

Redland Shire council and the State Government have statutory responsibilities for environmental health, whilst Aboriginal Traditional Owners have cultural heritage responsibilities for environmental health. Health services are provided by five providers. They are:

- the Dunwich clinic provided by Bayside Health Authority
- Yulu-Burri-Ba Aboriginal Corporation for Community Health
- St. Lukes' Nursing Service
- General practitioners and physiotherapists; and
- the Queensland Ambulance Service.

#### ISSUES IDENTIFIED BY THE COMMUNITY

- New expanded facilities are needed for Yulu Burri Ba Aboriginal Corporation for Community Health.
- Lack of staff accommodation on the Island is a major impediment to service provision.
- Environmental pollution is a major health issue, particularly silica from trucks in Dunwich and windblown silica sand from the neighbouring mine at Myora.
- Aboriginal people need to have access to Aboriginal staff in service agencies, especially health and counselling services.
- Need for specialist counselling services and appropriate facilities, especially drug and alcohol, domestic violence, sexual assault and child abuse.

- Need more visiting specialists. Health bureaucracy wants island residents to use mainland facilities for specialist care, but many Aboriginal people are intimidated by the large hospital system and do not use it even though Yulu-Burri-Ba Aboriginal Corporation for Community Health staff assists as much as possible with support and transport. The transport cost to use the Princess Alexandra hospital, especially for a mother with young children is prohibitively high.
- Need for holistic services including transport, care and support.
- Need to work with whole family to manage health problems, especially diabetes.
- Need personal touch to make people comfortable before they will open up about their health problems. This requires more time than the mainstream system allows. Aboriginal people generally need one to one, not group clinic sessions.
- Early discharge policies mean more follow up care on the island. Funding does not cater for the additional work involved for local health service providers.
- There is a need for an appropriate antenatal service. Many young Aboriginal mothers won't use the Dunwich Emergency Centre. Need a child and maternal health worker at Yulu Burri Ba.
- Dental care is currently only on a user pays basis one day per month. In addition, Redlands Oral Health use the Yulu Burri Ba Aboriginal Corporation for Community Health facilities 2days a month to deliver services to Health Card holders.
- There is currently no funding for the eye health program run by Yulu-Burri-Ba Aboriginal Corporation for Community Health, though an optometrist uses Yulu Burri Ba facilities once a month.
- Aboriginal people need to be able to manage the burial places of their ancestors and families in a culturally appropriate manner.
- Inadequate support for parents and families from appropriately skilled Aboriginal community workers and counsellors.
- Lack of adequate culturally appropriate service delivery restricts the community's ability to effectively deal with alcohol and drug abuse, domestic violence, family breakdown, child abuse etc. These social problems impact on the whole community. Conflicts between community members, domestic violence and anti social behaviour, generally related to substance abuse were seen as the major social problem by many members of the community.
- Need for a permanently staffed short term safe house for victims of domestic violence and abuse. Needs to accommodate minimum of two families.
- Department of Transport and other government departments do not have an understanding of the welfare roles inherent in the appropriate provision of services to the Aboriginal community. Some organisations get Department of Transport concessions for vehicles on the barge. The Housing Co-op does not, despite needing to frequently take the frail and the elderly to the mainland for treatment.
- How to attract more Aboriginal people into the health care professions?

## **ISSUES ANALYSIS**

Access to specialist services and the on-going demand on resources, particularly through holiday and special events periods, are significant issues for the health services.

The Island communities show high incidences of cancer, respiratory disease, diabetes, suicide and mental health issues and it is known that morbidity in Aboriginal people on the Island is higher than the Australian average. Effects include premature loss of elders, mothers and fathers; and loss of young, vital, newly skilled people, and an increasing demand on health services. The specific health issues within the Aboriginal community need to be the focus of a sustained and integrated program for the improvement of population health.

## **WHERE DO WE WANT TO GO?**

### **BROAD AIMS**

- An environment exists which promotes good public health.
- Community awareness of environmental health issues is high.
- Mortality rate from preventable disease is minimised.
- Increased residents' life expectancies.
- Health promotion and health facilities are well resourced.
- Secure, high quality facilities exist for community managed health service provision.
- Services between government and non government service providers are highly integrated.
- Health is viewed in a holistic way and is relevant to local needs.
- Adequate resources for the development of health promotion and treatment services that recognise the need for holistic, integrated services.

## **WHY DO WE WANT TO GO THERE?**

### **PURPOSE**

Due to the community' relationship with the natural and cultural environment, health measures need to be holistic and focus on environmental and ecological health, family health, social health, as well as prevention of disease and provision of adequate health infrastructure.

Residents' concerns about environmental health issues, related to growth in population and tourism, need to be considered and addressed. Residents and tourists will be encouraged to understand the complex ecological systems and to modify their behaviour to acknowledge the inter-relationships between environmental, spiritual and physiological health.

## HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS

The Health Strategy, through the actions outlined in each of the following Strategy Key Elements, works to address the issues identified by the community as follows;

- 4.1 Environmental Health
- 4.2 Primary Health and Services
- 4.3 Drug and Alcohol Use
- 4.4 Diet and Lifestyle
- 4.5 Mental and Spiritual Health
- 4.6 Aged Care and Respite

Each detailing:

- Objectives
- Policy Statement
- Actions

### **KEY ELEMENT 4.1 ENVIRONMENTAL HEALTH**

---

#### **Objectives**

- Air and water is of a quality that promotes human health as well as healthy ecosystems.
- Safe-guard the life supporting capacity of air, water, land and ecosystems and protect and enhance biodiversity.
- No land is contaminated. Rehabilitation of previously contaminated land occurs where it may affect human health and/or significant ecosystems. This includes radiation contamination.
- Waste management minimises waste and ensures a waste disposal regime which avoids public health risks and protects significant ecosystems.
- Minimal incidence of vector borne diseases occurs through control of disease carrying vectors such as mosquitoes and vermin.
- Accommodation meets community needs and facilitates the prevention of disease.
- Noise nuisance is minimal.
- A Community Health Plan is operational.

#### **Policy Statement**

The quality of the land, sea and its life forms are paramount to the health of people on the Island. The Aboriginal community and all levels of government recognise the need to enhance environmental health through management of aspects of the physical, chemical, biological and social factors in the environment, which affect human health. This will be achieved through assessment, correction, control and prevention of environmental factors that can adversely affect health, as well as the enhancement of those aspects of the environment that can improve human health.

Achieving environmental health will require a renewed focus on improving the quality of marine and estuarine waters, better waste management and measures to protect the functions of ecological systems. Air quality and noise pollution also require monitoring and may require mitigation or amelioration.

Public health issues will be dealt with in an integrated manner by Yulu-Burri-Ba Aboriginal Corporation for Community Health, working with other providers, Redland Shire Council, State Government and the community.

### **Actions**

- Develop a Community Health Plan that includes reference to air and water quality, waste management, sewage systems (including septic), disease prevention, provision of essential services (such as food, water, housing and sanitation), community education and other issues. The community health plan shall also include provisions to ensure future Minjerribah Aboriginal Living Areas have appropriate environmental health infrastructure.
- Auditing and rehabilitation of previously contaminated land; including radioactive contamination, where it may affect human health and/or significant ecosystems.
- Encouragement of quality, affordable and safe accommodation that meets community needs and maximises environmental health design criteria.
- Conduct an ecological study on the causes of proliferation of freshwater mosquitoes. Develop a mosquito management plan for the Island based on study findings.

## **KEY ELEMENT 4.2                      PRIMARY HEALTH AND SERVICES**

---

### **Objectives**

- The causes of the high rates of respiratory diseases are identified.
- The high incidence of cancers on the Island, particularly in Dunwich, is thoroughly investigated.
- A high level of self-reported health assessment occurs.
- Improve population health indicators to meet national benchmarks.
- Increase commitment of resources to primary (preventative) health care.
- Increase resources for health services and infrastructure.
- Ready access to specialist health services exists.

### **Policy Statement**

The Aboriginal community through its health service provider, Yulu-Burri-Ba Aboriginal Corporation for Community Health, will continue to promote information to assist the Redland Shire Council, State and Federal Governments to acknowledge that the Island and its community have special health issues and needs.

As a priority, health needs and health service provision on the Island will be reviewed by undertaking Community Health Planning. Community health planning will include:

- planning for the provision of high quality community health facilities;
- a holistic approach to health care which includes transport, support and advocacy;
- support and education for young people, especially young parents;

- residential care for residents with high needs;
- planning for the development of aged services;
- research on the causes of prevalent disorders;
- supporting the communities' capacity to organise around health issues; and
- assessment of the prevalence of asthma, cancer, diabetes, injury and poisoning, suicide and cardiac disorders, to identify causes and influencing factors.

Island residents experience disadvantage in accessing specialist services. Service provision issues to improve access to specialist medical practitioners will be addressed as a priority.

The Aboriginal community through its health service provider Yulu-Burri-Ba Aboriginal Corporation for Community Health, will continue to promote information to assist the Redland Shire Council and the State Government to acknowledge the community concern and health indicators about the apparent prevalence of respiratory disorders, preventable diseases, high rates of cancer and potential for premature morbidity.

Long-term strategies for the improvement of health and environmental quality will be undertaken and resourced appropriately to achieve an improvement in morbidity statistics. They will include:

- ensuring the involvement of Aboriginal people in all primary health care planning;
- a focus on holistic, family health issues; and
- a particular emphasis on improving primary health care amongst adolescents and seniors.

The Aboriginal community commits to advocating for an increase in resources for the development of health promotion and treatment services and recognition of the need for holistic, integrated services.

### **Actions**

- Expand current health infrastructure to accommodate the needs of the community.
- Host an annual Regional Aboriginal Health Forum as an opportunity for Aboriginal health workers to discuss Aboriginal health issues and the services that are needed to provide health care to Aboriginal people.
- Invite health service providers to participate in a Community Development and Wellbeing Reference Group that informs decision making in the region through the development of a needs analysis and Regional Aboriginal Health Plan. The Reference Group may be formed from attendees at the annual Regional Forum.
- Investigate ways to improve emergency access arrangements to the Island. Current ambulance access (other than helicopter) is restricted to barge transport and use of the Volunteer Marine Rescue (VMR) options. Access for patients to the VMR boat via Little Ships Club pontoon is difficult and often hazardous for both staff, patients and volunteers.
- Yulu-Burri-Ba Aboriginal Corporation for Community Health to advocate to the State Government on behalf of the North Stradbroke Island community for formal funding arrangements for increased services facilitating passage of patients to mainland health services that are not available on the Island.
- YBBACCH to promote and maintain Aboriginal adult health checks for all eligible men and women aged 15-54.
- YBBACCH to maintain systematic screening program for all clients that present at the clinic.

- YBBACCH to maintain a register of chronic disease clients and implement individual management plans for them.
- Strengthen ante natal services and facilities on North Stradbroke Island.
- YBBACCH to co-ordinate the delivery to the Aboriginal community of other health service providers in the region.
- Via the agency of the Indigenous Coordination Centre explore options for a Regional Partnership Agreement between health service providers in the region.
- Continue and enhance professional development and training for health professionals delivering services to the region, particularly for local Aboriginal people involved in the sector.
- Conduct regular community consultation to gain feedback on the provision of health services to the Aboriginal community.
- Expand oral health program.
- Attract more Aboriginal people into the health care professions through educational scholarships. Need more counsellors and mentors, particularly in the area of substance abuse.
- Investigate the high incidence of respiratory and cancer disorders and possible links to environmental factors.

#### **KEY ELEMENT 4.3                      DRUG AND ALCOHOL MISUSE**

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##### **Objectives**

- To steadily reduce the impacts of drug and alcohol misuse on individuals and the community
- The use of alcohol, tobacco and other drugs is reduced.

##### **Policy Statement**

The Aboriginal community through the agency of its community organisations will endeavour to work collaboratively to distribute information and facilitate assistance to make lifestyle changes relating to use of alcohol, tobacco and other drugs, and access to services.

##### **Actions**

- Develop an out of town substance abuse rehabilitation centre that includes staff accommodation.
- Provide high quality drug and alcohol support services including counselling, court support etc.

## **KEY ELEMENT 4.4                    DIET AND LIFESTYLE**

---

### **Objectives**

- Community activities encourage healthier lifestyle choices.
- Health services are relevant to local needs, and to encourage healthier lifestyle choices.
- Fresh food is uncontaminated and appropriately stored to maintain its health promoting properties.

### **Policy Statement**

The Aboriginal community through the agency of its community organisations will endeavour to work collaboratively with other health agencies to increase community awareness of health issues through health promotion, education, information and support activities. This will involve facilitating assistance to make lifestyle changes relating to nutrition and the accessing of services.

### **Actions**

- Promote healthy community activities.
- Promote lifestyle modification targeting patient self management for nutrition related problems and diabetes.
- Host and promote life skills and lifestyle improvement groups.
- Support initiatives that promote the value of traditional diet, medicines and local food production including the development of community food gardens and the protection of bush tucker resources.

## **KEY ELEMENT 4.5                    MENTAL AND SPIRITUAL HEALTH**

---

### **Objectives**

Community members exhibiting high levels of positive self-esteem, sense of perceived control, optimism, positive social relationships and a sense of meaning and purpose to life.

### **Policy Statement**

Health services, particularly those for mental health, child health, young people's health and care of older people require further resources. Health service provision will be mindful of the links between social health and individual health, and those between ecological, environmental, spiritual, mental and physical health.

### **Actions**

- Provide expanded male and female counselling and referral services.
- Improve care and support options for victims of abuse.
- Initiate an annual healing ceremony and gathering on the Island.

## **KEY ELEMENT 4.6                      AGED CARE AND RESPITE**

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### **Objectives**

- To provide well planned, efficient and accountable aged care and respite services.
- Clients rights are respected.
- That each client receives co-ordinated services that are planned, reliable and meet their specific needs.
- To ensure that each clients rights to privacy and confidentiality are respected.

### **Policy Statement**

The North Stradbroke Island Aboriginal community through the agency of Minjerribah Respite Centre and Nareeba Moopi Moopi Pa Aged / Frail Hostel, seek to enhance the independence of the frail, aged and younger people with disabilities by providing a culturally appropriate, co-ordinated, flexible, responsive and timely package of services that suits the individual clients of the service to enable them to remain living at home (Respite) or in comfortable and secure care (Hostel).

### **Actions**

- Maintain a competent and caring staff team.
- Secure adequate funding for the continued operation of Nareeba Moopi Moopi Pa Aged / Frail Hostel.
- Base service delivery on client participation in decision making.
- Maintain the capacity to be quickly responsive to the needs of clients.
- Actively work towards the elimination of the barriers to equitable access.
- Actively working to enhance the quality of life of frail aged people, people with disabilities and their carers.

## MATTERS FOR NEGOTIATION

### Means of implementing this strategy including:

#### AUTHORITY

- Powers, Codes, Protocols and Incentives
- Agreements and Implementation Mechanisms

#### CAPACITY – capacity development requirements in;

- Management and Decision Making
- Financial Resources
- Assets and Equipment
- Personnel and staff skills
- Available time
- Land use and other resource requirements
- 

#### ROLES AND RESPONSIBILITIES

- Lead and associated agencies, groups and individuals
- Location of activities
- How traditional owner, public and stakeholder input is delivered and responded to?
- Who resources/funds what? Community, Government and third party contributions.

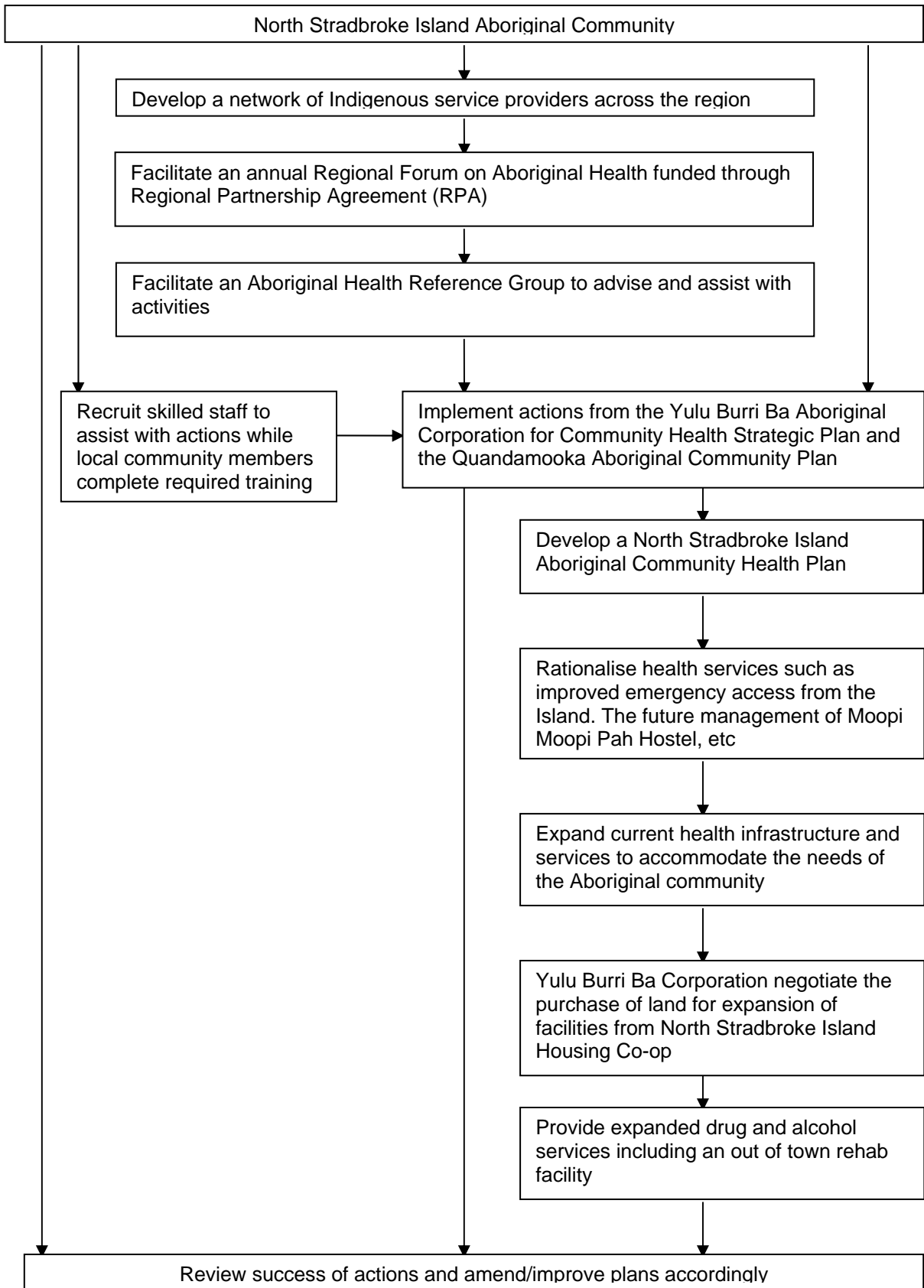
#### IMPLICATIONS FOR PLANNING AND MANAGEMENT

- How will the actions of various parties be co-ordinated?
- How do actions fit into the planning and management framework?
- What changes are required to policy, legislation, tenure, resourcing, and management?
- Potential Impacts (cultural, social, environmental, economic etc.)

#### MONITORING & REVIEW

- Performance indicators and timeframes to be used for the review of government and community actions proposed in the Aboriginal Community Plan

**IMPLEMENTATION MEASURES AND PROCESS – #4 Health Strategy**



## **5. CULTURAL HERITAGE MANAGEMENT STRATEGY**

### **CONTENTS**

#### **• WHERE ARE WE NOW?**

Background  
Issues identified by the Community  
Issues analysis

#### **• WHERE DO WE WANT TO GO?**

Broad Aims

#### **• WHY DO WE WANT TO GO THERE?**

Purpose

#### **• HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS**

- 5.1 Ownership of Aboriginal Cultural Heritage
- 5.2 Protection and Management of Cultural Heritage Values and Material
- 5.3 Access to Significant Areas and Resources

#### **• MATTERS FOR NEGOTIATION**

Authority  
Capacity  
Roles and Responsibilities  
Implications for Planning and Management  
Monitoring and Review

#### **• IMPLEMENTATION MEASURES AND PROCESS**

## WHERE ARE WE NOW?

### CULTURAL HERITAGE MANAGEMENT

#### BACKGROUND

Australian Aboriginal peoples have the oldest living cultures in the world, with discovered sites having been scientifically dated at more than 40,000 years. While relatively little archaeological work has been done on Minjerribah/North Stradbroke Island, and although much of the islands cultural landscape has been destroyed by mining, we do however have dated sites (Wallen Wallen) on the Island as old as 25,000+ years.

Many other sites of even greater age may lie, as yet undiscovered. Cultural heritage sites of this age are not only of great significance to Aboriginal Traditional Owners, but are recognised internationally as being extremely rare and of great value in the record of human civilisation.

Cultural Heritage Protection and Management within the Quandamooka Traditional Estate is carried out by the following designated Cultural Heritage Representative Bodies;

Minjerribah Moorgumpin Elders in Council – The area covered by the Quandamooka Native Title Claim.

Quandamooka Lands Council – Moreton and Southern Bay Islands

Customary law is an integral part of life for the people of Quandamooka. Customary law includes rights, obligations, responsibilities, relationships and practices that work to protect cultural heritage.

Cultural heritage includes the spiritual, physical, historical, social and economic environments, and the process of passing on that heritage to present and future generations. Cultural heritage therefore occurs in both intellectual and material forms.

The cultural heritage values of any living culture are constantly evolving. Aboriginal cultural heritage on the Island has developed over many thousands of years. Non-aboriginal cultural heritage on the island has developed since the 1860's when Anglo-Saxon, European, Indochinese and Melanesian people began to move to the island. Given close interaction between the cultures over 140 years, some non-Aboriginal cultural heritage is shared by Aboriginal community members.

The core cultural heritage values expressed by the Aboriginal community on the Island in 2006 relate mainly to the sustainability of the things which the community as a whole wishes to preserve and enhance. These values clearly promote the sustainability of natural, social, cultural and economic systems.

Core cultural heritage values identified include the:

- Protection and preservation of the cultural and natural integrity of land and sea country
- Recognition of and respect for each other, particularly the elderly
- Ability to access and enjoy areas of spiritual and cultural significance
- Respect for and recognition of community decision making processes

- Respect for and maintenance of Aboriginal customary law
- Respect for and recognition of the complexity of Aboriginal social structures
- Recognition of and respect for cultural differences.

#### **ISSUES IDENTIFIED BY THE COMMUNITY**

- No one can own cultural heritage other than the people of that culture. Need to recognise Aboriginal ownership of culture and cultural heritage management. Lack of acknowledgment by government and others of ownership of cultural heritage by Aboriginal people compounds the daily indignity for many Aboriginal people of having their basic rights ignored.
- Need to strengthen Aboriginal culture and identity.
- Lack of protection of Aboriginal cultural heritage.
- Un-coordinated and unsolicited heritage research is often carried out on the Island.
- Conflicts of the value systems of Indigenous peoples and government.
- Lack of empathy for contemporary Indigenous groups' connection with their heritage.
- Environmental Protection Agency permits are required for Aboriginal people to work on their own heritage material.
- Not all cultural information is under the control of the Aboriginal community. Official site records reside in the EPA office in Brisbane. Government appointed specialists such as archaeologists could have access to this information without Aboriginal permission or control.
- While governments generally are slowly beginning to acknowledge that part of cultural heritage which has been handed down from the past, they appear to still have difficulty in understanding the contemporary nature of a living culture.
- There is an urgent need for appropriate protection of Aboriginal cultural landscapes.
- Lack of agreed protocols for research and consultation.
- Lack of respect for Indigenous cultural heritage management capability.
- Increasing demand for cultural heritage assessment work without adequate funding.
- Lack of adherence to recommendations by Traditional Owners in Cultural Heritage Management Plans.
- Conflict between dollar value and cultural value.
- Need for recognition of access for cultural purposes.
- The development of legislation to protect some natural resources has impacted on the Indigenous populations' opportunities for traditional food gathering.
- Traditional use and management of resources that are protected under State and Federal legislation can be illegal.
- Cultural heritage destruction by development that is poorly planned and regulated.
- Cultural heritage destruction by sand mining.
- The need for recognition of rights to natural resources as inherent in cultural heritage ownership and management.

## **ISSUES ANALYSIS**

The ownership and management of Aboriginal cultural heritage is currently one of the few avenues open to Aboriginal Australians to have a say in a wide range of political and management forums. Cultural heritage is protected to some degree by existing legislation.

Proposed development is assessed, amongst other things, on the basis of potential impacts on cultural heritage. This process gives Aboriginal people a say, sometimes an income and a degree of political leverage via the process of developing cultural heritage agreements and management plans. It is very important that cultural heritage management is carefully integrated into the political strategies being undertaken by this community.

Aboriginal cultural heritage values and material require adequately resourced management and protection if the long-term sustainability of the Island's Aboriginal community is to be assured.

## **WHERE DO WE WANT TO GO?**

### **BROAD AIMS**

- A high level of support, understanding and respect for Aboriginal cultural values exists amongst the wider Island, regional, Australian and international communities.
- Ability to protect, access and enjoy places and areas of spiritual, cultural and historical significance.
- Recognition of the inter-relationships between Aboriginal culture and the natural environment.
- Recognition of and respect for Elders.
- Recognition of and respect for cultural difference.
- Recognition of the relationships between the diverse cultures and the unique qualities these relationships bring to Island life.
- A high level of appropriate understanding occurs for customary law responsibilities of Aboriginal people who desire to maintain traditional practices.

## **WHY DO WE WANT TO GO THERE?**

### **PURPOSE**

Inadequate, and at times non-existent practices by regulators and users have in the past led to the widespread destruction of parts of the cultural landscape of the Quandamooka Traditional Estate. While considerable improvements have been made in the last twenty years to the protection and management regime for cultural heritage on the Island, current practices still allow significant destruction on a daily basis by industry and other users.

This strategy seeks to halt that destruction and promote the sustainable management of a cultural environment that is significant in global terms. The plan has identified a need to enhance and protect the community's core cultural heritage values, through appropriate future land use and development, and the implementation of culturally-based management systems.

Acknowledgement of Aboriginal cultural heritage ownership, and the rights and responsibilities it confers, are fundamental to the recommendations of this plan and in particular to the protection and management of the Island's cultural heritage.

The Aboriginal community recognises rights to natural resources as inherent to cultural heritage ownership and management.

## HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS

The Cultural Heritage Strategy, through the actions outlined in each of the following Strategy Key Elements, works to address the issues identified by the community as follows:

- 5.1 Ownership of Aboriginal Cultural Heritage.
- 5.2 Protection and Management of Cultural Heritage Values and Material.
- 5.3 Access to Significant Areas and Resources.

Each detailing:

- Objectives
- Policy Statement
- Actions

### **KEY ELEMENT 5.1 OWNERSHIP OF ABORIGINAL CULTURAL HERITAGE**

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#### **Objectives**

- Aboriginal ownership of Aboriginal cultural heritage is recognised.
- The need for Aboriginal people to maintain their own heritage is recognised by all agencies, organisations and individuals.
- Strengthen Aboriginal culture and identity by maintaining, developing and promoting cultural practices and understanding of the cultural environment within the Aboriginal and broader communities;
- Help others to share the values of Indigenous cultural heritage
- Ensure that the respective cultures of Island residents are acknowledged, nurtured and celebrated.
- A high level of understanding of Aboriginal cultural values and support exists amongst the wider Island, regional and Australian communities.

#### **Policy Statement**

All levels of government need to formally support the ownership of Aboriginal cultural heritage by Traditional Owners before meaningful advances in the management of cultural heritage can take place. This includes support for the return by government and non-government agencies of all Aboriginal cultural heritage materials including documentation of intellectual property.

Traditional Owners will advocate for the recognition and respect of Aboriginal ownership of Aboriginal cultural heritage and the need for appropriate legislative amendments to State and Federal legislation.

The signatories to the Quandamooka Aboriginal Community Plan recognise Aboriginal ownership of Aboriginal cultural heritage.

Information and education programs will promote the recognition of that principle as well as promote awareness of international obligations to recognise Aboriginal rights to culture and heritage.

### **Actions**

- Facilitate the return by government and non-government agencies of all Aboriginal cultural heritage materials belonging to the Quandamooka Traditional Estate, including documentation of and rights to intellectual property.
- Traditional Owners will develop clear policy, directions and guidelines for the initiation and conduct of research projects on matters related to Aboriginal cultural heritage with the specific aim of taking full control of all Aboriginal cultural heritage research within the Quandamooka Traditional Estate. As part of this process, Traditional Owners to negotiate MOU's on the use of Aboriginal cultural heritage by museums, research institutions and other agencies regarding the collection and return of data and materials of cultural heritage significance.
- Appropriate interpretive signage and entry statements relating to Aboriginal ownership and significance will be erected in prominent locations and certain significant areas. Some of this work may be best performed post Native Title Determination.
- Support community organisations such as Minjerrabah-Moorgumpin Elders in Council in the repatriation of human remains and artefacts from museums.
- Undertake an inventory of cultural heritage material and documentation of intellectual property kept by non-indigenous organisations and seek a return to Indigenous organisations where appropriate.

## **KEY ELEMENT 5.2**

## **PROTECTION AND MANAGEMENT OF CULTURAL HERITAGE VALUES AND MATERIAL**

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### **Objectives**

- Aboriginal cultural values are recognised and respected.
- Protection and appropriate management of places and materials of cultural and social significance occurs.
- Ensure that Aboriginal cultural heritage is recognised, respected and protected.
- Ensure that cultural heritage values are recognised in governance, accountability, planning, decision-making and service provision.
- Assess the impacts of development in a holistic way that acknowledges inherent Indigenous rights to protect and manage cultural heritage.
- Clear policies and principles exist that facilitate the development of Aboriginal community capacity to take control and manage their cultural heritage.

- Develop Aboriginal organisational, natural resource management and community capacity to take full control of the management of Aboriginal cultural heritage within the Quandamooka Traditional Estate.
- A high level of broad community understanding of Aboriginal cultural heritage exists.
- Protection and enhancement of Aboriginal and non-Aboriginal people's shared cultural heritage values occurs.
- Cultural and biological diversity is protected.
- Integrated management of the cultural and natural resources estate in keeping with the principles of ecologically sustainable development occurs.
- Adequate monitoring of cultural heritage impacts occurs.
- Appropriation and destruction of cultural heritage material is halted.
- Significant materials, places and intellectual property are identified, and conservation management programs are developed.

### **Policy Statement**

Traditional Owners will work to ensure that Aboriginal cultural heritage on the Island is adequately protected and, if negatively impacted, compensated. There is currently no legislative basis to assess the level of compensation for the loss of cultural heritage.

The Quandamooka Aboriginal Community Plan will promote and work to achieve the recognition, respect and protection of cultural heritage on the Island. This will necessitate the capacity development of appropriate community management to control aspects of cultural heritage, relevant to their respective governance roles.

Planning and management initiatives for cultural heritage on and around the Island will be based on agreed cultural heritage values. These values will be the basis for relationships with governments and other management agencies that share responsibility in maintaining environmental and cultural diversity on and around the Island.

Sustainability of cultural resources should be assessed and monitored by relevant agencies. In the case of Aboriginal cultural heritage, this will be done by Aboriginal Traditional Owners, and in the case of shared cultural heritage, will be addressed through community participation and the assistance of cultural heritage professionals and the Environmental Protection Agency.

Further, the Quandamooka Native Title Family Representative Steering Committee (QNTFRSC), supported by the proposed Regional Interagency Working Group (RIWG), will facilitate the development of a regional Cultural Heritage Protection and Management Forum to inform planning input into the states regional planning framework and inform planning and management on relevant issues at a local and regional level.

The proposed Regional Partnership Agreement (RPA) will support Aboriginal Traditional Owners in the management of areas and resources that are culturally significant to the Aboriginal community.

**Actions**

- Through a series of negotiated incentives, ensure that all staff of government agencies and businesses providing services on North Stradbroke Island undertake cultural awareness training conducted by Traditional Owners.
- Investigate options for a keeping place for the storage of culturally significant materials. It is envisaged that this may be part of the proposed Cultural and Interpretive Centre relating to Aboriginal cultural heritage.
- Facilitate the development of an annual Regional Forum on Cultural Heritage Management and Protection.
- Invite Traditional Owners, managers and stakeholders to participate in a Cultural Heritage Management and Protection Reference Group that informs decision making in the region. The Reference Group may be formed from attendees at the proposed annual Regional Forum.
- Traditional Owners will document clear strategies for the future protection and management of the cultural and natural estate of the Quandamooka Traditional Estate in the form of a Regional Aboriginal Cultural Heritage Management Plan. This will be funded through the proposed Regional Partnership Agreement (RPA) process.
- The RPA will also support the building of existing community capacity to take control of the management of shared cultural heritage on the Island. This may best be achieved through a joint approach involving relevant stakeholders and agencies and coordinated by Traditional Owners working with state and local government management frameworks.
- To improve the integration of cultural heritage protection and development assessment, the proposed RIWG will develop appropriate cultural heritage guidelines and clearance models to be implemented as a part of Redland Shire Council and the State Government's development approval process.
- The Regional Interagency Working Group (RIWG) will work to achieve greater integration between the Integrated Planning Act 1997 and the Cultural Heritage Act 2003.
- Adequately resource and support the Quandamooka Oral History Project.

**KEY ELEMENT 5.3      ACCESS TO SIGNIFICANT AREAS AND RESOURCES**

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**Objectives**

- Recognition, respect and access rights for Aboriginal customary law responsibilities are fulfilled.
- Ensure access to land and sea for cultural purposes.
- Mechanisms for recognition and protection of significant areas irrespective of tenure are operational.
- Relationships between landholders and owners of cultural heritage are enhanced.

**Policy Statement**

Sensitive areas will be protected through regulating access and/or threatening activities, and through the application of the precautionary principle. Identification of any such areas of significance to Aboriginal people and management strategies for those areas will be the responsibility of culturally appropriate Aboriginal custodians. Where these areas occur on lands where other rights exist, management strategies shall be developed cooperatively.

### **Actions**

- Investigate opportunities for Indigenous Resource Management and Protection Areas for traditional uses.
- By way of a licensing and permit system, restrict access to some particularly sensitive natural and cultural assets, to appropriate Aboriginal custodians and in some cases, accredited tourism operators.
- Identify areas of high cultural and ecological significance and implement measures to protect them from damage by vehicles. Continue to restrict 4WD access to sensitive areas such as Swan Bay and Amity Spit, and to sections of beaches used for traditional and pedestrian purposes.

## **MATTERS FOR NEGOTIATION**

### **Means of implementing this strategy including:**

#### AUTHORITY

- Powers, Codes, Protocols and Incentives
- Agreements and Implementation Mechanisms

#### CAPACITY – capacity development requirements in:

- Management and Decision Making
- Financial Resources
- Assets and Equipment
- Personnel and staff skills
- Available time
- Land use and other resource requirements

#### ROLES AND RESPONSIBILITIES

- Lead and associated agencies, groups and individuals
- Location of activities
- How traditional owner, public and stakeholder input is delivered and responded to?
- Who resources/funds what? Community, Government and third party contributions.

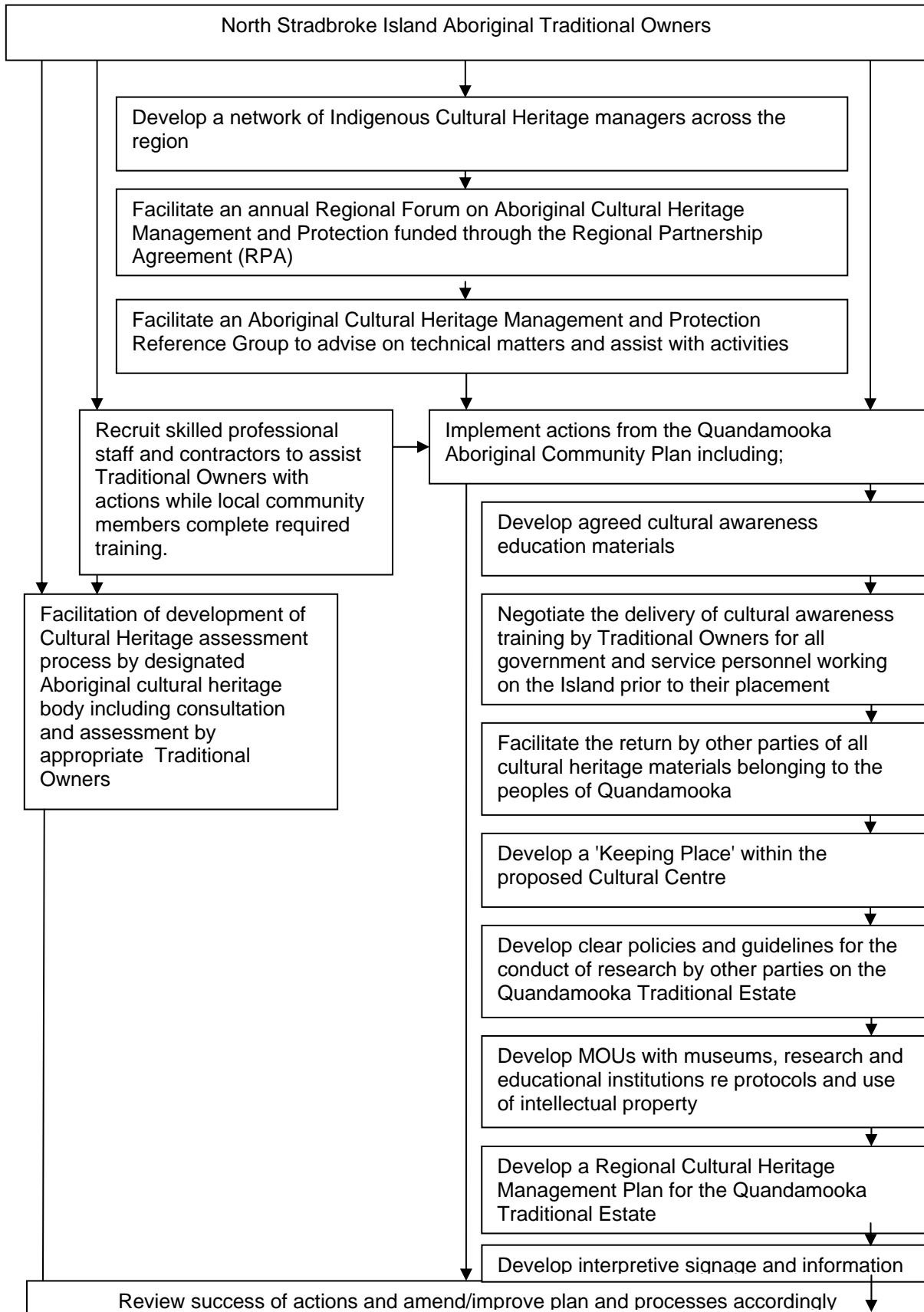
#### IMPLICATIONS FOR PLANNING AND MANAGEMENT

- How will the actions of various parties be co-ordinated?
- How do actions fit into the planning and management framework?
- What changes are required to policy, legislation, tenure, resourcing, and management?
- Potential Impacts (cultural, social, environmental, economic etc.)

#### MONITORING and REVIEW

- Performance indicators and timeframes to be used for the review of government and community actions proposed in the Aboriginal Community Plan

**IMPLEMENTATION MEASURES AND PROCESS – #5 Cultural Heritage Strategy**



## **6. LAND, FRESHWATER and SEA MANAGEMENT STRATEGY**

### **CONTENTS**

#### **• WHERE ARE WE NOW?**

Background  
Issues identified by the Community  
Issues analysis

#### **• WHERE DO WE WANT TO GO?**

Broad Aims

#### **• WHY DO WE WANT TO GO THERE?**

Purpose

#### **• HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS**

- 6.1 Land, Freshwater and Sea tenure and use
- 6.2 Co-ordination of Land, Freshwater and Sea Management
- 6.3 Natural and Cultural Resource Management
- 6.4 Wetlands, Catchment and Reserve Management
- 6.5 Freshwater Management
- 6.6 Fire and Disaster Management
- 6.7 Pest Management
- 6.8 Extractive Industries
- 6.9 Off-Road Vehicle Management
- 6.10 Marine Management

#### **• MATTERS FOR NEGOTIATION**

Authority  
Capacity  
Roles and Responsibilities  
Implications for Planning and Management  
Monitoring and Review

#### **• IMPLEMENTATION MEASURES AND PROCESS (FLOW CHART)**

## WHERE ARE WE NOW?

### LAND, FRESHWATER AND SEA MANAGEMENT

#### BACKGROUND

North Stradbroke Island is a large sand island that supports a wide range of habitats. Each habitat type supports its own composition of fauna and flora. The vast waters of Moreton Bay surround the Island and provide not only habitat but connections between the islands and the mainland.

The cultural and ecological importance of the Island's wetlands has been recognised regionally, nationally and internationally. Wetlands, including perched and window lakes, 'swamps', mudflats and sea grass beds are a unique and important feature of North Stradbroke Island/Minjerribah and play an important role in the cultural life of the Island's Aboriginal community and the broader community as well as having significant environmental values and functions.

The Island offers tourism experiences that are unique in the region, especially in terms of the range of natural and cultural environments. Traditionally, tourism has been nature based, focusing on 4 wheel driving, fishing and camping. This tourism experience has developed over many years based on the unique natural environment found on the Island. These natural and cultural features will continue to attract tourists if adequately protected.

Although accurate visitation figures are not available, tourism on the Island has grown dramatically in recent times. The growth has been encouraged through promotion and the development of improved services such as accommodation.

Significant concerns have been raised by the community and identified through studies into the environmental, social and cultural impacts of activities which have resulted from the increase in tourism numbers. These areas of concern include:

- the environmental impacts of 4WD use and camping
- peak total numbers of people visiting the Island
- high demand on services such as sewerage and garbage collection
- increasing local rental prices
- over crowding of facilities and social infrastructure
- anti-social behaviour and
- inappropriate access to particular areas.

These impacts, while they continue to erode the values and features on which the tourism industry is based, undermine the long-term economic future and the sustainability of the Island ecology.

#### ISSUES IDENTIFIED BY THE COMMUNITY

- Lack of coordinated management of land and sea. The lack of an integrated land management system for North Stradbroke Island and the Bay environs provides significant grounds for Aboriginal concern. The piecemeal approach to planning and management has left the Island with major environmental and cultural heritage impact problems.
- Lack of understanding by some relevant agencies of the interrelationship between cultural and environmental systems.

- Lack of understanding and recognition on the part of government for the need to develop and implement integrated resource management.
- Culturally and environmentally inappropriate practices in both the public and private sectors of resource use and management.
- Degradation of environmental systems and incremental destruction of the cultural heritage estate.
- Continuing destruction of the habitat of threatened species.
- Ongoing degradation of the natural environment.
- Sand mining impacts.
- Water extraction to the mainland from North Stradbroke Island.
- Water extraction for mining.
- Designation of recreational four wheel drive (4WD) areas.
- Information and education programs.
- Current practices and use by government and the general public cause offence and distress to Aboriginal custodians.
- The perception by the community that Redland Shire Council is gaining a large economic benefit from the Island, which will increase substantially in the future, with little funding being directed back to the island for adequate servicing and management.
- Negative environmental impacts due to water extraction on Eighteen-Mile Swamp which is one of the primary breeding habitats in the region for a wide range of species. Eighteen-Mile Swamp is highly significant in the context of the wider bay ecosystems and cultural landscapes.
- Concern by the community that environmental impacts on Eighteen-Mile Swamp contravene principles of ecologically sustainable development.
- Inappropriate designation of recreational 4WD areas.
- Environmental pollution, particularly silica from mine trucks in Dunwich.
- Lack of tourist education.
- Lack of information and education programs to promote sustainable environmental management.
- Management of Reserves currently administered by Redland Shire Council and the State.
- Lack of adequate tourism planning and management.
- Haulage from the Yarraman operation in the North East of the Island.
- Remediation needed for extensive environmental damage to specific ecosystems on the Island e.g. damaged water bodies, wetlands, revegetation, recolonisation of fauna etc.
- Need for adequate environmental management systems in place at mine sites and effective watchdog role by responsible state departments.
- Mining destroys the landscape and ecological values of land. It severely impacts on cultural values and in many cases has destroyed cultural resources, including sensitive habitat and breeding areas.

- Mining activities have caused damage to natural water systems, including to catchments, especially by altering the complex underground hydrological conditions and the cutting of channels through Eighteen Mile Swamp.
- Mining company activities have in many cases restricted Aboriginal access to their traditional land while at the same time establishing a web of unformed roads throughout the island. Mining roads, which are continuously and illegally used by tourists, are a conduit for pest species of vegetation etc and are having disastrous impacts on ecological systems.
- Excessive use of beaches by 4WD vehicles effecting especially the crustacean, eugarie, bird and turtle habitats.
- Safety issue of mixed vehicular and pedestrian use of beaches. Flinders and parts of Main beaches are rendered virtually unusable at peak times for pedestrian and recreational uses other than driving.
- Destruction of fragile dune systems by uncontrolled off road driving.
- Negative environmental impacts such as increased litter, oil spills etc which are incidental to the bringing of vehicles into sensitive areas.
- Littering both on land and at sea.
- Inappropriate use of freshwater creeks for washing, flushing of outboards etc.
- Impacts of various study (schools, uni, etc) and tourist groups on sensitive areas. Erosion, collection, disturbance of habitats such as overturning of rocks etc.
- Dumping of rubbish in bush areas.
- Inappropriate land use, for example inappropriate/excessive tourism activity.
- Several mining applications are currently outstanding over various Redland Shire Council reserves.
- Lack of an integrated approach to management.
- General failure to properly consider Aboriginal cultural heritage issues in reserves management.
- Lack of resources applied to management of reserves.
- Tourism is impacting on the protection and management of Aboriginal cultural heritage.
- There is a perception that the carrying capacity of the various natural systems and infrastructure is being exceeded, especially in peak periods.
- Negative environmental impacts of uncontrolled camping on parts of the island. This can be attributed in part to current marketing practices which promote recreational 4WD and 'bring your dog camping' types of tourism as opposed to more environmentally friendly and sustainable practices.
- Impacts of excessive numbers of tourists on and from boats in the bay, especially around Myora.
- Excessive recreational boat use in the bay results in pollution and damage to the environment including marine life, particularly turtle, dugong and shellfish.
- Tourism generally, but particularly the larger festivals and sporting events bring negative social impacts to the island community. 'Straddie Classic' fishing contest brings for one week a large influx of 4WD vehicles onto beaches. Excessive alcohol consumption and consequent anti social behaviour, littering and overfishing have a negative effect on the social and environmental fabric of the island and surrounding waters.

- This scenario applies equally to holiday periods and long weekends and to a lesser extent during other sporting and cultural events. There is a perception within the community that the various organisations that stage such events in general do not take enough responsibility for minimising the negative impacts associated with these events.
- Expectations by tourists of lack of regulation of their behaviour on the Island. This is due largely to poor past management practices.

### **ISSUES ANALYSIS**

The natural environment has been subjected to considerable disturbance, both naturally (e.g. storms, floods) and through human activities. The latter disturbances have resulted in an environment that is clearly modified and not in ecological equilibrium. The relationships that exist between habitats and ecosystems are such that a disturbance in one place is likely to be detected in some form in other locations. The management of such impacts requires recognition of these relationships, and management objectives should be common to the different habitats where relevant. This is currently not the case, as a range of management agencies, as well as industry and other stakeholders, are involved in the management of the Island in a way that lacks coordination and in some cases, common goals.

## **WHERE DO WE WANT TO GO?**

### **BROAD AIMS**

- Maintaining and strengthening the integrity of the Island's natural environment and surrounding waters.
- Protection and preservation of the natural integrity of land and sea.
- Maintenance of biodiversity.
- Protection of rare and endangered species.
- Integrated management of the Island's resources in accordance with the principles of Ecologically Sustainable Development (ESD).
- Education of the community and visitors as to the importance of the natural environment.

## **WHY DO WE WANT TO GO THERE?**

### **PURPOSE**

To address short and long-term threats to the sustainability of the complex environmental and cultural systems on and around the Island, focus will be directed to:

- an increased understanding by management agencies, of the interrelationship between cultural and environmental systems;
- coordination of government agencies in planning and implementation;
- transparent and understandable planning and management processes which allow for meaningful input of local and traditional knowledge and practice;

- developing integrated sustainable resource management;
- recognition and management of the Island as a single catchment; and
- coordinated planning and management of major impacting activities including mining, use of off-road vehicle, fire and pest management etc.

## HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS

The Land, Freshwater and Sea Strategy, through the actions outlined in each of the following Strategy Key Elements, works to address the issues identified by the community as follows:

- 6.1 Land, Freshwater and Sea Tenure and Use
- 6.2 Co-ordination of Land, Freshwater and Sea Management
- 6.3 Natural and Cultural Resource Management
- 6.4 Wetlands, Catchment and Reserve Management
- 6.5 Freshwater Management
- 6.6 Fire and Disaster Management
- 6.7 Pest Management
- 6.8 Extractive Industries
- 6.9 Off-Road Vehicle Management
- 6.10 Marine Management

Each detailing:

- Objectives
- Policy Statement
- Actions

### **KEY ELEMENT 6.1                      LAND, FRESHWATER AND SEA TENURE AND USE**

---

#### **Objectives**

Aboriginal rights to land, sea and freshwater are recognised to a level that adequately allows management of the Quandamooka Traditional Estate in accordance with customary law and traditional practice.

#### **Policy Statement**

Fundamental to the successful outcomes of this plan are Aboriginal rights to land, sea and freshwater being recognised. This must happen to a level that adequately allows management of the Quandamooka Traditional Estate in a way that supports the needs and aspirations of the Aboriginal community. Any management system imposed on the Traditional Estate must work in accordance with customary law and traditional practice as well as common law rights.

**Actions**

- Proceed with a timely negotiation of the current Quandamooka Native Title Claim as a means of achieving the land tenure and rights required to carry out some of the options documented in this plan.
- Lodgement of a Native Title Claim over mainland areas of the Quandamooka Traditional Estate (roughly coinciding with Redland Shire Council boundary).
- Negotiate with Australian, Queensland and local governments to support the aspirations of Native Title claimants as detailed in the Quandamooka Aboriginal Community Plan.
- Australian, Queensland and local governments will support the timely return by the State Government of ownership and management of national parks to appropriate Aboriginal custodians.
- Irrespective of the formal outcomes of Native Title determinations, Traditional Owners will negotiate with Australian, Queensland and local governments, support for Indigenous rights to:
  - Control development impacts and management decisions relating to Aboriginal cultural heritage within the Quandamooka region.
  - Undertake and control development on Aboriginal lands on Traditional Owners' own terms.
- Identify and develop adequate residential land to accommodate the foreseeable needs of the North Stradbroke Island Aboriginal community.
- Provide appropriate land located close to activities for required land and sea management activities in the region.
- Review and update the Redlands Planning Scheme to reflect the needs of the North Stradbroke Island Aboriginal community, particularly the required amendment to the Myora Carapark to make it a conforming use.

**KEY ELEMENT 6.2****CO-ORDINATION OF LAND, FRESHWATER AND SEA MANAGEMENT****Objectives**

- Planning and management addresses short, medium and long-term issues.
- A high level of coordination of activities occurs between all management agencies.
- Best practice capacity amongst agencies occurs to undertake planning and management activities.
- A high level of community participation exists in planning and management.
- A shared respect exists for the diversity of cultural values and community points of view.
- All levels of government, community groups and individuals respect, recognise and negotiate compliance with Aboriginal customary law.

### **Policy Statement**

The Aboriginal community and all levels of government acknowledge the need to improve the coordination of land and sea planning and management and thereby advance Ecologically Sustainable Development (ESD) for the Island.

The Aboriginal community and all levels of government will develop complementary systems of land and sea planning and management for the Island through cooperative approaches that facilitate increased community participation in planning and management. It is acknowledged that the capacity of the different agencies to undertake coordinated land and sea planning and management needs to be built.

The complementary systems will be based on a common focus of ecologically sustainable development and will address short, medium and long-term planning and management as outlined within the Community Plan. The complementary systems of management will be assisted by the development of a shared information base.

Coordinated land and sea planning and management will give recognition to the diversity of cultural, social, ecological and economic values which exist within the community and will seek to develop a broader community understanding of these values. In particular, it will incorporate Aboriginal customary law and recognise that natural and cultural landscapes are integral elements of larger regional systems.

### **Actions**

Revitalise the Quandamooka Land and Sea Management Agency to take on a greater role in environmental management, particularly the co-ordination of the many agencies operating in the region.

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## **KEY ELEMENT 6.3                      NATURAL AND CULTURAL RESOURCE MANAGEMENT**

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### **Objectives**

- Natural and cultural resources systems, especially biodiversity, are protected.
- Valuable natural and cultural resources are conserved.
- Respect, acceptance and negotiated compliance with Aboriginal customary law occurs.
- Shared understanding of the cultural, social, ecological and economic values of natural and cultural resources occurs.
- Natural and cultural resource management incorporates both Aboriginal and non-Aboriginal knowledge systems.
- A high level of community support and best practice community participation exists in natural and cultural resource management.

### **Policy Statement**

The Aboriginal community and all levels of government acknowledge the need to protect natural and cultural resources and the systems within which they occur, as fundamental to the principles of Ecologically Sustainable Development (ESD).

Protection of natural and cultural resources will be achieved through an on-going and inclusive approach to planning and implementing protection measures. These measures will include a co-operative approach between the Aboriginal community and all levels of government, as well as

broader community participation, in identifying values and developing planning and management tools and processes that facilitate protection.

Such tools are likely to include Reserve Management Plans and an Integrated Catchment Management Plan. In addition, emphasis will be placed on the development of innovative solutions to the provision of infrastructure and other development projects in order to maximise protection of natural and cultural resources.

Mechanisms for protecting natural and cultural resources will recognise the diversity of values identified by the Aboriginal community. In particular, they will incorporate Aboriginal customary law and reflect the relationship between cultural and ecological values as identified by the Aboriginal community of the Island.

### **Actions**

- Facilitate an annual Traditional Owner and multi-stakeholder Land, Freshwater and Sea Management Regional Forum.
- Invite participation in a Land, Freshwater and Sea Management Reference Group that informs decision making in the region through the development of needs analysis and planning. The Reference Group may be formed from attendees at the proposed annual Regional Forum.
- Build capacity and presence of existing Indigenous and community based land, sea and cultural management organisations.
- Provide appropriate land located close to activities for required land and sea management activities in the region.

## **KEY ELEMENT 6.4                      WETLANDS, CATCHMENT AND RESERVE MANAGEMENT**

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### **Objectives**

#### *Wetlands*

- The cultural, ecological and landscape values of wetlands are protected.
- The importance of the Island's wetlands is promoted and recognised in local, regional, national and international contexts.
- Degraded wetlands are restored and rehabilitated.
- Best practice community participation in wetland management occurs.

#### *Catchments*

- Sustainable management of the Island's catchment is based on comprehensive, recent and independent scientific research.
- A Catchment Management Plan for the Island is operational.
- The importance of the Island's catchment is recognised in both a local and regional context.
- Recognition exists for the cultural, ecological, social and economic values that occur with respect to the Island's catchment.
- Recognition, respect and negotiated compliance with Aboriginal customary law occurs.
- Best practice community participation occurs in catchment management.

### *Reserves*

- Best practice reserve management occurs based on the principles of ecologically sustainable development.
- An effective Reserve Management Procedures Manual is operational.
- Respect, acceptance and negotiated compliance with Aboriginal customary law occurs.
- Ecological, cultural, social and economic values of reserves are protected within the context of the broader Island system.
- Management processes exist that incorporate both Aboriginal and broader community knowledge and values.
- An advanced capacity of Traditional Owners, Redland Shire Council, the State Government and other organisations to undertake co-operative management exists.
- The natural, cultural, social and economic values of reserves are protected within the context of the broader landscape.

## **Policy Statement**

### Wetlands

Key planning and management functions and mechanisms shall work to ensure that wetlands management:

- complements Aboriginal customary law
- incorporates processes to facilitate broader Aboriginal community participation in wetlands management
- protects at risk flora and fauna species
- maintains connectivity of wetland habitats
- maintains natural hydrological processes
- works toward appropriate eradication of pest species; and
- includes rehabilitation of damage by development, pests and pollutants, sedimentation and other threats.

Mining has adversely impacted upon many of the Island's wetlands and mining companies and government have a responsibility to ensure these areas are adequately rehabilitated, if necessary in an ongoing way after the expiration of leases. The Aboriginal community seek assurances from the State Government, in its regulatory role, to ensuring that wetlands damaged by mining are rehabilitated to the highest possible standard.

### Catchments

The Aboriginal community will seek assistance from all levels of government to undertake comprehensive catchment management to protect the cultural, ecological, social and economic values of the Island's catchment.

Co-operative approaches to management of the catchment will be facilitated through the development of a Catchment Management Plan. The Catchment Management Plan will be based on the principles of ESD and will include mechanisms to ensure that catchment management respects and incorporates Aboriginal customary law, as well as processes to facilitate broader Aboriginal community participation in catchment management planning, implementation, monitoring and evaluation.

It is acknowledged that catchment management planning processes will be resourced by the agencies and industries which either have responsibility for catchment planning and management or whose activities impact on the catchment.

### Reserves

The Aboriginal community seeks to negotiate with all levels of government to develop cooperative approaches to Reserve Management, to ensure the protection of the cultural, ecological, social and economic values of reserves within the context of the Island system.

Cooperative approaches to reserve management planning and implementation will be facilitated through the development of a Reserve Management Procedures Manual. Some of the key elements of the Reserve Management Procedures Manual will include the principles of ESD, mechanisms to ensure that reserve management incorporates Aboriginal customary law and processes to facilitate broader community participation in reserve management planning and implementation.

The Aboriginal community and all levels of government will also address capacity-building issues amongst land and sea management agencies and organisations to ensure that reserve management is undertaken in effective and appropriate ways.

## **Actions**

### Wetlands

- As part of the catchment planning process, develop specific wetland management plans.
- Internalise costs of wetland management in water pricing.
- Wetland Management plans should take precedence over reserve management plans if a discrepancy should occur. (See Reserve Management)

### Catchments

- Undertake a whole of Island Catchment Management Plan. As part of the catchment planning process, develop specific wetland management plans.
- Internalise costs of whole of catchment management in water pricing.
- Prior to the development of a Traditional Owner Water Management Authority (see below), Redland Shire Council and/or the State Government (when it takes over control from Redland Shire Council) to annually fund Traditional Owners to undertake catchment management projects. The cost of these to be internalised in water pricing.

### Reserves

- Develop provisions in a Native Title Process and Management Framework Agreement / ILUA or similar agreement outlining a commitment to share and transfer management responsibility / trusteeship of state reserves to Traditional Owners in a supported and incremental manner. The details of management sharing and /or transfer to be outlined in reserve and catchment management plans.
- Develop a reserve management manual outlining generic processes and actions common to all reserves.
- Develop specific reserve management plans to guide management.

## **KEY ELEMENT 6.5                      FRESHWATER MANAGEMENT**

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### **Objectives**

- Capacity exists for the North Stradbroke Island Aboriginal community to undertake cooperative management of the Island's water resources.
- A high level of understanding of the cultural, ecological, social and economic values of waterbodies of North Stradbroke Island occurs.
- Respect, acceptance and negotiated compliance with Aboriginal customary law occurs.
- Degraded waterbodies are restored and rehabilitated.
- Best practice community participation in water management occurs.

### **Policy Statement**

The Aboriginal community seek to educate and inform all levels of government to recognise the need to undertake effective management of the freshwater of the Island to ensure the protection of its important cultural, ecological, landscape and economic values.

Mechanisms for protecting the natural and cultural resources of waterbodies shall recognise the values identified by the Aboriginal community as defined and found within Aboriginal customary law and the values of the broader Island community. Freshwater management is traditionally largely women's business and as such, strong involvement of Traditional Owner women will be evident. These mechanisms will be prepared in a way that maximises opportunities for community participation in water management.

Co-operative approaches to management of the Island's freshwater will also be facilitated by the proposed Traditional Owner Water Management Authority (TOWMA) through the preparation of a Freshwater Management Plan for the Quandamooka Traditional Estate. Natural/cultural resource management practices incorporating both Aboriginal and non-Aboriginal knowledge systems will be used.

### **Actions**

- Negotiate with the State government, a reduction in the volume of freshwater extracted to the mainland.
- Develop a Quandamooka Water Management Authority to take over management of the water resources within the Quandamooka Traditional Estate. This function is currently a monopoly held by Redland Shire Council agency, Redland Water and Waste.
- Adequate water research and best practice management to be undertaken of the Island's catchment and freshwater bodies to allow for safe and sustainable management of the resource.
- At the proposed Land, Freshwater and Sea Management Regional Forum, invite participation in a Freshwater Management Reference Group that informs decision making in the region.
- Develop culturally sensitive holistic management plans for specific water bodies such as Bummiera/Brown Lake.
- Traditional Owners to be supported and resourced to regularly monitor freshwater ecosystems via the agency of the proposed Quandamooka Water Management Authority.
- Maintain a ban on the use of power craft on all freshwater bodies on North Stradbroke Island (Environmental Protection Agency).

## **KEY ELEMENT 6.6                      FIRE AND DISASTER MANAGEMENT**

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### **Objectives**

- Reduced risk of dangerous and destructive wildfires occurs.
- Fauna and flora habitats are sustainably managed.
- Respect, acceptance and negotiated compliance with Aboriginal customary law occurs.
- Fire is recognised as a useful tool in the effective management of land and is also appreciated as being important to cultural heritage management.

### **Policy Statement**

The Aboriginal community seeks to negotiate with all levels of government the implementation of effective fire management to protect cultural, ecological, social and economic values on the Island.

Fire management planning and implementation will be executed through the existing Fire Management Committee. The Fire Management Committee will, through a co-operative approach, incorporate fire management principles and practices in accordance with Aboriginal customary law.

### **Actions**

- Investigate feasibility and funding opportunities for an Indigenous fire unit.
- As part of a new Bushfire Management Plan, map flora and fauna communities with attention to variable fire tolerance and optimal burn-off frequency relative to risk. Wildflower and cypress locations require priority sensitivity analysis.
- Develop and regularly update the Quandamooka Aboriginal Residency Register, which documents the location of residents living outside the Island townsites for use in wildfire or other emergencies. This information would be held confidentially and only used on an agreed basis as part of an Aboriginal Emergency Wildfire Plan. Points of contact within the community for emergency services need to be formalised.
- Lobby the CEO, Department of Emergency Services, to form a North Stradbroke Island Emergency Service Unit under the *Disaster Management Act (QLD) 2003*.
- Develop intra-island cyclone response management strategy in the event of North Stradbroke Island being cut off from mainland emergency services for considerable periods.

## **KEY ELEMENT 6.7                      PEST MANAGEMENT**

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### **Objectives**

- A reduction in pest species occurs through humane and ecologically sensitive practices.
- Pest species are cooperatively managed.
- A high level of community understanding of, responsibility for and participation in pest management occurs.
- Respect, acceptance and negotiated compliance with Aboriginal customary law occurs.

**Policy Statement**

The Aboriginal community recognise the need to manage pest species on the Island to minimise the environmental impacts of feral animals and weeds.

Co-operative approaches to pest management will be developed through the continual development of the Redland Shire Council Pest Management Plan with specific action plans for the Island. Some of the key elements of the Pest Management Plan for the Island will include mechanisms to ensure that pest management incorporates Aboriginal customary law, processes to facilitate broader community participation in pest management, protecting at-risk native species, public education in terms of bringing potential pest species on to the Island, and maximising, through management, the physical advantage of being separated from the mainland.

**Actions**

- Negotiate with Redland Shire Council updated locally specific pest management planning and implementation for the Island.
- Traditional Owners continue their ongoing management of pest species through their own means.

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**KEY ELEMENT 6.8                      EXTRACTIVE INDUSTRIES**


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**Objectives**

- The impacts of mining are well understood.
- The environmental and cultural heritage impacts of mining are reduced through best practice management.
- Rigorous planning for the wind-down and cessation of mining and for post-mining opportunities occurs.
- Supervision of conditions on current leases is monitored by appropriate Traditional Owner agencies.
- Best practice community participation in assessing mining applications occurs.
- Rationalisation of mining occurs by coordinating heavy mineral and silica sand mining and infrastructure.
- Issuing of exploration permits or mineral development licenses for the Island has ceased.
- Best practice rehabilitation of mined areas occurs prior to relinquishment.
- A high level of Traditional Owner, and broader community participation in mine closure planning.

**Policy Statement**

The Aboriginal community acknowledge the need to minimise further negative impacts caused by mining to the ecological, cultural, social and economic values on the Island.

The Aboriginal community supports the development of a State and local government, industry, Aboriginal and broader community forum to develop a plan for the phase-out and eventual cessation of mining as an industry on the Island, including an audit of mining activities. Such a phase-out will seek to ensure that alternative employment opportunities are available on the Island.

In assessing applications associated with mining proposals, assessment agencies will apply the precautionary principle. Application of this principle requires that mining operations which threaten the ecological, cultural, social and economic values of the community are not approved. Likewise, areas which have been mined will be rehabilitated prior to relinquishment.

While current approved mining operations will continue, strong representations by Traditional Owners will be made to the State Government to discourage the issuing of more exploration permits and/or mineral development licenses or development applications for associated infrastructure, on the Island. This is particularly important where impacts on important ecological, cultural, social and economic values are likely to result.

The Aboriginal community seek commitment from the State Government to ensuring increased Aboriginal community access to participation in processes for assessing mining applications. Similarly, opportunities will be explored to increase community participation in the setting, monitoring and evaluation of ecological, cultural, social and economic criteria for assessing the success of rehabilitation of mining areas.

### **Actions**

- Lobby CRL, Unimin and Department of Natural Resources and Water to develop further measures to rationalise and coordinate existing mining practices to further reduce environmental impacts.
- Lobby Island mining companies to conserve areas of known high ecological and cultural value, regardless of their presence within sand mining leases.
- Encourage sand-mining companies to work with local communities and provide employment for restorative programs and rehabilitation works.
- Build the capacity of the North Stradbroke Island Aboriginal community to bid successfully for mining rehabilitation contracts.
- Convene a mining, Traditional Owner and multi-stakeholder board to undertake an audit of mining activities and develop a long-term transition plan for the transition of the Island to a post-mining economy. The plan should focus on the integrated delivery of long-term community needs.

## **KEY ELEMENT 6.9**

### **OFF-ROAD VEHICLE MANAGEMENT**

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#### **Objectives**

- All negative ecological, cultural, social and economic impacts caused by off-road vehicles are understood and reduced.
- An effective off-road Vehicle Management Plan is initiated and adhered to.
- A high level of community participation occurs in off-road vehicle management.
- Community awareness of the environmental impacts of off-road vehicles is high.
- Cooperative management of off-road vehicle impacts occurs.

**Policy Statement**

The Aboriginal community seeks to co-operatively manage off-road vehicles to protect the ecological, cultural, social and economic values of the Island.

Cooperative approaches to management of off-road vehicles will be facilitated through the development of an Off-Road Vehicle Management Plan. Amongst other matters, the Off-Road Vehicles Management Plan will address the:

- implementation of the principles of ESD
- the safety of vehicles, pedestrians and wildlife, particularly on beaches
- the maintenance of tracks for fire fighting and fire prevention purposes
- the management of vehicle access to beaches, camping areas and places of interest
- the minimisation of negative impacts on areas of cultural, ecological and landscape value
- community education regarding the environmental impacts of off-road vehicles; and
- community participation in off-road vehicle management.

Implementation of the Off-Road Vehicle Management Plan will be achieved through a variety of mechanisms including a vehicle access enforcement system which will form part of Reserve Management Plans and other relevant planning documents.

**Actions**

- Ensure pedestrian access and safety on beaches takes precedence over the use of vehicles in all beach management regimes.
- Develop a seasonal limit on 4WD beach permits availability.
- Restrict vehicular movement on beaches to 2 hours either side of low tide. Pedestrians only at other times.
- Develop options for 4WD shuttle bus service for beach camping, fishing, and sightseeing.
- The Plan supports the playing of an increased coordination role by Traditional Owners in the education of 4WD owners visiting the Island. Increase opportunities for education at tourist facilities, the planned Cultural Interpretive Centre, through signage at beach access points, websites and promotional material (videos, CDs, printed slogans on T shirts, bumper stickers etc).

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**KEY ELEMENT 6.10                      MARINE MANAGEMENT**
**Objectives**

- Effective coordination and co-operation between Traditional Owners, State Government, Redland Shire Council, commercial and recreational fishing sectors in ecologically sustainable fisheries management occurs.
- Fisheries management incorporates both Aboriginal and non-Aboriginal knowledge systems.
- Recognition and respect for Indigenous fisheries as a distinct sector within Moreton Bay/Quandamooka fisheries occurs.
- Threatened and endangered species and key fisheries habitat are protected.

- Fisheries planning and management are included in an integrated approach to land and sea management.
- That all levels of government, community groups and individuals respect, recognise and negotiate compliance with Aboriginal customary law.

## **Policy Statement**

### **Fisheries**

The Aboriginal community seeks to negotiate with all levels of government, acknowledgement of the need for the protection and sustainable management of the Quandamooka Sea Country's fisheries resources. Fisheries management will work towards a more integrated and co-operative approach that is inclusive of the range of rights, interests and responsibilities. This will be facilitated by developing clear mechanisms for improved communication between all sectors.

The Aboriginal community and all levels of government acknowledge that the Island's fisheries exist as both a natural and cultural resource. As such fisheries management will also be based on the acknowledgment that there is a diversity of cultural, social, ecological and economic values that the community and other stakeholders identify with fisheries.

In developing integrated and sustainable fisheries management all management agencies will draw on Aboriginal and non-Aboriginal knowledge. The broad range of knowledge drawn upon in sustainable fisheries management will include scientific research, customary law, traditional ecological knowledge and stakeholder experience. In accessing and applying this knowledge, associated responsibilities and rights will be accepted and upheld through a process of negotiated compliance.

Both land and sea based management activities will work to protect marine habitats and the sustainability of resources. Implementation of fisheries management will be pro-active and re-active, involving a mix of long and short-term strategies consistent with the principles of ESD. Strategies will address both the extractive and conservation/protection aspects of fisheries and marine resource management.

## **Actions**

- Develop a memorandum of understanding (MOU) with Traditional Owners and other marine management agencies operating in the region to include processes and procedures outlining a cooperative approach to a range of issues within the Quandamooka Traditional Estate.
- Investigate feasibility for a Quandamooka/Moreton Bay regional planning agreement amongst fisheries stakeholders.
- Complete the 'Quandamooka Marine Stranding Strategy' so that marine animal strandings are dealt with in an effective and culturally appropriate manner.

## MATTERS FOR NEGOTIATION

### **Means of implementing this strategy including:**

#### AUTHORITY

- Powers, Codes, Protocols and Incentives
- Agreements and Implementation Mechanisms

#### CAPACITY – capacity development requirements in;

- Management and Decision Making
- Financial Resources
- Assets and Equipment
- Personnel and staff skills
- Available time
- Land use and other resource requirements

#### ROLES AND RESPONSIBILITIES

- Lead and associated agencies, groups and individuals
- Location of activities
- How traditional owner, public and stakeholder input is delivered and responded to?
- Who resources/funds what? Community, Government and third party contributions.

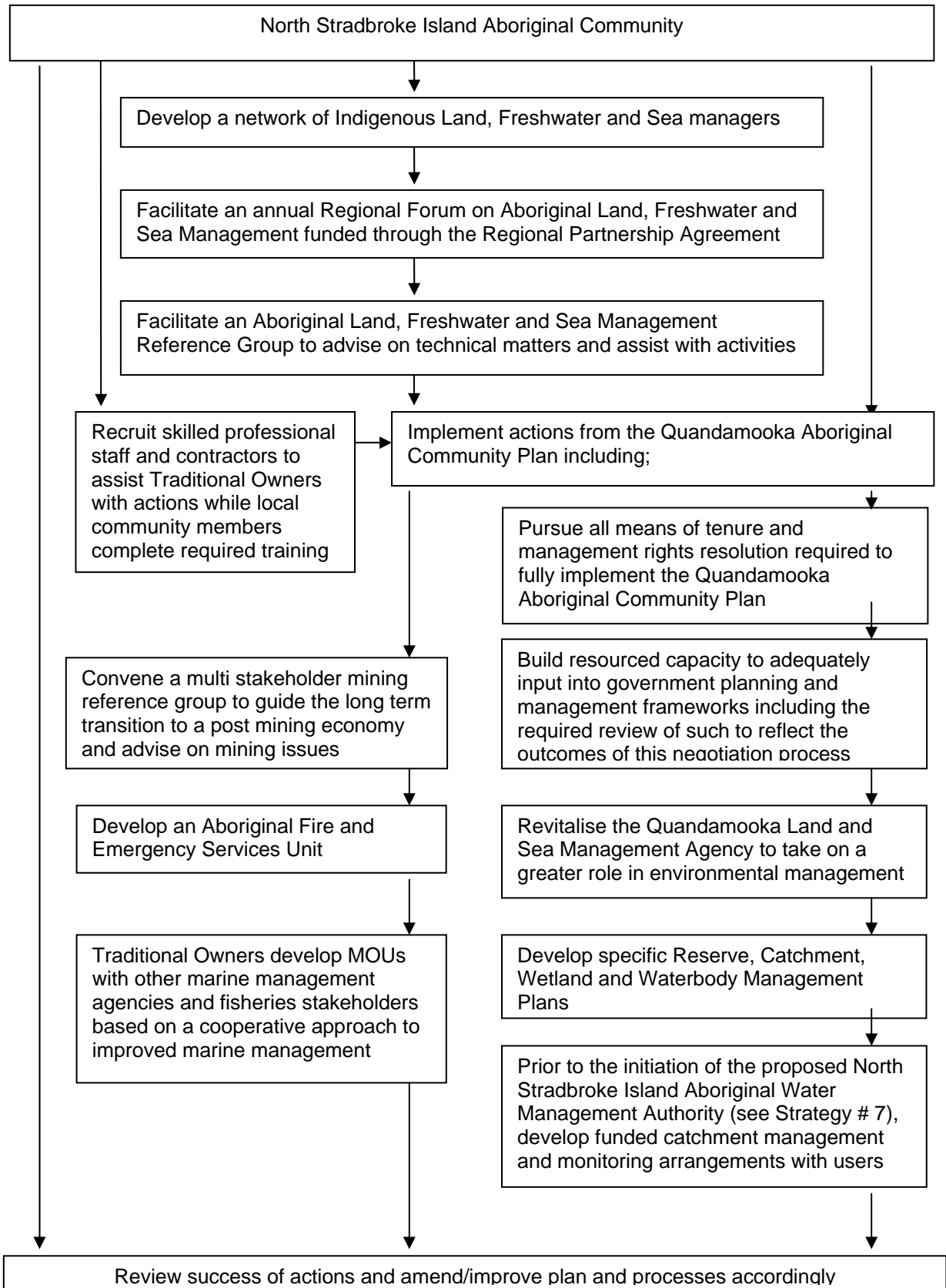
#### IMPLICATIONS FOR PLANNING AND MANAGEMENT

- How will the actions of various parties be co-ordinated?
- How do actions fit into the planning and management framework?
- What changes are required to policy, legislation, tenure, resourcing, and management?
- Potential Impacts (cultural, social, environmental, economic etc.)

#### MONITORING & REVIEW

- Performance indicators and timeframes to be used for the review of government and community actions proposed in the Aboriginal Community Plan

**IMPLEMENTATION MEASURES AND PROCESS – #6 Land, Freshwater, and Sea Management**



## **7. PHYSICAL SERVICES and INFRASTRUCTURE STRATEGY**

### **CONTENTS:**

#### **• WHERE ARE WE NOW?**

Background  
Issues identified by the Community  
Issues analysis

#### **• WHERE DO WE WANT TO GO?**

Broad Aims

#### **• WHY DO WE WANT TO GO THERE?**

Purpose

#### **• HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS**

- 7.1 Co-ordination of Planning, Provision and Management of Physical
- 7.2 Services and Infrastructure
- 7.3 Transport
- 7.4 Power and Telecommunications
- 7.5 Water Extraction and Supply
- 7.6 Sewerage Reticulation and Treatment
- 7.7 Waste Collection and Disposal
- 7.8 Drainage and Erosion Management

#### **• MATTERS FOR NEGOTIATION**

Authority  
Capacity  
Roles and Responsibilities  
Implications for Planning and Management  
Monitoring and Review

#### **• IMPLEMENTATION MEASURES AND PROCESS (FLOW CHART)**

## WHERE ARE WE NOW?

### PHYSICAL SERVICES AND INFRASTRUCTURE

#### BACKGROUND

The provision of physical services and infrastructure refers to the responsibility of providers such as Redland Shire Council, State Government, CRL and North Stradbroke Island Aboriginal and Torres Strait Island Housing Cooperative in providing various essential services to the community, visitors and industry. These services include, power, telecommunication, water, sanitation and housing.

The Island has various and sometimes-competing demands on physical services and infrastructure. The demands on physical services and infrastructure include seasonal influxes of tourists and industrial traffic moving through residential areas. Competing demands and failure to adequately plan for and manage the different interests have resulted in significant detrimental impacts on the environmental, social and cultural values of the Island.

#### ISSUES IDENTIFIED BY THE COMMUNITY

- Need for the coordination of the disparate nature of service provision and infrastructure planning and management.
- Lack of adequate services for residents at One Mile.
- Use of public infrastructure by industry.
- Danger, especially to children posed by large number of mining trucks on the roads, particularly at One Mile.
- Inadequate shelter and facilities for water taxi commuters at Middle Harbour and Dunwich.
- Lack of adequate funding for cemetery maintenance and Aboriginal burials.
- Lack of disabled access on and off the island.
- Culturally insensitive development at specific sites, eg. current dump site impacts on culturally important creek system.
- Impacts of water extraction on wetlands, waterbodies and other Island ecosystems.
- Lack of meaningful Aboriginal input into current development approval processes has led to regular negative impacts on areas of cultural heritage significance. Examples include:
  1. Impacts of landfill around Dunwich and at Amity on natural freshwater and drainage systems. Impacts include changing salinity on prime offshore shellfish banks effecting environmental health, taste and numbers of shellfish etc.
  2. There is a perception within the community that landfill for the various loading facilities at Dunwich has effected the natural movement of sand so that shellfish banks, fish habitats and seagrass in the area have been destroyed.
  3. Perceived septic and sewage overflow into bay at Dunwich, Myora, Amity and Point Lookout with a consequent effect on adjacent ecosystems.
  4. Inappropriate developments on culturally sensitive sites, especially surf lifesaving club at Point Lookout.

## ISSUES ANALYSIS

The Island is part of larger system of infrastructure and services and therefore planning and management of physical services and infrastructure is often undertaken in the context of the Redland Shire and the region. The larger context of planning and management will have an impact on resources and service delivery and needs to be taken into account.

The provision of physical services and infrastructure, such as sewerage, has proven to be and will remain a complex process, which requires bringing together the community, government and industry to achieve appropriate solutions. Such processes need adequate resourcing if they are to be effective. In the same way, resolution of immediate issues such as the provision of services to housing and conflicts caused by industrial traffic within townships, will require a shared commitment a cooperative and sustainable approach, with resourcing focused on innovative solutions.

## WHERE DO WE WANT TO GO?

### BROAD AIMS

- Improve engagement of the Aboriginal and broader communities, industry, local, State and Federal Governments in infrastructure planning and assessment to achieve the principles of Ecologically Sustainable Development.
- Develop an integrated and holistic approach to the planning, construction and operation of physical services and infrastructure on the Island.
- A common and clear focus exists for the provision of infrastructure and services.
- The requirements of resident and visitor populations are met inclusive of peak demands.
- Affordable infrastructure and services exist in terms of availability and sustainability of resources.
- The activities of government, industry and community bodies are coordinated.
- Services and infrastructure have minimal negative impacts on the cultural, social and ecological values of the Island.
- A high level of community participation occurs in planning for, emergency responses and disaster recovery.
- Innovative and best practice community-participation occurs in infrastructure decision-making.
- Clear and transparent systems of monitoring and evaluation of service provision exist.
- The importance of the Island's water systems to Aboriginal cultural systems, the natural ecological systems of the Island, the Shire as a whole and the South-East Queensland region is recognised by all parties.
- The cultural and ecological values associated with water bodies are maintained and protected.
- A negotiated position on water extraction between Aboriginal Traditional Owners and government on acceptable water management exists.
- Water resources are not on-sold to other shires or city councils in the Southeast Queensland region.
- A monitoring program is implemented which includes response criteria and performance indicators.
- Demand management for water extraction from the Island is improved.

- A new mechanism occurs for integrated and sustainable management of water ecosystems on the Island which provides leadership to water users through:
  1. Island management according to the principles of catchment management;
  2. the National Principles for the Provision of Water for Ecosystems (ARMCANZ and ANZECC) being adopted and implemented;
  3. improved cultural awareness with regard to the significance of water bodies and their appropriate usage by water managers and the community; and
  4. improved data and modeling of the Island's water resources in relation to extraction and displacement practices.

## **WHY DO WE WANT TO GO THERE?**

### **PURPOSE**

The major priorities for physical services, housing and infrastructure are:

- Developing improved mechanisms for coordination between service providers
- Developing improved planning and management processes which actively incorporate the environmental and cultural values of the Aboriginal community
- Involving the Aboriginal community more in decision making processes
- Committing to cooperative resolution of immediate issues such as:
  1. Transport;
  2. Power and telecommunication;
  3. Water extraction and supply;
  4. Sewerage reticulation and treatment;
  5. Drainage erosion management; and
  6. Refuse collection and disposal.

## **HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS**

The Physical Services and Infrastructure Strategy, through the actions outlined in each of the following Strategy Key Elements, works to address the issues identified by the community as follows:

- 7.1 Co-ordination of Planning, Provision and Management of Physical Services and Infrastructure
- 7.2 Transport
- 7.3 Power and Telecommunications
- 7.4 Water Extraction and Supply
- 7.5 Sewerage Reticulation and Treatment
- 7.6 Waste Collection and Disposal
- 7.7 Drainage and Erosion Management

Each detailing:

- Objectives
- Policy Statement
- Actions

**KEY ELEMENT 7.1**

**CO-ORDINATION OF PLANNING, PROVISION and  
MANAGEMENT OF PHYSICAL SERVICES and KEY ELEMENT  
INFRASTRUCTURE**

---

**Objectives**

- A common and clear focus exists for the provision of infrastructure and services.
- Integrated planning, management and delivery of physical services and infrastructure advances Ecologically Sustainable Development (ESD).
- The requirements of resident and visitor populations are met inclusive of peak demands.
- Affordable infrastructure and services exist in terms of availability and sustainability of resources.
- The activities of government, industry and community bodies are coordinated.
- Services and infrastructure have minimal negative impacts on the cultural, social and ecological values of the Island.
- A high level of community participation occurs in planning for, emergency responses and disaster recovery.
- Innovative and best practice community-participation occurs in decision-making.
- Clear and transparent systems of monitoring and evaluation of service provision exist.

**Policy Statement**

The North Stradbroke Island Aboriginal organisations and all levels of government will provide demonstrated leadership in the integration and coordination of infrastructure and services planning, provision and management.

An Infrastructure Code of Practice shall be prepared to inform infrastructure and services management and planning decisions to:

- Carry out planning, provision and management of infrastructure and services in a coordinated and strategic manner;
- Ensure equitable access to infrastructure and services;
- Facilitate the protection of places of cultural and ecological value to the community;
- Encourage the application of locally appropriate solutions to local problems;
- Deliver physical services and infrastructure solutions, which minimise negative impacts on the core values;
- Consider the unique nature of the Island's cultural and ecological landscapes; and
- Ensure that the community's aspirations for protection of places of value are facilitated through appropriate modification of existing infrastructure where required.

The use of sustainable technologies and or management approaches will be encouraged where they represent opportunities to reduce or minimise the extent and impact of physical services and infrastructure on the Island. This may be best achieved through partnering the development of new initiatives with government or industry.

The system of community indicators, monitoring and evaluation will assist in the ongoing planning and management of service delivery and the minimisation of impacts on the Island.

The North Stradbroke Island Aboriginal community and all levels of government will support endeavours to improve emergency services infrastructure. This will include the development of a disaster recovery plan, and development of community capacity for participation in disaster mitigation.

Ultimately, the planning and management system will encourage community capacity building for meaningful participation in the planning and implementation of infrastructure and services.

Service provision to designated native title Aboriginal Living Areas outside of existing townships is to be undertaken in a cooperative manner by Traditional Owners, Queensland Government and the Redland Shire Council.

### **Actions**

- Develop an infrastructure code of practice that may form part of proposed Cultural Heritage guidelines, detailing processes of planning and procurement of infrastructure relating to cultural heritage assessment and community involvement.
- The proposed Regional Partnership Agreement (RPA) and associated agreements will include clarification on existing and future infrastructure development and include mechanisms for the resolution of tenure.
- Develop a community infrastructure plan to guide delivery of long-term needs.
- In consultation with the North Stradbroke Island community, develop qualitative environmental Desired Standard of Service indicators for priority infrastructure items. For example, a qualitative DSS could describe the expected quality of stormwater outflow.
- Conduct mobility mapping to ensure social infrastructure is located in accessible and appropriate locations.
- Subject to a thorough local area planning process (LAP), enhance the development of walking trails and linkages on North Stradbroke Island including the development of a signage program.
- Promote the rationalisation of industrial infrastructure through the consolidation of barge facilities and development of alternative transport arrangements to minimise industrial traffic through townships.

## **KEY ELEMENT 7.2                      TRANSPORT**

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### **Objectives**

- Integrated, efficient and diverse transportation systems and services exist on the Island.
- An Integrated Transport Plan (ITP) exists and is effectively implemented and maintained.
- Access to affordable transport options is available for residents and visitors of all socio-economic circumstances.
- Improving access to services through community transport solutions.

Transport systems which minimise negative social, cultural, economic and environmental impacts are enjoyed.

- High levels of amenity and safety for all residents and visitors are experienced.
- High utilisation and efficiency of public transport and transport alternatives such as walking and cycling is commonplace.

- High levels of community understanding of road and transport management issues and best practice participation in planning processes occurs.
- Existing transport infrastructure is rationalised to provide more integrated and effective services.
- As a result of effective transport systems, economic and employment opportunities are improved.

### **Policy Statement**

Transport infrastructure and services planning and provision will aim to advance ESD and provide efficient and environmentally friendly systems of public transport which provide equity of access.

An Integrated Transport Plan (ITP) will be prepared by Traditional Owners, Redland Shire Council and the State Government and transport providers addressing the development of an integrated Island transport system that provides people with flexible and diverse transport options to:

- Live in one community on the Island and work in another;
- Live on the Island and work on the mainland;
- Live on the mainland and work on the Island; and
- Access essential services and recreational opportunities both on and off the Island.

In developing the system the ITP will address walking, cycling, car-pooling and other innovative transport options; access to essential services and recreational options both on and off the Island and issues of safety and amenity associated with transport. It will also address the issues of roadway construction, maintenance, management and streetscaping.

As a priority issue, the ITP will address the rationalisation of existing transport infrastructure, particularly industrial haulage and marine/land transport interfaces in Dunwich with the intention of increasing the safety and amenity of other users and residents. Integration of land and sea transport, land uses and environmental objectives will be considered in the context of the full range of residential and tourist usage.

The Aboriginal community, Redland Shire Council, State and Federal Governments oppose any proposal for a bridge between the Island and the mainland.

### **Actions**

- Through the mechanism of a mainland Native Title Claim, secure areas at Toondah Harbour in Cleveland (Redland Shire Council are currently planning for redevelopment of the harbour). Land at Toondah Harbour is required to establish a transport terminal and mainland base for issuing Island permits, sales of bush tucker, arts, crafts and cultural education and tourism packages. Mainland tourists could be taken on bay area cultural tours and sold products without the need for them to travel to the Island. Land is also required for any future water transport enterprises.
- Dunwich Ferry Terminal - The Island end of water transport could be focussed on the land currently leased from the State by Moreton Tug and Barge Co. An island ferry terminal could act as a modern entry point for visitors to the Island and house cafes, bush tucker restaurant, retail sales, cultural tourism and education facilities, administration etc.
- Undertake an Integrated Local Transport Plan for North Stradbroke Island to address long-term transport planning issues and integrate transport-planning processes with Local Area Planning and enterprise development.

- Negotiate with the Department of Main Roads the implementation of traffic calming mechanisms; particularly at the entrance to the One Mile community at Dunwich and speed limit reduction from Dunwich to Myora.
- Develop planning and licensing policies that require all public transport options to address disabled access requirements, transport of bicycles and environmentally friendly technologies.
- Lowering of the speed limit on East Coast Road through the One Mile, Two Mile and Myora area to the springs.
- Developing a walkway/bikeway from Dunwich to Myora Springs.

### **KEY ELEMENT 7.3                      POWER and TELECOMMUNICATIONS**

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#### **Objectives**

- Adequate, reliable and affordable power and telecommunication services are enjoyed by all residents.
- Renewable energy sources are emphasised, with the aim of replacing non-renewable energy sources for the Island's supply.
- Overall energy demand is reduced.
- Renewable and energy saving requirements are applied in all new buildings and developments.

#### **Policy Statement**

The provision of adequate and affordable power and telecommunication services is a fundamental requirement for adequate housing and the operation of the Island economy.

Redland Shire Council and the State Government will improve access for all residents within townships and Minjerrabah Aboriginal Living Areas to adequate and affordable power and telecommunications services.

The development of on-Island energy production, particularly through renewable sources, will be the preferred option for reticulated power supply. Alternatives to the regional grid for the supply of power and energy saving measures for individual buildings and Aboriginal Living Areas will be allowed for in planning provisions and policy.

Co-location of telecommunications facilities is the preferred option wherever technically feasible.

Cultural, ecological, visual and health impacts will be considered in the planning of power and telecommunications infrastructure and services. No microwave telecommunications towers shall be located in or near schools, childcare facilities, sporting venues or community centres on the Island.

#### **Actions**

- Investigate options to develop on-island 'green' power generation infrastructure.
- Encouraging the use on the Island of green power, introducing energy efficient lighting, hot-water services and appliances and joining carbon offset programs to compensate for car use.

## **KEY ELEMENT 7.4 WATER EXTRACTION and SUPPLY**

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### **Objectives**

- The importance of the Island's water systems to Aboriginal cultural systems, the natural ecological systems of the Island, the Shire as a whole and the South-East Queensland region is recognised by all parties.
- The cultural and ecological values associated with water bodies are maintained and protected.
- A negotiated position on water extraction between Aboriginal Traditional Owners and government on acceptable water management exists.
- Water resources are not on-sold to other shires or city councils in the Southeast Queensland region.
- A monitoring program is implemented which includes response criteria and performance indicators.
- Demand management for water extraction from the Island is improved.
- A new mechanism occurs for integrated and sustainable management of water ecosystems on the Island which provides leadership to water users through:
  - Aboriginal ownership of the water management authority that manages North Stradbroke Island water resources;
  - Island management according to the principles of catchment management;
  - the National Principles for the Provision of Water for Ecosystems (ARMCANZ and ANZECC) being adopted and implemented;
  - improved cultural awareness with regard to the significance of water bodies and their appropriate usage by water managers and the community; and
  - improved modeling of the Island's water resources in relation to extraction and displacement practices.

### **Policy Statement**

The Aboriginal community seek to educate and inform all levels of government in the recognition of the importance of the Island's water ecosystems to Aboriginal cultural systems, the natural ecological systems of the Island, the Shire as a whole and the Southeast Queensland region.

Ecosystem Management on the Island will be coordinated, integrated and guided by the overall principle of Ecologically Sustainable Development (ESD) and by the inclusion of the Aboriginal community and of the broader Island community in decision-making processes. The Island, as a catchment, will be managed as a single ecosystem.

To facilitate participation in decision-making, the proposed Traditional Owner Water Management Authority (TOWMA) will include the Aboriginal community, Redland Shire Council, the State Government and the broader community in the process. With participation by the community, the TOWMA will evaluate its role and functions in relation to responsible and accountable management of the water catchment. The TOWMA will also review the monitoring and management of impacts on the ecosystem.

The Aboriginal community will provide demonstrated leadership within the review in seeking the adoption and implementation of the National Principles for the Provision of Water for Ecosystems (ARMCANZ and ANZECC). A computerised transient groundwater flow model for the whole of North Stradbroke Island/Minjerribah is being developed by the Department of Natural Resources and Water. It will simulate the recharge of underground water by rainfall as well as natural

discharge to the surface and the sea. It will be able to forecast the effects of extraction of water for mining, water supply, etc. to assist in the development of long-term management plans.

Improved community understanding through education will be necessary in order for the community to participate effectively. Cultural awareness education in relation to the use and cultural significance of water will be undertaken by the Traditional Owners for the TOWMA. Through various mechanisms within the Community Plan, the TOWMA will make information available to the community regarding the extent of the impacts of water use on the Island's water bodies and the level of management provided to manage those impacts.

In addition to the review there is a range of immediate actions that will be taken to improve the planning and management of water use.

Use of water from the Island will be minimised through continual improvement in planning, community education and management. This will be achieved primarily through Shire-wide water efficiency programs and demand management, investigation of alternative methods for meeting water demands on and off the Island, and planning for, and setting sustainable levels of development within the Shire. The Aboriginal community does not support freshwater extraction to the mainland or the on selling of water resources to other shires or city councils in the Southeast Queensland region.

Increased capacity and accuracy of modeling the Island's water bodies and the effect/s of harvesting and displacement practices will assist the sustainable management of the Island's ecosystems. Modeling will consider the effects of:

- the use and movement of harvested water by the mining industry;
- altered permeability rates and their changing spatial extent due to mining;
- inter-basin transfers of water; and
- natural seasonal, annual and long-term variability and changes in water bodies.

The Aboriginal community will provide leadership by calling on the mining companies operating on the Island to provide funding to conduct independent studies to determine the hydrogeological consequences of their mining activities in the past and in progress. The results of these studies will have immediate application to the preparation of a Water Balance Study for the Island to be coordinated by the TOWMA. The water balance study will be framed in the context of catchment management.

A Water Balance Study for North Stradbroke Island/Minjerribah will consider the entire Island and include smaller 'sub-catchments' based on knowledge available about the island's composition and functions. Assumptions used in the Study, for example, interpolation of rainfall and groundwater levels will be specified clearly.

Funding will also be sought for independent monitoring of the impacts of water extraction (to be reviewed by the TOWMA) on Eighteen-Mile Swamp and to ensure compliance with National Principles for the Provision of Water for Ecosystems.

### **Actions**

- Develop an Aboriginal Water Management Authority to take over management of the water resources within the Quandamooka Traditional Estate. This function is currently a monopoly held by Redland Shire Council's agency Redland Water and Waste, though may be taken over by the State Government in the near future.
- Carry out a Water Balance Study for North Stradbroke Island

The objective in all water balance studies is to quantify, for a specified period of time, the equation

$S = P - Q - E - G$  (where S is the water storage, P is the precipitation input, Q is the stream discharge, E is the combined evaporation and evapo-transpiration to the atmosphere and G is the subsurface outflow). In other words, the fundamental requirement of a water balance study is to determine net gains or losses from a system and determine where these losses or gains are occurring (i.e. what processes or extraction regimes are concerned) and at what rates.

Parameters shall vary according to the underlying reason for the study. For example, if it is purely for water supply purposes, fairly coarse models and monitoring can be used and time periods can be long (eg annual).

If the work is to take into account localised ecological concerns, the resolution may need to be high, for example smaller increments of ground water variations and parameters including the physiochemical characteristics of the water, localised rainfall data, etc. Time periods examined may be weeks or days, dependant on the management issues being considered.

## **KEY ELEMENT 7.5                    SEWERAGE RETICULATION and TREATMENT**

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### **Objectives**

- Adequate and reliable sewerage services to all Island communities, incorporating provisions for peak loading periods, is provided for all residents and visitors.
- Sewerage systems minimise cultural, social and ecological impacts of sewerage reticulation and treatment.
- Ecological and cultural heritage monitoring programs occur for sewage effluent outflows and surrounds which include response criteria and performance indicators.
- Innovative and sustainable means of sewerage treatment are developed for the Island communities.
- The community participates in decision-making.

### **Policy Statement**

The Aboriginal community and all levels of government commit to providing adequate and reliable sewerage treatment and disposal systems that meet the needs of the community while minimising the cultural, social and ecological impacts of both the infrastructure and effluent. The provision of sewerage systems will be staged giving consideration to the following points:

- Solutions in all townships will require environmental and cultural assessment to ensure, amongst other things, that the quality of the groundwater resource is not compromised.
- The need for the system to cope with heavy peak loadings (visitors).

The management of the sewerage systems will include continual monitoring including response criteria for sewage effluent impacts to ensure the protection of cultural and ecological systems on and surrounding the Island.

Mechanisms for the provision and management of sewerage treatment will be developed through a process of community involvement. Future infrastructure planning and management shall include the assessment of innovative methods of effluent treatment, appropriate to the unique Island environment.

The provision of 'no overflow' sewerage systems to cope with peak tourism periods will require significant funding.

### **Actions**

- The proposed Regional Partnership Agreement will allow for the development of subsequent land use agreements, particularly in relation to the provision of adequate areas for sewerage treatment on the Island.
- Redland Water and Waste will continue to transport sewerage treatment solid waste off the island for disposal.
- Plan stage 2 extension for sewerage reticulation upgrade and waste water treatment plant for Dunwich.
- Implementation of Dunwich stage 2 upgrade.
- Upgrade new Point Lookout wastewater treatment plant (2013) and irrigate 100% of effluent as rehabilitation sites become available within the Yarraman Mine lease area.

## **KEY ELEMENT 7.6 WASTE COLLECTION and DISPOSAL**

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### **Objectives**

- Efficient refuse collection and disposal services for all residents and visitors, particularly during peak tourism periods.
- Refuse production is reduced through promotion of waste minimisation and recycling strategies.
- Event organisers contribute to the management costs associated with the impacts and increased waste volumes associated with events.

### **Policy Statement**

Refuse collection and disposal is a significant issue in terms of sustainability and amenity of the Island. Effective waste management is complicated by the demand placed on the system as a result of significant increases in visitor numbers. The Aboriginal community and all levels of government commit to waste management that provides adequate and reliable services, especially during peak tourism periods.

The Waste Management Strategy for the Shire will be reviewed and incorporate the following:

- Encourage the participation of the community in decision-making and aim to foster greater community awareness of waste disposal and management issues;
- Waste reduction strategies will aim to educate residents and visitors in terms of responsible disposal practices;
- Local industry, including the tourism industry and events organisers, will fund the management and mitigation strategies necessary to deal with any negative impacts associated with their activities, especially in terms of waste management; and

- The continuation of off-Island disposal is integral to the maintenance of the ecological and cultural values of the Island. The transfer station(s) on the Island shall be sited in convenient areas in terms of access, while avoiding areas of high cultural, social and environmental significance.

### **Actions**

- Build capacity of the community through the proposed Aboriginal Workers Co-op to compete for transfer station contracts.
- Investigate opportunities and resultant potential to use the transfer station site as a depot for increased recycling and other service contracts on the Island.

## **KEY ELEMENT 7.7                      DRAINAGE and EROSION MANAGEMENT**

---

### **Objectives**

- Impacts of future and current foreshore erosion are reduced.
- Stormwater systems, including treatment procedures, are installed and maintained to minimise the cultural, social, health and ecological impacts of stormwater infrastructure and effluent.
- Cultural, social and ecological monitoring programs for stormwater discharges exist and include response criteria and performance indicators.

### **Policy Statement**

The Aboriginal community and all levels of government commit to providing adequate and reliable stormwater drainage and disposal systems which meet the needs of the community and individual locations while minimising the cultural, social and ecological impacts of both the infrastructure and stormwater. The stormwater systems will seek through siting, design and operation to:

- trap suspended solids;
- remove waste and litter; and
- provide maximum opportunity for stormwater to be absorbed into the ground as groundwater recharge.

The system of coordination between government and the community will include continual monitoring of stormwater impacts to ensure the protection of habitats and cultural heritage on and surrounding the Island. This may be best achieved through facilitated monitoring and input by relevant community organisations into the design, development, management and impact assessment processes.

Management of current erosion problems and implementation of measures to reduce impacts, where possible, will be addressed as a matter of priority. In addition, specific planning provisions will be developed to control and minimise erosion caused by development.

### **Actions**

- Implement best practice refuse and pollutant trapping to all North Stradbroke Island stormwater disposal systems. Monitor water quality as part of the catchment management program.

## MATTERS FOR NEGOTIATION

### Means of implementing this strategy including:

#### AUTHORITY

- Powers, Codes, Protocols and Incentives
- Agreements and Implementation Mechanisms

#### CAPACITY – capacity development requirements in;

- Management and Decision Making
- Financial Resources
- Assets and Equipment
- Personnel and staff skills
- Available time
- Land use and other resource requirements

#### ROLES AND RESPONSIBILITIES

- Lead and associated agencies, groups and individuals
- Location of activities
- How traditional owner, public and stakeholder input is delivered and responded to?
- Who resources/funds what? Community, Government and third party contributions.

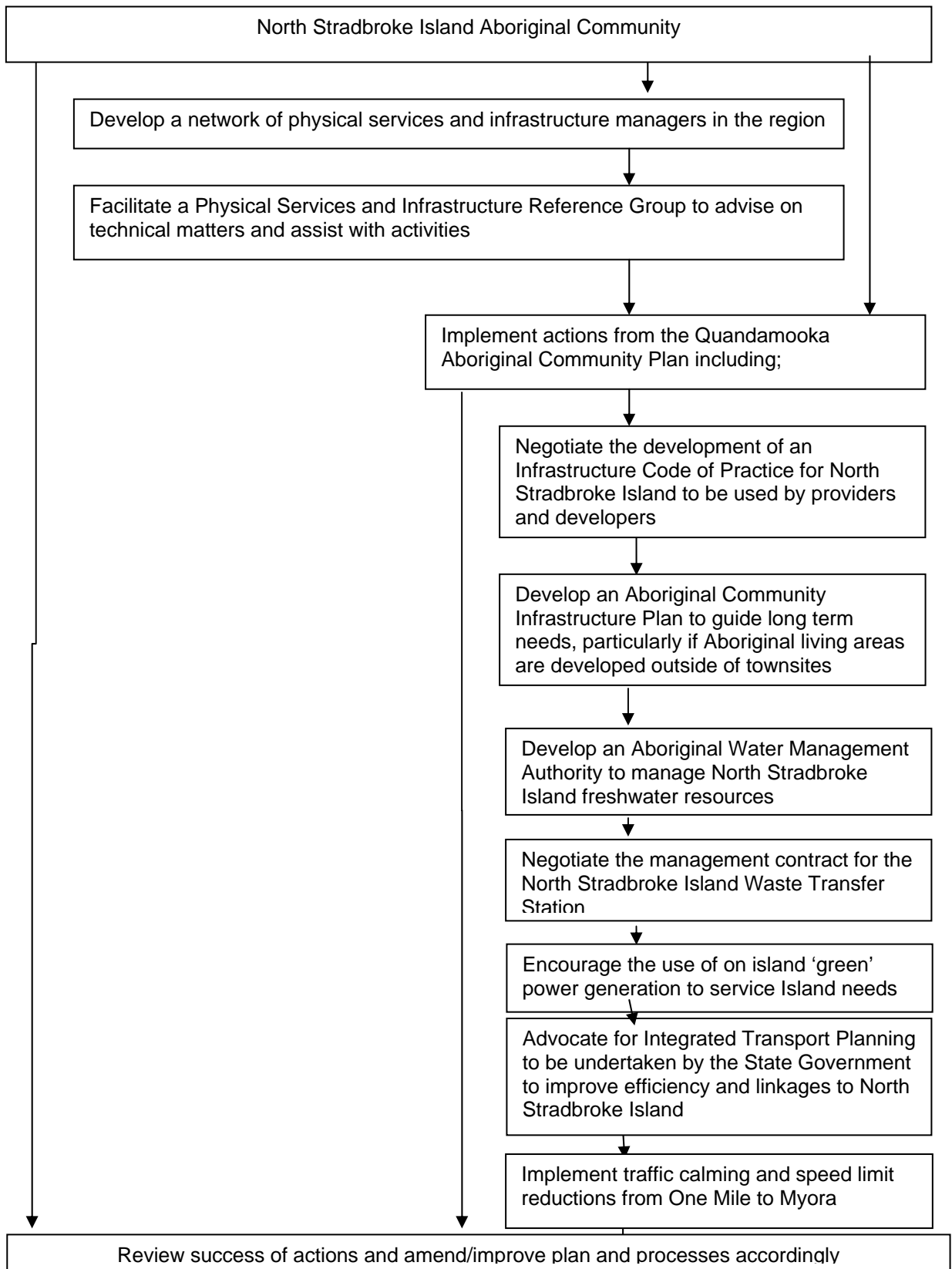
#### IMPLICATIONS FOR PLANNING AND MANAGEMENT

- How will the actions of various parties be co-ordinated?
- How do actions fit into the planning and management framework?
- What changes are required to policy, legislation, tenure, resourcing, and management?
- Potential Impacts (cultural, social, environmental, economic etc.)

#### MONITORING & REVIEW

- Performance indicators and timeframes to be used for the review of government and community actions proposed in the Aboriginal Community Plan

**IMPLEMENTATION MEASURES AND PROCESS – #7 Services and Infrastructure**



## **8. HOUSING STRATEGY**

### **CONTENTS:**

#### **• WHERE ARE WE NOW?**

Background  
Issues identified by the Community  
Issues analysis

#### **• WHERE DO WE WANT TO GO?**

Broad Aims

#### **• WHY DO WE WANT TO GO THERE?**

Purpose

#### **• HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS**

- 8.1 Housing Management and Advocacy
- 8.2 Housing Ownership
- 8.3 Affordable Accommodation

#### **• MATTERS FOR NEGOTIATION**

Authority  
Capacity  
Roles and Responsibilities  
Implications for Planning and Management  
Monitoring and Review

#### **• IMPLEMENTATION MEASURES AND PROCESS (FLOW CHART)**

## WHERE ARE WE NOW?

### HOUSING

#### BACKGROUND

"The collective historical experience of Aboriginal people has been one of exclusion from the lands they traditionally occupied and used. As a consequence of that exclusion, Aboriginal people lost control over the location, design and function of their living spaces.....Aboriginal people have been denied the right to live in locations of their choice or under terms within their control."

- Royal Commission into Aboriginal Deaths in Custody, 1991: pp.428-429.

Archaeological evidence suggests that while occupation of the Quandamooka Traditional Estate is in evidence over some 25,000 years (Wallen Wallen, south of Dunwich), continuous residence in the Dunwich (Goompi) area is in evidence for at least 6,000 years through middens at One Mile.

The Aboriginal community on North Stradbroke Island today live in dwellings built on land subject to a range of legal and illegal tenures. While the Aboriginal community for the most part live within the Dunwich townsite, a number of people live either outside of townsites, in the other two Island townsites or on the mainland areas of the Traditional Estate.

The Aboriginal community reside in dwellings that are either:

- Owner occupied
- Private rental market
- Aboriginal Housing Co-op rentals (50 properties)
- State Housing rentals (12 Aboriginal / Torres Strait Island plus a number of mainstream)
- Redland Shire Council and Co-op run caravan parks,
- Permanent camps, mainly at the One Mile community.

#### ISSUES IDENTIFIED BY THE COMMUNITY

- Ownership of State housing needs to be transferred to the Aboriginal Community.
- Creation of more community housing stock.
- Affordable housing policies are needed at all levels of governance.
- Security of tenure for residents at One Mile and elsewhere within the Quandamooka Traditional Estate.
- Infrastructure and services for One Mile.
- Excessive red tape associated with housing authorities and Redland Shire Council costs the Housing Co-op so much that it impacts on their ability to provide housing.
- Redland Shire Council planners demonstrate little understanding of appropriate housing needs for the Aboriginal sector and have previously insisted on design changes which negatively effect the proposed solution.
- The Housing Co-op perception is that Redland Shire Council give no positive support, only costly negative interaction. An example given was the rejection of an application for a minor boundary change between 2 properties owned by the Co-op. The change would have allowed a cost effective and rational solution to a design amendment requested by Redland Shire Council to the Respite Centre proposal.

- Changes required by Redland Shire Council planners to the design of the Aged Hostel, and perceived to be meaningless by the Co-op management and their consultants, cost the money budgeted to equip the facility.
- Funding ceiling too low for the Housing Co-op to buy houses at Amity or Point Lookout.
- Lack of affordable land for community housing.
- Lack of implementation of State Housing policy allowing the purchase of rental properties by qualifying tenants.
- Lack of appropriate planning and resources for the housing and infrastructure needs of the Aboriginal community.
- Lack of adequate avenues for input by the Aboriginal community into State housing policy and legislation.
- Changes including the State's 'One Social Housing Program' have threatened the long term tenancies of several elderly Aboriginal tenants occupying State Aboriginal/Torres Strait Islander housing in Dunwich.
- Overcrowding in existing Aboriginal housing in Dunwich.
- Need for additional old peoples units on Housing Co-op's One Mile block (6 in the short term).
- Unresolved tenure of the community's future Myora freehold block (ex Unimin site).
- Planning for housing and employment for the influx of Traditional Owners post Native Title Determination.
- Lack of affordable land for community housing.
- Need for agreed planning controls on land outside townsites.

### **ISSUES ANALYSIS**

Lack of affordable housing options for residents and consequent overcrowding is an increasing problem on the Island. The steady increase in real estate values, especially at Point Lookout and Amity Point, has led to a consequent decrease in housing options for low-income residents. A flow-on effect of these pressures is evident in terms of scarcity of residential rental vacancies in Dunwich.

It is well understood that better housing leads to better health and education outcomes for kids - and the removal of many of the stresses that lead to domestic violence. Addressing housing helps to address health, employment, education and violence.

## WHERE DO WE WANT TO GO?

### **BROAD AIMS**

- Adequate housing exists for the Aboriginal community.
- Increased diversity of, and access to, housing.
- A diverse array of housing options are developed.
- Sufficient land is available for affordable housing.
- Ready access to healthy, safe and affordable housing and accommodation options for residents of all socio-economic circumstances in all townships and Minjerribah Aboriginal Living Areas.
- New housing stock that enhances the character of the townships.
- Sufficient land is available for community housing in all three townships.
- Designated Minjerribah Aboriginal Living Areas which satisfy accommodation needs outside of existing townships.
- To enable the Aboriginal community through North Stradbroke Island Aboriginal and Islander Housing Co-operative, Redland Shire Council and the State Government to effectively coordinate planning for housing.

## WHY DO WE WANT TO GO THERE?

### **PURPOSE**

A Housing Strategy for the Island will be developed to address the need for healthy and safe housing in a way that allows the unique social character of the Island communities to be maintained. The strategy will incorporate:

- community based needs assessment and planning for housing;
- methods of support for community based housing schemes;
- increased opportunities for combined home/business use in all townships;
- designation by native title holders of Minjerribah Aboriginal Living Areas to satisfy accommodation needs outside of existing townships;
- locally appropriate standards and designs, which reflect the character of the townships, facilitate affordable housing and meet safety requirements;
- social equity in access to residential and accommodation options;
- regulation to ensure the protection of ecological, social, economic and cultural values and the broader advancement of ESD, through measures such as energy efficient design and the economic development role of housing;
- allocation of land for community housing;
- development of commercial rental properties producing income to offset costs of community housing and programs e.g. provision of accommodation for seasonal workers.

## HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS

The Housing Strategy, through the actions outlined in each of the following Strategy Key Elements, works to address the issues identified by the community as follows;

- 8.1 Housing Management and Advocacy
- 8.2 Housing Ownership
- 8.3 Affordable Accommodation

Each detailing:

- Objectives
- Policy Statement
- Actions

### **KEY ELEMENT 8.1                      HOUSING MANAGEMENT and ADVOCACY**

---

#### **Objectives**

- A Housing Strategy for the Island is developed and implemented.
- Innovative and best practice community participation exists in planning, provision and management of community housing.
- Residential Register exists for emergency services.

#### **Policy Statement**

The provision, design and role of housing within the community are priority issues on the Island. The Aboriginal community, through its organisations and agents, commit to providing leadership with the North Stradbroke Island Aboriginal and Islander Housing Cooperative in pursuing strategies for the development and best practice management of adequate and appropriate housing stock for all Island residents.

#### **Actions**

- A Quandamooka Residential Development Plan will be developed to address the need for healthy, safe and affordable housing. The QRDP will allow for the unique social character of the Island communities to be maintained while promoting equitable access to Aboriginal residents in all townships within the Traditional Estate. The plan will incorporate:
  - community based needs assessment and planning for housing;
  - methods of support for community based housing schemes;
  - increased opportunities for combined home/business use in all townships;
  - designation by native title holders of Minjerribah Aboriginal Living Areas to satisfy accommodation needs outside of existing townships;
  - locally appropriate standards and designs, which reflect the character of the townships, facilitate affordable housing and meet safety requirements;
  - through planning codes and education, ensure the protection of ecological, social, economic and cultural values through measures such as energy efficient design, use of environmentally friendly building products and management measures.

- social equity in access to residential ownership and accommodation options; and
- allocation of land for community housing.
- Negotiated interests in future land releases on the island need to reflect the Aboriginal housing land needs expressed in the housing and land management sections of this plan.
- Formalise the allocation of Aboriginal living areas and identify planned management mechanisms.
- A range of commercial accommodation developments are proposed to assist with the funding of community programs. These include accommodation for students from off the Island, conference and training workshop attendees, tourists as part of cultural and educational tourism packages, housing for staff and visiting advisors, camp facilities etc.
- Lobby all levels of government to actively engage with the Aboriginal community on their terms to facilitate meaningful input into policy development and decision making effecting their unique needs with regard to housing.
- Undertake capacity building in the areas of housing management, construction and maintenance.
- Develop and regularly update the Quandamooka Aboriginal Residency Register, which documents the location of residents living outside the Island townsites for use in wildfire or other emergencies. This information would be held confidentially and only used on an agreed basis as part of an Aboriginal Emergency Wildfire Plan. Points of contact within the community for emergency services need to be formalised.

## **KEY ELEMENT 8.2                      HOUSING OWNERSHIP**

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### **Objectives**

- Cooperative and private Aboriginal ownership of current housing stock.
- Continuing program of Aboriginal housing construction and ownership.

### **Policy Statement**

The North Stradbroke Island Aboriginal Housing Ownership Policy seeks to facilitate, wherever practically possible, private home ownership and security of title for the Aboriginal people living within the Quandamooka Traditional Estate. This includes, but is not limited to security of tenure for residents at One Mile and elsewhere within the Quandamooka Traditional Estate.

The Aboriginal community will continue to lobby for implementation on the Island of the State Housing purchasing policy allowing the purchase of rental properties by qualifying tenants.

### **Actions**

The plan supports the hand over of ownership and management of State Aboriginal / Torres Strait Islander Housing and land within the Quandamooka Traditional Estate to the Aboriginal community. In the case of the first six State houses constructed in the 1970's, ownership to be transferred to the existing long term tenants.

## **KEY ELEMENT 8.3                      AFFORDABLE ACCOMMODATION**

---

### **Objectives**

- Effective affordable housing policies are in place at all levels of governance.
- Social equity exists for Aboriginal people in access to residential and accommodation options on North Stradbroke Island.

### **Policy Statement**

The Aboriginal community, through its community organisations, will lobby all housing authorities to implement effective affordable housing policies on North Stradbroke Island.

These efforts will include strategies to investigate and pursue solutions to affordable housing needs on the Island including the purchase of housing at Amity or Point Lookout where the funding ceiling is currently too low for the Housing Co-op to buy houses.

Aboriginal housing managers on the Island will seek to work with Redland Shire Council and the State Government to develop appropriate community, public and private partnerships to deliver a range of affordable housing options to the Island community.

### **Actions**

- Through an Affordable Housing Strategy, develop financial incentives, regulatory incentives and dispensations if necessary to develop affordable housing options such as community owned co-op housing, caravan park permanent sites and hostels, potentially integrated with local services and retail. Strategies might include minimizing parking requirements, developing rates concessions schemes and other 'relaxations for affordability'.
- Ensure that Redland Shire Council's local area planning for the Island encourages housing affordability.
- Encourage the use of innovative building technologies that reduce the cost of construction.
- Future land subdivisions to include designated public housing lots to achieve a pre-agreed target for provision of public and Aboriginal housing, especially at Point Lookout and Amity.
- All levels of government to support North Stradbroke Island Aboriginal and Islander Housing Co-op and other future housing cooperatives in the provision of affordable housing by employing rates rebates, planning incentives and other mechanisms identified in the proposed affordable housing strategy. Redland Shire Council will secure the rates rebate through policy change to replace the current annual relief grants system.
- The development of mechanisms for rates concessions to community housing providers, pensioners and senior residents (i.e. residents over 60) on the island will be initiated to address the social equity concerns of the Island communities.
- Establish a community enterprise to construct affordable housing using island skills and labour, on land released to an existing or new community organisation.

## MATTERS FOR NEGOTIATION

### Means of implementing this strategy including:

#### AUTHORITY

- Powers, Codes, Protocols and Incentives
- Agreements and Implementation Mechanisms

#### CAPACITY – capacity development requirements in:

- Management and Decision Making
- Financial Resources
- Assets and Equipment
- Personnel and staff skills
- Available time
- Land use and other resource requirements

#### ROLES AND RESPONSIBILITIES

- Lead and associated agencies, groups and individuals
- Location of activities
- How traditional owner, public and stakeholder input is delivered and responded to?
- Who resources/funds what? Community, Government and third party contributions.

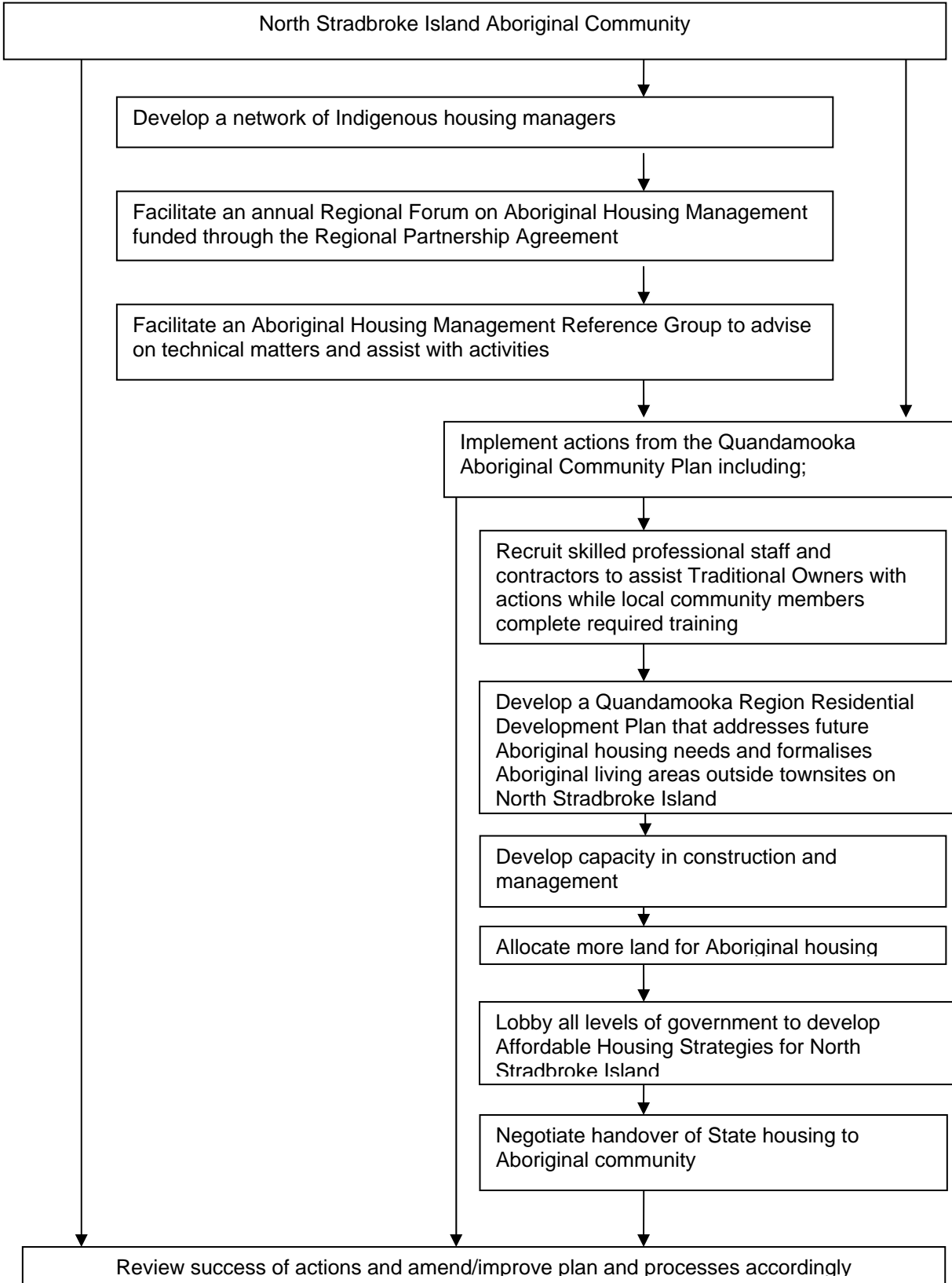
#### IMPLICATIONS FOR PLANNING AND MANAGEMENT

- How will the actions of various parties be co-ordinated?
- How do actions fit into the planning and management framework?
- What changes are required to policy, legislation, tenure, resourcing, and management?
- Potential Impacts (cultural, social, environmental, economic etc.)

#### MONITORING & REVIEW

- Performance indicators and timeframes to be used for the review of government and community actions proposed in the Aboriginal Community Plan

**IMPLEMENTATION MEASURES AND PROCESS – #8 Housing Strategy**



## **9. ECONOMY and EMPLOYMENT STRATEGY**

### **CONTENTS:**

#### **• WHERE ARE WE NOW?**

Background  
Issues identified by the Community  
Issues analysis

#### **• WHERE DO WE WANT TO GO?**

Broad Aims

#### **• WHY DO WE WANT TO GO THERE?**

Purpose

#### **• HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS**

- 9.1 Economic Development: Diversity, Sustainability and Equity
- 9.2 Increasing Community Wealth through Capacity Building and co-operative Management of the Economy
- 9.3 Indigenous Business Development and Support
- 9.4 Employment
- 9.5 Tourism Planning and Impact Management
- 9.6 Tourism Promotion and Education
- 9.7 Tourism Activities, Products and Services
- 9.8 Tourism Infrastructure

#### **• MATTERS FOR NEGOTIATION**

Authority  
Capacity  
Roles and Responsibilities  
Implications for Planning and Management  
Monitoring and Review

#### **• IMPLEMENTATION MEASURES AND PROCESS (FLOW CHART)**

## **WHERE ARE WE NOW?**

### **ECONOMY and EMPLOYMENT**

#### **BACKGROUND**

Historically, the economy of the Island was based on the extraction and/or utilisation of natural resources through the mining, tourism and fishing industries. Retail and hospitality industries have also evolved as a result of the Island's natural, cultural and social values. Outside of mining, these industries generally provide employment that is seasonal, casual and relatively minimal in terms of salary and skills requirement and development. More recently there has been growth in community based enterprise which is now, as a sector of the economy, a significant employer. Employment in community organisations is also a significant sector of the economy.

The ongoing diversification of the economy needs to be supported. Mining and resource-based industries have historically and still largely provide the economic backbone. Many Island residents want to see a reduction on the reliance on this narrow economic base. Further, the diversification of the economy is central to the advancement of Ecologically Sustainable Development (ESD) and the long-term health and future of the community. Evolution towards a new economy has to occur through the compliance of current industries to an ESD framework, and diversification of the economy through the development of new industries.

#### **ISSUES IDENTIFIED BY THE COMMUNITY**

- Need for culturally appropriate enterprise development for the Aboriginal community.
- Lack of economic opportunity for members of the Aboriginal community with consequent lower income per household than the overall island average.
- There are currently few cultural industry opportunities established in the region, especially in terms of tourism.
- The Aboriginal community has a desire generally to strengthen culture in the context of an appropriate and integrated lifestyle which includes employment. Some Aboriginal people are maintaining employment, due to lack of options, in industries which many people feel are culturally inappropriate.
- The Aboriginal community through the consultation period have continually reiterated the desire to keep the island from becoming too commercialised. In general, quality of life is more important than money to most of the Aboriginal community on North Stradbroke Island. Aboriginal people generally do not want to negatively impact on the environment in the development of enterprises. Unfortunately, competitors, especially in the tourist industry, often take a short term view of resources. This may be more profitable in the short term, but not sustainable in the long term.
- Lack of sufficient land and tenure to develop enterprises has been a problem in the past.
- Many members of the Aboriginal community see a need for an increased Aboriginal presence at Point Lookout and Amity in terms of effective cultural heritage management, but also in terms of raising a profile as an available workforce.
- Planning for the phasing out of mining operations and the effects of withdrawal from the local and regional economies.

## ISSUES ANALYSIS

Unemployment on the Island is higher than national averages. Opportunities for employment are limited by isolation from the mainland and by the capacity of the Island community to sustain new service and retail industries. Employment prospects are also affected by the availability of training to equip people for jobs and enterprise creation, both on and off the island. Reliance on existing industries has also meant that new industries face obstacles in developing.

It is accepted that mining has a limited life on the Island. As it withdraws and ceases, alternative industries will need to be developed to serve as an economic and employment bridge between the existing and future economy.

Fisheries have been depleted. New ways of managing fisheries will need to be found, with the assistance of Aboriginal, commercial and other local knowledge, to ensure a place as a sustainable economic activity and employer. Fisheries management should also call on state-of-the-art scientific findings, including the work of the Moreton Bay Research Station.

Tourism and associated retail/service enterprises have the capacity to expand. New opportunities for development in tourism should be carefully nurtured to produce the desired effects for the community and environment, and protect and enhance core values. The tourism industry must be encouraged to diversify from traditional activities, which are dominated by the 4WD and camping experience, and venture into ecological, educational, business and cultural tourism. This will be most appropriately achieved through local partnerships. Businesses need to ensure that current and future tourism enterprises are sustainable, and profitable, and provide a broad range of tourism experiences drawing on the features and values present on the Island and in the community.

Trends in the modern economy already involve self-employed people operating either part time or full time in non-traditional work situations. This may involve part-time seasonal work in tourism, part-time self-employment or Internet-based businesses. The technology and flexible nature of the modern economy encourages people to become more flexible in how they structure their work. The Island population has a strong interest in participating in this economy while still being able to take maximum advantage of what the Island's environment, culture and lifestyle has to offer.

Planning for the economy should take into account not only local, but also regional, national and global considerations. This would mean planning to favour industries and enterprises that focus on using natural resources more efficiently, employ more people, increase social justice and decrease waste, both on the Island and beyond its shores. Economic planning should also adopt an accounting system that factors in all the costs, including social and environmental costs. The future economy must respond to the opportunities for micro-business. Micro-business structures are an additional option to economic participants. Island residents can establish businesses that contribute towards household income, are also conducive to home-based operations, and may employ other people.

## WHERE DO WE WANT TO GO?

### BROAD AIMS

- A sustainable and equitable economy that values and builds upon the unique character of the Island's Aboriginal Community.

## WHY DO WE WANT TO GO THERE?

### PURPOSE

The Aboriginal community and all levels of government recognise their mutual and separate responsibilities to promote, facilitate and develop the economic well-being of the Island and its residents in a sustainable manner.

In seeking to advance the economic well being of the Island, the priorities for economy and employment are:

- A cooperative and planned approach to growth and change in the economy, leading to wealth production and an economy which supports the Aboriginal communities values.
- Diversification of the economy beyond the current dominance of resource extractive industries.
- Diversification of the tourism industry with new forms of tourism that reflect cultural and social values and benchmarks including ecological, education, business and cultural tourism.
- Encouragement of new investment and entrepreneurial opportunities which include but aren't limited to: knowledge, technology, service and cultural enterprises.
- The creation of increased opportunities in employment, business structure and operation, and wealth creation for the community that reflect the core values; and
- Planning and infrastructure provisions to support home-based business and community enterprises.

## HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS

The Economy and Employment Strategy, through the actions outlined in each of the following Strategy Key Elements, works to address the issues identified by the community as follows:

- 9.1 Economic Development: Diversity, Sustainability and Equity
- 9.2 Increasing Community Wealth through Capacity Building and Co-operative Management of the Economy
- 9.3 Indigenous Business Development and Support
- 9.4 Employment
- 9.5 Tourism Planning and Impact Management
- 9.6 Tourism Promotion and Education
- 9.7 Tourism Activities, Products and Services
- 9.8 Tourism Infrastructure

Each detailing:

- Objectives
- Policy Statement
- Actions

**KEY ELEMENT 9.1****ECONOMIC DEVELOPMENT: Diversity, Sustainability and Equity**

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**Objectives**

- The economy recognises, protects and enhances the Aboriginal community's cultural values.
- The economy promotes a sense of community belonging and sense of place.
- An economy exists that incorporates and promotes contemporary Aboriginal and non-Aboriginal cultures, values and identities.
- New enterprises which reflect the Aboriginal community's values are encouraged.
- Participation of the community in the economy is equitable and diverse.
- The economy reflects interlocking systems of production, services and wastes.
- A diversified economy is enjoyed that advances Ecologically Sustainable Development within the Island's social, cultural and natural environment.
- A diversified economy exists that prevents economic dependence on any one industry with special attention to reducing dependence on resource extraction industries.

**Policy Statement**

The Aboriginal community and all levels of government acknowledge that the economy must change and grow whilst protecting the core cultural and environmental values of the Island. It is essential that the economy work within these values. This will be achieved by directing priority and resourcing to:

- Ensuring that existing industries and businesses work to strengthen the community's core values and ESD as defined in this Plan;
- Encouraging new enterprises which take advantage of the Island's economic opportunities and diversify the economic base;
- Working cooperatively with the community, different levels of government, businesses and stakeholder groups;
- Encouraging community support for future economic development by focusing on the Aboriginal community's objectives. Community support and participation is fundamental to the success of the economy and the individual enterprises within that economy.

**Actions**

- Develop accounting systems for the Island that recognise all costs, including environmental social etc (such as triple bottom line accounting).
- Take a proactive approach to responding to regional, national and global issues and imperatives
- Encourage and facilitate industry specific, target-based training and educational programs to meet the needs and respond to the opportunities present within the Island economy;
- Plan for and develop infrastructure which facilitates the diversification of the economy.

**KEY ELEMENT 9.2****INCREASING COMMUNITY WEALTH THROUGH CAPACITY BUILDING and CO-OPERATIVE MANAGEMENT OF THE ECONOMY****Objectives**

- An economy exists that generates increased wealth for the community so that the community's core values can be protected.
- Enterprises are enjoyed that seek to maximise economic benefits whilst avoiding ecological and cultural damage.
- The economy provides residents with alternative structures for business opportunities such as home based enterprises.
- An economy exists that utilises wealth to improve the economic, structural, and human (social and cultural) resources on the Island.
- Existing and new enterprises reinvest in the Island and community and contribute to the maintenance of the community's core values.
- A co-operative approach is applied by government, businesses, industry associations and the Aboriginal community to the management of the Island economy.
- Ongoing economic planning is undertaken for the Island, to continue diversification, and to manage future threats and opportunities for the Island economy.

**Policy Statement**

New and modified existing economic opportunities will be the basis of the Island's future diversified economy. These new economic opportunities should be developed to maximise the multiplier effect (money staying on the Island) of wealth generating capacity for the Island residents. Similarly, existing enterprises should be encouraged to seek ways to increase their multiplier effect and wealth generating capacities for the community.

Priority and resourcing will be placed on tailored training opportunities to enable people to take up employment and business opportunities. To be effective, these training strategies have to be targeted not just at particular industries but also at particular employment opportunities.

A range of service type industries will also need to be developed to meet the demands of both a diversified economy and increased community wealth. To facilitate the development of service industries, basic issues such as the identification of suitable land and the development of basic services such as sewerage reticulation, needs to be undertaken.

The community and governments acknowledge that to meet the demands of the community and to implement the Community Plan, infrastructure on the Island will need to be improved and community capacity increased. It is recognised that growth in the economy in accordance with this policy will play a significant role in meeting these needs.

The term 'infrastructure' describes physical items such as ferry terminals, housing and sewerage systems, as well as improved educational and cultural opportunities such as access to cross cultural training. The provision of affordable housing will be critical to the creation of an equitable economy.

New enterprises, including partnerships between the community and government, will build an increasingly diversified economy and will be encouraged to increase the human skill base of the Island. New enterprises will also be encouraged to provide greater opportunities for residents and visitors to access and utilise infrastructure. For example, a diversification of the economy into

Internet-based business ventures centered around the ecology or the Aboriginal culture will place the community in a better position to participate in a future economy of high technology, through skills development and access to relevant infrastructure. Small scale, ecologically-sustainable productive enterprises will also be encouraged.

### **Actions**

- Ensure island organisations and groups are aware of and have access to all proposed service contracts relating to the island.
- The proposed Regional Interagency Working Group (RIWG) will establish a North Stradbroke Island project team to facilitate building the capacity of island organisations and groups to win service provision contracts.

## **KEY ELEMENT 9.3                    INDIGENOUS BUSINESS DEVELOPMENT and SUPPORT**

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### **Objectives**

To provide an economic future for the North Stradbroke Island Aboriginal community that offers a wide range of business, career and employment opportunities in industries that work to protect the Traditional Estate and enhance the lives of Aboriginal people generally.

### **Policy Statement**

The Aboriginal community seeks to ensure that Traditional Owners can participate with equity within the growing and changing economy. In part, this may be achieved by taking full responsibility for particular economic opportunities including but not limited to the use of cultural and environmental knowledge.

Some activities within the Traditional Estate are purely 'Aboriginal business' such as cultural heritage management. These activities need to be performed as part of Aboriginal custodial responsibilities. The business management of such activities will be carried out in a professional manner to allow for effective and sustainable work to be done. Governance structures will work to enhance the skills and capacity of decision makers to allow for this.

### **Actions**

- Establish Aboriginal governance structures that will support successful business management practices.
- Development of an Indigenous Business Incubator
- The Plan provides for the development of a foreshore Aboriginal industry economic zone. A preferred site is located south of Dunwich between Moreton Bay and the Redland Water and Waste's (RSC) effluent reuse area. This site is close to town and allows access to the bay for a range of marine industries including aquaculture. An area of minimum 20 hectares is needed to facilitate the economic development plans of the community.
- The Plan supports education and training for Aboriginal organisations and individuals to export on a consultancy or contract basis, knowledge and expertise in local and regional management issues.
- Offer advice and run workshops to all existing and potential Aboriginal business enterprises, particularly on the nature of the government tendering process.

Further identified business opportunities include:

- Landcare and land rehabilitation contracting to government and industry
- Growing plant products on Dunwich irrigation area (wildflowers, essential oils, timber etc.)
- Landscaping and irrigation systems
- Community Garden
- Wildflower harvesting and sales
- Nursery
- Packaging bush foods and medicines
- Water and Catchment Management
- Water bottling (why did last bottling enterprise close?)
- Fishing and aquaculture
- Oyster/Shell fish cultivation and collection
- Pest Management
- Marketing of business services such as copying, typing, binding, laminating, book keeping etc.
- Business Planning and Development – includes identifying community activities and skills that could be used to generate income and employ members of the community.
- Supporting business development through better access to business services and finance.
- Developing business skills and providing mentoring assistance
- Consultancy
- Publishing
- Painting
- Framing
- Artefacts – boomerangs, clapsticks, didgeridoos
- Jewellery
- Clothing
- Screenprinting
- Pottery
- Retail Sales
- Small furniture repairs and maintenance
- Open Snack bar/café, initially from current depot facilities with plans for expansion into a high profile location and/or barge snack bar contract
- 4WD food van to service worksites daily, special events and beaches at peak tourism periods.
- Bulk purchasing of food, household goods, school materials and uniforms
- Bush Tucker Restaurant
- Food delivery for outsourced workers and the public

- Catering, particularly mining companies and University of Queensland Centre for Marine Sciences
- Events – weddings, parties, functions
- Training and Teaching including first aid and workplace health and safety training
- Cultural Heritage Assessment and Management
- Cultural tourism
- Educational tourism
- Venue Hire
- Wedding Planning
- Youth Centre
- Funeral directors including accommodation, venue and counselling services
- Mechanical and Tyre Services
- Laundry
- Ironing
- Building Construction and Maintenance
- House painting,
- Carpentry
- Plumbing
- Equipment and tool hire including scaffolding
- House and building cleaning
- Window cleaning

Further actions include:

- Carry out feasibility assessments for each of the above business proposals.
- Develop business plans for those enterprises that are prioritised by the community after feasibility assessments have been completed.

## **KEY ELEMENT 9.4                      EMPLOYMENT**

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### **Objectives**

- Flexible and sufficient employment opportunities exist to meet the needs of the Aboriginal community.
- The economy provides variety and flexibility in employment opportunities to meet the needs of the community.

### **Policy Statement**

To maximise the multiplier effect for the local community there is a need to increase employment on the Island and to facilitate the development of support industries and infrastructure to service new enterprises. To this end, government tenders and contracts will be assessed against best value “criteria” for the local community, including local employment generation, business development and wealth generation amongst other relevant criteria.

Employers on the Island will be encouraged to employ local Aboriginal people wherever possible. The Redland Shire Council and State Government will be expected to lead by example in this respect.

### **Actions**

The Plan proposes that North Stradbroke Island Aboriginal Enterprises (CDEP), in response to the decline of the national program, should redefine its role to be the main agency dealing with employment, training and economic development on the Island.

#### **Development of a Workers Co-op**

One of the options outlined is the development of a North Stradbroke Island Workers Co-op. The proposed Co-op will act as an umbrella organisation running a range of businesses and acting as the major employer on the island via an employment agency style role and acting as an Aboriginal owned Job Network.

The Co-op would also continue to administer government programs as one of its business activities and act as an employment centre (as in approved job networks) and business incubator, creating and arranging job placements, training and business opportunities for all Island residents.

The proposal hinges on the ownership by the new workers co-op of businesses that are entirely independent of government funding. This gives the flexibility to employ whoever the organisation wants and to use profits to attain the goals as set out in their constitution and this plan. These businesses may include personnel and equipment hire.

#### **Locations of proposed activities**

An option for the development of a workers co-op involves the proposal to take over the management contract for the North Stradbroke Island waste transfer station site. This site is centrally located to the three island townsites and is suited to a range of activities currently undertaken by community organisations, particularly existing and proposed recycling projects. It is envisaged that the transfer station site would be the base for waste transfer and recycling, land management, construction and other operational activities. The current CDEP depot in Sturt Street could become the centre for business, administrative, training and employment functions.

As the development of planned activities proceeds, additional premises will be required to adequately house various enterprises.

## **KEY ELEMENT 9.5                      TOURISM PLANNING and IMPACT MANAGEMENT**

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### **Objectives**

- Best practice tourism planning and management exists which advances ecologically sustainable development and the core values of the Aboriginal community.
- A Tourism Strategy for the Island is operational.
- Respect, acceptance and negotiated compliance with Aboriginal customary law occurs.
- A high level of community participation occurs in planning and management of tourism.
- New and innovative tourism enterprises are enjoyed.
- An administrative structure for tourism management and promotion is operational. This structure is developed by the North Stradbroke Island Aboriginal community, Redland Shire Council and State Government in consultation with relevant stakeholders, operators and residents and is based on the principles of ecologically sustainable development.
- Tourism impacts on and around the Island are cooperatively managed.
- New enterprises in the tourism sector relate positively to the cultural aspirations of the Aboriginal community.
- Increased social and economic benefit from tourism for the community.
- Ensure greater diversity of economic opportunities and equity within the community.
- Improve the quality of life for the North Stradbroke Island Aboriginal community.
- Best practice management of tourism impacts on cultural, environmental, social and economic values and infrastructure.
- A benchmark system exists which informs the management of tourism and establishes the carrying capacity of the environmental, cultural, social and infrastructure systems, safeguarding a high quality tourist experience.
- Visitor research, statistics and industry performance measures are available and carefully applied in planning and management.
- Improved compliance of existing operations and tourists to the principles of ecologically sustainable development and Aboriginal community values.
- Provide a high quality recreational experience for visitors and residents while maintaining the quality of the environment on and around the Island.
- A Code of Practice for tourism operators is in place.
- An equitable and efficient licensing system for tourism operators exists that adheres to ecologically sustainable development principles.
- Minimisation and mitigation strategies for negative impacts of large events held on and around the Island are in place.
- The positive effects of tourism are maximised.

### **Policy Statement**

The Aboriginal community and all levels of government recognise that tourism is a major industry with potential for well planned and managed growth. The Combined Aboriginal organisations, Redland Shire Council and the State Government will cooperatively review planning and administrative structures for tourism management and promotion in consultation with stakeholders, operators and the community. The review will be based on ensuring that the industry incorporates the principles ESD, respects Aboriginal cultural values and Aboriginal customary law.

The review will produce a Tourism Strategy, which advances ecologically sustainable development and the aspirations of the Aboriginal community. The Tourism Strategy development will involve:

- a review of current management capacity and practice;
- establishing the strategic direction of tourism on and around the Island;
- establishing an ecologically sustainable development framework for management of tourism activities including promotion;
- Aboriginal, broader community and business participation in tourism operations and management;
- allocation of management activities within the group according to skills and resources;
- enterprise development with particular emphasis on Aboriginal cultural tourism.

To facilitate the application of ecologically sustainable development principles and practices across the tourism industry, planning and development assessment processes will deal with tourism proposals in a precautionary way.

### **Actions**

- Establish a system for the management of visitors that balances economic, social, environmental and cultural sustainability through effective research, planning, management and evaluation.
- The proposed Regional Interagency Working Group (RIWG) will convene a publicly funded community tourism board comprising key North Stradbroke Island tourism stakeholders to ensure equitable delivery of tourism support. The body will facilitate marketing, product development, training, accreditation, research and pursue funding opportunities.
- Progressively prepare conservation management plans for all the Island visitor hubs.
- Develop a permit system for visitor access to applicable areas on North Stradbroke Island and Peel Island to raise revenue and allow that visitor numbers to be tracked to assist planning and management decisions.
- Develop a Code of Practice for tourist operators with special provisions for those working in areas of high cultural sensitivity.
- Facilitate the development of a regional multi-stakeholder economic development and tourism forum. At the forum, select an expert advisory reference group.

## **KEY ELEMENT 9.6                      TOURISM PROMOTION and EDUCATION**

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### **Objectives**

- Coordinated and responsible promotion of tourist activities.
- Minimisation of impacts on social, cultural and environmental values through education of tourists and operators.
- Tourism is focused on ecologically sustainable activities.
- A tourism promotion strategy is operational that addresses the desired types and level of promotion.
- Residents and visitors are educated about the unique environmental and cultural values of the Island and their duty of care.

### **Policy Statement**

A consistent image of Island tourism (e.g. nature based, low impact and/or eco-tourism, cultural tourism) will be included through all promotional and educational material to provide visitors with an understanding of and enthusiasm for community and island values. Island tourism promotion will encompass the Aboriginal community's vision for the future of the Island.

Greater understanding of the impacts, both negative and positive, of tourism will be gained through research and monitoring. This material will inform and be contained in education and promotional material to ensure that environmental, social and cultural assets are adequately valued by visitors. This information will also be incorporated in 'Scorecard' reporting.

Appropriate promotion of tourism experience and education of tourism operators and visitors will be used as management tools.

### **Actions**

- Promote educational tourism and educational product partnerships with Indigenous and non indigenous organisations both on and off the Island.

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## **KEY ELEMENT 9.7                      TOURISM ACTIVITIES, PRODUCTS and SERVICES**

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### **Objectives**

- Well planned tourism activities, products and services, both current and future, that conform to an ecologically sustainable development framework and integrate economic, cultural and environmental goals exist.
- Activities are evaluated in accordance with ecologically sustainable development principles and respect for Aboriginal cultural values in ways that assess the benefit and/or cost to the community.
- Equal opportunity exists for the community to take up tourism opportunities.
- A high level of participation by the Aboriginal community in the development of tourism products.
- Broadening of the tourism experience particularly in terms of Aboriginal cultural tourism.
- A diversified tourism industry exists which includes a sector based on knowledge and information.
- A tourism market is developed that attracts a beneficial mix of visitors.

### **Policy Statement**

The development of a responsible, well planned and diverse tourism industry within an ESD framework which supports the values of the Aboriginal community is a primary element of this strategy. The community seeks to educate the Redland Shire Council and State Government in the recognition that tourism, products, services and activities need to be developed within this framework.

The long-term quality and integrity of the environment will be protected and maintained by encouraging responsible tourism management on and around the Island via ecologically sustainable activities, products and services. These include, but are not limited to:

- eco-tourism;

- cultural tourism;
- knowledge-based tourism
- business tourism; and
- low-impact traditional family tourism.

Improved planning and management by the individual tourism operators will be encouraged along with accreditation for eco-tourism operations. A significant indicator of the overall advancement of the proposed strategy and compliance with the community's aspirations will be the involvement of the local Aboriginal community as operators, employees and participants.

The development of new tourism activities, products and services, while the responsibility of the operators, will be encouraged through the Tourism Strategy and use of resources.

### **Actions**

- Investigate opportunities for day based eco and cultural tourism products operating from proposed water transport facilities at Cleveland and Dunwich.
- A walking trail loop is proposed to take advantage of the existing ferry services to Russell Island (only short hop to southern end of North Stradbroke) from where tourists would be taken on guided walking or cycling tours of the Island, staying in established campsites, catching and cooking bush tucker and disembarking at Dunwich to return via the proposed Transport Terminal at Toondah Harbour. This would allow for a level of tourist development in the bay islands as a flow on effect of the creation of a circuit and would also provide opportunities for Gold Coast visitors seeking a cultural tourism experience while in the region. Products to be developed in conjunction with a trail network would include cultural interpretive guiding, bush tucker identification and traditional cooking, bushcraft and other eco/educational activities.
- Educational tourism will be encouraged to take advantage of the growing international market. The style of low impact educational tourism being promoted by institutions such as the UQ Centre for Marine Sciences in Dunwich is supported by the plan, particularly where the flow on effect to the North Stradbroke Island community includes increased access to economic opportunities and to high quality educational and recreational facilities.
- Conduct a tourism product audit of the Island and identify opportunities for development.
- Explore opportunities to enhance existing or develop new special events.
- Negotiate partnership agreements with existing providers such as University of Queensland Centre for Marine Sciences to provide Indigenous content and experiences.
- Develop and deliver educational packages to schools and educational institutions and tourist groups.

## **KEY ELEMENT 9.8                      TOURISM INFRASTRUCTURE**

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### **Objectives**

- Best practice is in place in terms of the planning, provision, maintenance and management of tourism infrastructure.
- A high level of access to good quality tourism infrastructure and facilities for the Island community as well as visitors.
- Management systems for tourism address the positive and negative impacts of tourism on social, cultural and environmental values.

### **Policy Statement**

The ongoing development and support of the tourism industry requires well planned, developed and maintained tourism infrastructure. Tourism infrastructure (including reserves, roads and facilities) will be planned, managed, maintained and regulated to protect ecological and cultural heritage values and the character of the resident communities.

The participation of tourism operators, relevant agencies and the community will support planning and management of tourism infrastructure to provide an appropriate level and type of tourism infrastructure that maximises benefits to the local community and minimises any negative effects. The management process, including development assessment of proposed tourism projects, will regulate and provide incentives to promote community equity and benefit.

### **Actions**

- The planned water transport terminal facilities at Cleveland and Dunwich will include the capacity to deliver bay based tourism products, ticketing, permitting, information, cultural and educational tourism products, retail, parking and possibly short stay accommodation.
- The Aboriginal community will actively encourage Redland Shire Council to negotiate with the State Government the upgrade and management handover of public jetties and boat ramps on North Stradbroke Island.
- Assess the potential to develop further visitor management infrastructure in environmentally sensitive areas to manage impacts associated with self-guided access. Infrastructure management devices may include viewing platforms, ground-level boardwalks, elevated canopy walks, skywalks, interpretive jetties and platforms, composting toilets, picnic and barbecue facilities, drinking fountains, children's playground equipment and shelter sheds etc.
- Ownership and management of land along the northern coastline of the Island is highly desirable in terms of tourist revenue.
- As Dunwich develops, it is likely that beachfront land around the causeway may be required for development of beach facilities including food outlets. Such facilities could be developed as joint ventures or wholly owned and run by Traditional Owners.
- Land on North Stradbroke adjacent to Russell Island will be required for infrastructure and development if the State connects the island by bridge.
- A tourist resort could be developed near the southern end of the Island and be serviced by the existing Russell Island water transport. This location would be easily accessible by boat for Gold Coast based tourists. This is one way of developing tourism without further impacting on the existing townsites.

- Consider preserving some infrastructure from sand mining operations during winding down and closure for future interpretive potential. The mining operations today represent a potential heritage attraction of the future and a demonstration point that interprets past exploitative practices and trends towards more sustainable operations.
- Consider the development of a cultural/environmental education facility on North Stradbroke Island that provides learning experiences for visitors and short course (multiple day) programs for education markets. The facility may be eligible to be incorporated as a campus of the university network.
- Conference and training centre to be developed in a quiet bush location.
- Consider establishing foreshore camping grounds only in rehabilitated sand mining areas.

## MATTERS FOR NEGOTIATION

### Means of implementing this strategy including;

#### AUTHORITY

- Powers, Codes, Protocols and Incentives
- Agreements and Implementation Mechanisms

#### CAPACITY – capacity development requirements in;

- Management and Decision Making
- Financial Resources
- Assets and Equipment
- Personnel and staff skills
- Available time
- Land use and other resource requirements

#### ROLES AND RESPONSIBILITIES

- Lead and associated agencies, groups and individuals
- Location of activities
- How traditional owner, public and stakeholder input is delivered and responded to?
- Who resources/funds what? Community, Government and third party contributions.

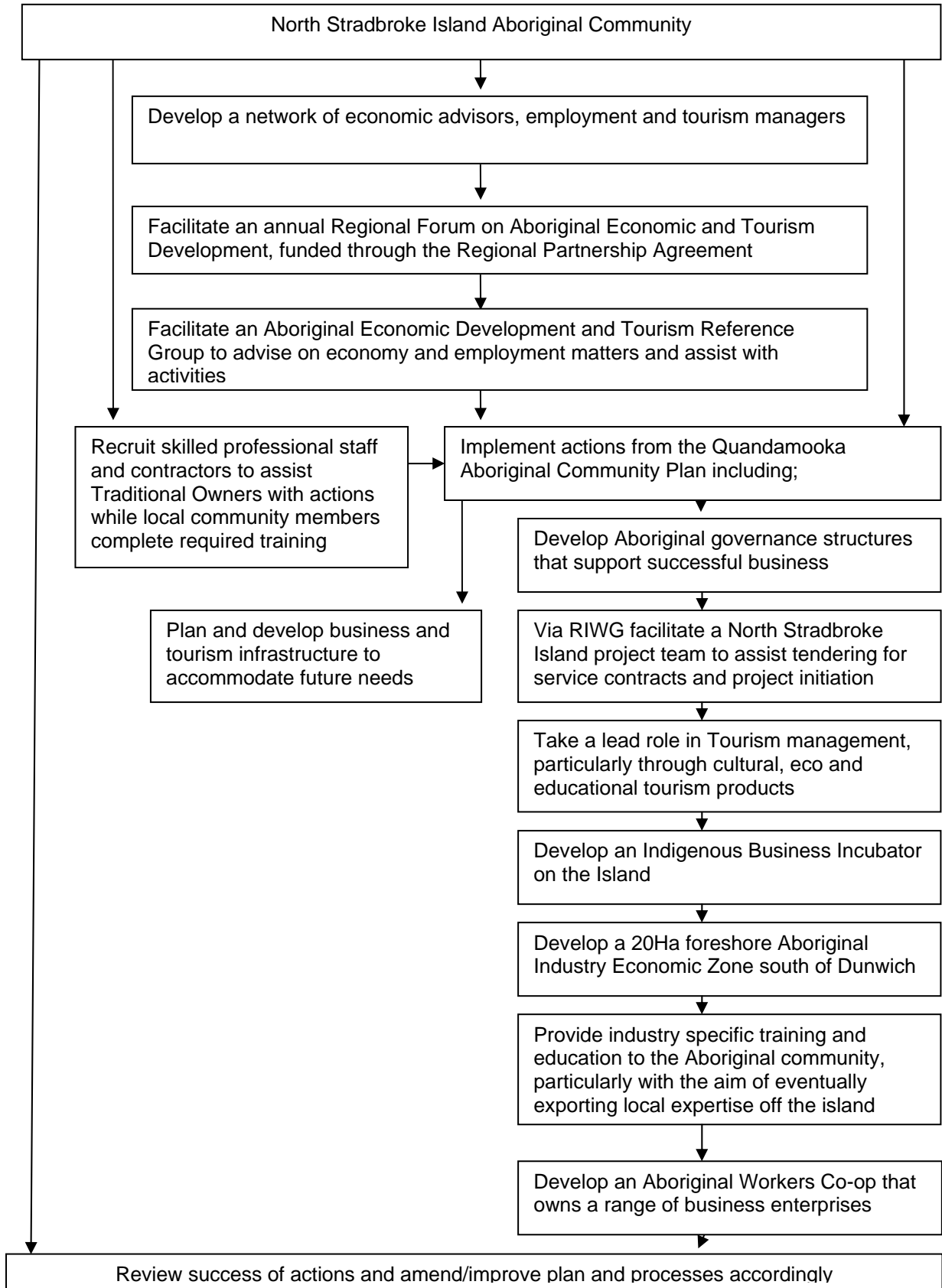
#### IMPLICATIONS FOR PLANNING AND MANAGEMENT

- How will the actions of various parties be co-ordinated?
- How do actions fit into the planning and management framework?
- What changes are required to policy, legislation, tenure, resourcing, and management?
- Potential Impacts (cultural, social, environmental, economic etc.)

#### MONITORING & REVIEW

- Performance indicators and timeframes to be used for the review of government and community actions proposed in the Aboriginal Community Plan

**IMPLEMENTATION MEASURES AND PROCESS – #9 Economy and Employment**



## **10. RESOURCE ALLOCATION and FUNDING STRATEGY**

### **CONTENTS:**

#### **• WHERE ARE WE NOW?**

Background  
Issues identified by the Community  
Issues analysis

#### **• WHERE DO WE WANT TO GO?**

Broad Aims

#### **• WHY DO WE WANT TO GO THERE?**

Purpose

#### **• HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS**

- 10.1 Resource Base and Providers
- 10.2 User Pays Options and Non Capital Concessions
- 10.3 Supporting Community Capacity to Provide Services

#### **• MATTERS FOR NEGOTIATION**

Authority  
Capacity  
Roles and Responsibilities  
Implications for Planning and Management  
Monitoring and Review

#### **• IMPLEMENTATION MEASURES AND PROCESS (FLOW CHART)**

## WHERE ARE WE NOW?

### RESOURCE ALLOCATION and FUNDING

#### BACKGROUND

The need for adequate resourcing of management issues is constraining the community's development and ability to respond effectively with solutions as identified in this plan.

Solutions require a continuation and extension of the cooperative effort that has existed at times between some government agencies and the North Stradbroke Island Aboriginal community. All levels of government will perform critical roles in funding certain management initiatives identified in this plan. Government funding will be part of a mix that includes revenue from a range of resources and enterprises, many of which are linked to Native Title Determination outcomes.

Recognition of the Traditional Owners of the Quandamooka Estate and their customary law obligations brings with it a need to allocate resources to enable them to carry out customary law obligations. It is essential that resourcing be adequate to ensure that the community has the capacity to implement outcomes identified in this Plan.

As such, resources need to be allocated to the Aboriginal community, through its representative bodies, family groups and individuals to build their capacity to take on planning and management responsibilities. Opportunities need to be encouraged that enable both the Aboriginal and broader communities to develop enterprises consistent with this plan, which facilitate the generation of revenue and strengthen management resources.

It is noted that business and industry development will contribute significantly to the implementation of the Community Plan through the creation of wealth and capital for the Island and its community.

#### ISSUES IDENTIFIED BY THE COMMUNITY

- Inadequate revenue and resources for community organisations to sustain current and proposed management responsibilities.
- Little or no compensation being paid for the intense exploitation by government and industry of the resources of the Quandamooka Traditional Estate.
- The entrenched and fragmented nature of existing government management agency structures has a negative impact on the community's ability to develop adequate and co-ordinated management and to fund necessary programs.
- Acknowledgement is needed of Aboriginal ownership of Aboriginal resources. There is a total lack of royalties from resource exploitation coming back to the island in terms of funding for management support etc. There is also a lack of 'Good Neighbour Policies' or community support by mining companies. Small token contributions are made to services usually only if they are used by mine employees.
- Legal and resourcing constraints on the Aboriginal community's ability to expand and develop services required to properly protect and manage cultural heritage within the Quandamooka Traditional Estate.

- Insufficient resources available for the required development of Aboriginal housing, land and sea management needs, homeland development and enterprises.
- Ongoing neglect and degradation of island assets is occurring due to lack of adequate resourcing of effective management.
- Redland Shire Council management on Aboriginal land, including permit fee collection, without adequate input from or compensation to Traditional Owners.
- Need for formal rebate or exemption of Redland Shire Council rates for North Stradbroke Island Aboriginal and Islander Housing Co-op as opposed to the uncertainty of the current grants lottery for partial rates relief.
- Perception by community that Redland Shire Council is competing with community organisations on the island for the funding of locally responsive programs.
- Restrictions through caveats etc by government on effective community management of housing owned by the community.
- Political sensitivity around the issue of selling assets to fund other activities.
- There are inherent funding problems in the current community organisation based approach to service delivery on the island. Community organisations are doing the work, but they often wait months to get paid by government agencies and other clients.
- As increased management responsibility is asserted by Aboriginal owners, then revenue to contribute to the work needs to be allocated accordingly by government.

## ISSUES ANALYSIS

### Causes

- Dispossession of Aboriginal rights to land and sea and self determination.
- Appropriation by government of a high level of control over the lives of Aboriginal people within their own lands.
- All levels of government are perceived to be, in the main, highly inefficient and arrogant in the way they deliver many of the services in the region.
- Lack of meaningful engagement by government with the Aboriginal community. *Say they'll do things and then don't. Plenty of 'talking it' without the 'walking it'.*

### Strengths

- Long term sustainable view to management.
- The best understanding of Aboriginal issues and realities in the region. This also applies to many mainstream issues.
- There exists some equity and leverage in remaining rights.
- Good network of advice, particularly legal advice.
- Many highly intelligent community members.
- A core of highly motivated and dedicated community members.

### Opportunities

- Move away from reliance and control of government funding.
- Expand support network.
- Export skills and knowledge in managing regional issues.
- Develop businesses around key areas of Land and Catchment Management, Freshwater Management, Tourism and small business that support these activities.

**Weaknesses, Threats and Constraints**

- Insufficient revenue to adequately care for country and defend it from over exploitation.
- Lack of clear decision making processes.
- Lack of leadership and human resources.
- Lack of information and support.
- Lack of management skills and capacity in certain key areas such as business.
- Lack of systems of governance that support business development.
- A focus on community owned and run business without fostering individual and family run businesses. This is slowly changing.
- High levels of substance abuse.
- Over exploitation of mainland and bay areas in terms of land, freshwater, fisheries etc.
- Rising land values and the consequent threat of further appropriation by government of Aboriginal lands.
- Destruction of Aboriginal cultural heritage and resources by mining and water extraction to the mainland.
- Declining government funding in key areas.
- Racism

**Other considerations**

All levels of government benefit in terms of revenue as a result of exploitation of the Quandamooka Traditional Estate. Currently the main economic benefits are derived from mining and water extraction.

Water from the island supplies the mainland property development industry, which is the main economic driver in the region. Redland Shire Council derives many millions of dollars annually from the supply of water to the mainland and much more from the flow on effect of the property development industry. Very little is spent by Redland Shire Council or Queensland Government on management of water and catchment resources on the Island.

**WHERE DO WE WANT TO GO?**

**BROAD AIMS**

- Develop a sustainable resource base for the planning and management activities identified in this Community Plan with consideration of future additional needs.
- Adequate resourcing and co-ordination of management exists to allow for proper care of Quandamooka land and sea country.
- Equitable and transparent allocation of resources available to the North Stradbroke Island Aboriginal community.
- Where funds or other resources are allocated to a tier of government, non government organisation or other party, due wholly or in part to the existence of an Indigenous community on North Stradbroke Island, then the amount of those funds or resources and project planning, be disclosed fully to the North Stradbroke Island Aboriginal community on whose behalf they were granted.
- Management systems are in place that clearly define roles and responsibilities and where levels of responsibility are directly linked to levels of control over decision making.

## WHY DO WE WANT TO GO THERE?

### **PURPOSE**

A broad and comprehensive resource base needs to be developed by Traditional Owners, government, industry and community to implement the Strategic Plan and achieve the Community Vision. No individual sector nor funding source can be relied upon to provide all the resources.

The establishment of the resource base needs to be undertaken through the coordination and collaboration of resource providers including Local, State and Commonwealth Governments, non government entities including industry and Aboriginal resource managers. Resourcing for the Strategic Plan will require, in many cases, additional resources to those already committed for necessary works and existing programs.

The management regime for the Quandamooka Traditional Estate needs to take into account funding, technological, cultural, environmental and human resource needs. The contributions of industry, business, community organisations and volunteers need to be acknowledged and supported in any future resource management systems.

Essential to the achievement of successful outcomes is transparency and accountability in the provision of services. Financial and decision making accountability must be critical components of any proposed management system. When we speak of accountability it is in broad terms and includes concepts of accountability. Specifically, these include accountability to the cultural and social needs, values and concerns of the community.

## HOW DO WE GET THERE? - STRATEGY KEY ELEMENTS

The Resource Allocation and Funding Strategy, through the actions outlined in each of the following Strategy Key Elements, works to address the issues identified by the community as follows:

- 10.1 Resource Base and Providers
- 10.2 User pays options and non capital concessions
- 10.3 Supporting community capacity to provide services

Each detailing:

- Objectives
- Policy Statement
- Actions

## **KEY ELEMENT 10.1            RESOURCE BASE and PROVIDERS**

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### **Objectives**

#### *Coordination and Cooperation*

- Develop a framework for the coordination of resource providers for the planning and management of the Island.
- Integrated funding solutions occur between the Federal Government, State Government, Redland Shire Council, Aboriginal organisations, industry groups and other organisations in order to implement policy objectives.
- Effective resource sharing exists within the overall management system.
- Increased investment of private and government resources in physical and social infrastructure as identified in this Plan.
- Joint projects between the public and private sectors and community organisations enable private sector funding to benefit the broader community.
- Required funding is identified to allow for forecasting, strategic planning and implementation.
- Rationalisation and where appropriate the lifting of government held caveats over community owned assets, particularly housing.

#### *Agreements*

- Tied long-term funding occurs from State and Federal Governments for the implementation of planning and management activities identified in the Community Plan.
- The roles and responsibilities of funding agencies and recipients are clearly delineated.
- Protocol agreements exist between service providers and the funding agencies.

### **Policy Statement**

The North Stradbroke Island Aboriginal community, through the agency of its governance structure will play a lead role in working cooperatively with all sectors of government, the mainstream community and other agencies to identify sources of funding and assess the best use of existing infrastructure and other resources for more effective management of the Island. This shall include approaching participants in the private and public sectors and community to undertake joint projects which support and complement the implementation of the Community Plan.

Sources of funding for projected additional loads on management, infrastructure provision, maintenance and services etc. shall be identified as an integral part of management strategies.

### **Actions**

- The proposed Regional Partnership Agreement will formalise the relationships between all parties and provide a means to coordinate applications to major funding sources at a Moreton Bay/Quandamooka regional scale.
- A broad and comprehensive resource base shall be established through relationships between government, traditional owners, industry and the community. Resourcing for the Community Plan will require, in many cases, additional resources to those already committed for necessary works and existing programs.

- Cost and develop arrangements for tied triennial funding from State and Federal Governments for the implementation of planning and management activities as identified in the Community Plan.
- Budget allocation will be consistent with the priorities as documented in this and future versions of this Community Plan.
- Develop funding strategies that target industry sponsorship for specific projects or assist in partially funding major projects.
- Work closely with industry in identifying strategic projects that may attract joint funding between the private-public sectors. Examples include cooperative marketing programs, private sector investment and management of public owned assets, joint venture partnerships to develop eco-cultural tourism and other industries.
- Work closely with all levels of government to identify those projects that need to be funded in their annual budgets.
- Via the Partnerships Queensland initiative, enter into formal funding arrangements with State service providers to achieve the outcomes of this Plan.
- As part of budget development, all levels of government to list proposed projects in the ten identified strategic areas of this plan for input by community at annual pre-budget release workshops.
- With the advancement of global warming, the trading of carbon credits is looking likely as one way by which governments may regulate greenhouse gas emissions. The proposed system, called 'a national emissions trading scheme', suggests that owners of trees and vegetation can be paid to maintain vegetation by companies that produce emissions. The possible economic benefits of having Native Title over large areas of vegetation needs to be considered in negotiations.

## **KEY ELEMENT 10.2      USER PAYS OPTIONS and NON CAPITAL CONCESSIONS**

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### **Objectives**

- The implementation of a system of economic (market-based) instruments such as user-pays charges that help to support the management needs within the Quandamooka Traditional Estate.
- Agreed, clearly defined and costed 'in kind' contributions in terms of provision of expertise, labour, knowledge and other resources are included where applicable in the resourcing of projects.

### **Policy Statement**

As the State Government receives revenue as a result of mining activities on the Island, the State recognises its obligation to return a negotiated proportion of that revenue to the Island for the benefit of the local community. An equitable percentage of mining royalties paid by the Island mining industry shall be used to fund the critical need for impact management associated with that industry, both on and off mining lease areas. This shall be negotiated as a matter of urgency. Mining royalties and other resource use levies paid to the State shall be directed to implementation of on-ground management activities as part of implementation of the Community Plan.

All industries utilising the Island's resources will assist with funding the management and mitigation strategies necessary to deal with any negative impacts associated with their activities. It is noted that industries will contribute significantly to the implementation of the Community Plan through the creation of wealth and capital for the Island and its community.

New and existing enterprises will be encouraged to contribute to community functions, such as, community based health, reserve management and the cultural programs. This would represent a significant measure of a businesses' commitment to the Island, its community and the long-term advancement of ecologically sustainable development.

Planning shall take into account availability of resourcing to manage impacts of proposed policies, strategies and proposed development and to maximise positive impacts. 'In kind' contributions in terms of provision of expertise, labour, resources etc. shall be clearly defined, costed and agreed prior to the commencement of projects.

Where appropriate a system of economic (or market based) instruments such as user-pays charges and other revenue raising measures will be developed to assist in the provision of infrastructure, the management of natural and cultural resources and to increase community capacity. In this way enterprises, visitors and industries will contribute significantly to the Island and its community.

### **Actions**

- Further investigation of economic instruments needs to be undertaken to achieve implementation of this plan such as incentives, user-pays mechanisms, developer contributions, regulatory and condition relaxations, donations etc. As a result of those investigations, a system of economic (or market-based) instruments such as user-pays charges and other revenue raising measures shall be developed to assist in the development of business enterprise, tourism and in the management of natural and cultural resources.
- Allocate an economic value to all resources used or extracted within the Quandamooka Traditional Estate.
- Develop a system for the incremental transfer of fee collection by Redland Shire Council from reserve land to Aboriginal Traditional Owners as they assume greater responsibility for reserve management.
- All industries utilising the Island's resources will fund the management and mitigation strategies necessary to deal with any negative impacts associated with their activities.

## **KEY ELEMENT 10.3      SUPPORTING COMMUNITY CAPACITY TO PROVIDE SERVICES**

### **Objectives**

- Agreed medium and long-term funding arrangements exist to resource capacity building, planning and management initiatives within the community.
- Develop Aboriginal owned enterprises to generate income for the maintenance and protection of the ecological and cultural values of the Traditional Estate.
- Remote area status is secured in relation to all government programs and funding.

### **Policy Statement**

The North Stradbroke Island Aboriginal community through the agency of its community organizations and all levels of government, through the agency of the Indigenous Coordination Centre, and other service providers to the North Stradbroke Island community, commit to a cooperative and collaborative approach to building capacity to achieve the objectives as documented in this Community Plan.

A series of protocol agreements will be developed which facilitate the successful implementation of the Strategic Plan. These agreements will state the roles and responsibilities and the contribution of financial, human and technical resources of the various parties to the implementation of the Strategic Plan.

As a matter of priority, Local, State and Federal levels of government need to commit to allocating agreed medium and long-term funding to resource capacity building, planning and management initiatives with the Island's Aboriginal community organisations. In addition, opportunities shall be provided to enable the Aboriginal and broader communities to develop enterprises consistent with the Community Plan, which facilitate the generation of revenue so as to develop the long-term economic independence for the Aboriginal community and create wealth throughout the community.

Similarly Redland Shire Council and the State Government commit to allocating resources to internal capacity building initiatives so as to build their capacity to facilitate community participation in government decision making, planning and management and to work with the Aboriginal and broader communities. Opportunities for the private sector to contribute to the resourcing and capacity building of community based organisations and initiatives will be identified and encouraged.

### **Actions**

- Opportunities shall be provided to enable the Aboriginal and the broader community to develop enterprises consistent with the Community Plan, that facilitate the generation of revenue so as to develop long-term economic independence for the Aboriginal community and create wealth to be used to implement the objectives stated in this Plan.
- That the Australian Government, through whatever agency is at that time the peak body for Indigenous affairs, will conduct workshops at least twice yearly, to inform the North Stradbroke Island Aboriginal Community on available grant programs, and to update them on the progress of programs currently funded in the region.
- Develop a Transition Plan for Reserve Management Transfer that deals with the financial transition of management of state reserve lands over time to the Aboriginal Traditional Owners.
- Redland Shire Council in particular must recognise its obligation to return an adequate proportion of revenue from Island freshwater extraction to the mainland, back to the Island for the sustainable and responsible management of the resource. Responsible catchment management would almost entirely answer the employment needs of the community.
- Catchment management costs be internalised in water pricing.
- As the State Government receives revenue as a result of mining activities on the Island, the State must recognise its obligation to return a proportion of that revenue to the Island for the benefit of the local community. An equitable percentage of mining royalties paid by the Island mining industry shall be used to fund the critical need for impact management associated with that industry, both on and off mining lease areas.

- Prioritise sufficient resourcing to allow adequate staff recruitment and best practice program delivery within the Quandamooka Traditional Estate.
- Seek training from fund raising experts and collaborate with grant funding agencies, philanthropists etc to improve community capacity in the development of effective funding submissions.
- Continually monitor available grant programs and their eligibility criteria to assess their potential to fund projects identified as a result of community planning processes.
- Regularly prepare and submit funding applications for projects that meet eligibility criteria and use the Community Plan as an instrument to highlight how this funding assistance benefits the sustainable vision for the Island.
- Prepare a funding database to centrally maintain and update grant funding programs and their eligibility criterion.
- Seek funding assistance with the Moreton Bay Task Force and other regional management agencies for projects of regional significance and collaborate in joint funding campaigns.
- Allocate agreed short, medium and long term funding to resource capacity building within the North Stradbroke Island Aboriginal Community organisations to facilitate implementation of the Community Plan.
- Partnerships and joint ventures for management and integrated service delivery may be developed through regional agreements as proposed under the State Government's 'Partnerships Queensland Program'.

## MATTERS FOR NEGOTIATION

### **Means of implementing this strategy including:**

#### AUTHORITY

- Powers, Codes, Protocols and Incentives
- Agreements and Implementation Mechanisms

#### CAPACITY – capacity development requirements in;

- Management and Decision Making
- Financial Resources
- Assets and Equipment
- Personnel and staff skills
- Available time
- Land use and other resource requirements

#### ROLES AND RESPONSIBILITIES

- Lead and associated agencies, groups and individuals
- Location of activities
- How traditional owner, public and stakeholder input is delivered and responded to?
- Who resources/funds what? Community, Government and third party contributions.

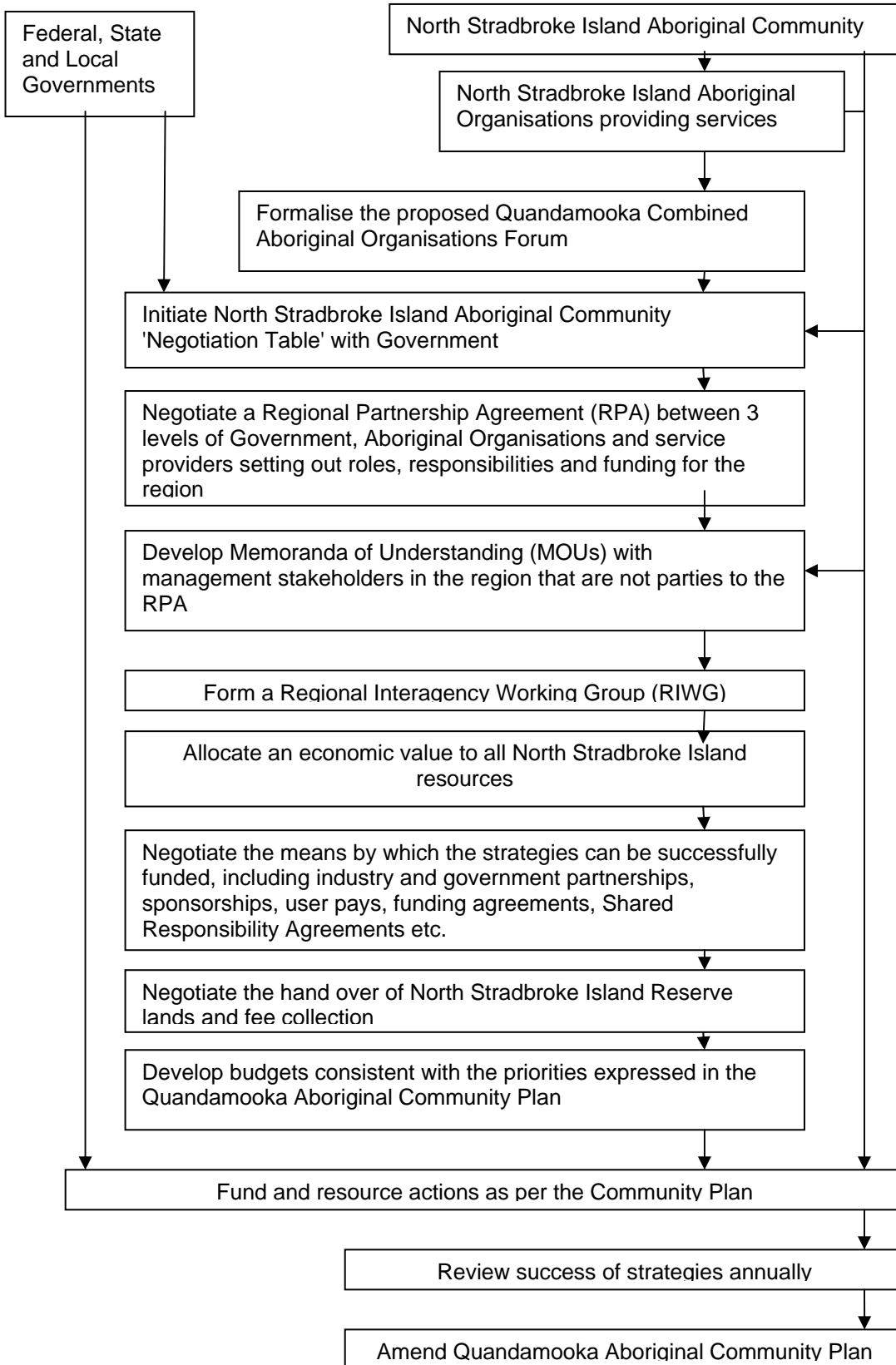
#### IMPLICATIONS FOR PLANNING AND MANAGEMENT

- How will the actions of various parties be co-ordinated?
- How do actions fit into the planning and management framework?
- What changes are required to policy, legislation, tenure, resourcing, and management?
- Potential Impacts (cultural, social, environmental, economic etc.)

#### MONITORING & REVIEW

- Performance indicators and timeframes to be used for the review of government and community actions proposed in the Aboriginal Community Plan

**IMPLEMENTATION MEASURES AND PROCESS – #10 Resources and Funding**



## **CO-ORDINATION and INTEGRATION OF PLANNED ACTIONS**

### **Making the whole greater than the sum of the parts**

Given the varying family and group affiliations, political agendas, objectives and membership of the North Stradbroke Island Aboriginal community organisations, the co-ordination and integration of the strategies proposed in this document needs careful management if service delivery is to be substantially improved.

Many of the strategies and actions proposed cut across the jurisdictional boundaries and interests of both community and government agencies. One obvious way of dealing with this issue is through a series of joint ventures and contracts for service.

While an overarching Regional Partnership Agreement that formalises a range of relationships is envisaged in this plan, this process is a long term one. The building blocks for the Regional Partnerships Agreement are the many small agreements between two or more parties, made in keeping with the objectives of the Community Plan, that allow immediate progress to be made on the ground.

The administration and project management of many of these smaller arrangements will be best performed by the parties themselves with assistance from the proposed Regional Interagency Working Group (RIWG). This assistance may be limited to the drafting of written agreements including formal processes of dispute resolution.

Larger projects involving more complex administration may be best project managed professionally according to an agreed brief under the direction of the Quandamooka Combined Aboriginal Organisations Forum and Regional Interagency Working Group.

## **MANAGEMENT REVIEW and PERFORMANCE APPRAISAL**

This plan is a 'live' document that will change over time as goals are achieved and new issues arise. As such, it will need to be reviewed and updated on a regular basis.

It is suggested that the proposed 'Negotiation Table' where government agencies meet with community representatives on a quarterly basis, provides a suitable forum for the negotiation of agreed performance indicators. These indicators will be used to judge the success of proposed actions carried out by both the community and government.

This negotiation process also provides an avenue for the documentation of suggested changes to this plan. As actions are taken and issues added or resolved, suggested quarterly amendments will be recorded as part of meeting documentation.

It is recommended that a full review of the success and relevance of the plan be carried out annually by the proposed community Reference Groups. The resourcing of this function needs to occur as part of the negotiation process, if it is to be effective over time.

If the plan is to remain relevant, a process of review and comment open to the whole Aboriginal community needs to be included in the proposed annual update.

## PROCESS FOR AMENDING or REPEALING THE PLAN

- Suggested plan amendments recorded quarterly as part of the 'Negotiation Table' process.
- Independent review carried out by community Reference Groups using performance indicators defined as part of the 'Negotiation Table' process.
- Annual Aboriginal community planning workshop held.
- Quandamooka Combined Aboriginal Organisations Forum signs off on amendments to the Community Plan.

## DEFINITION OF TERMS

1. *Aboriginal Sovereignty* is the independent and autonomous authority of the Aboriginal community to fulfill the governance role within the Aboriginal Traditional Estate.
2. *Accountability* refers to the system of financial, social and cultural responsibility applied to individuals, groups, organisations and governments in fulfilling their duties.
3. *Benchmarks* refers to concepts of carrying capacity or thresholds, or to acceptable limits of visitation and associated impacts. Benchmarks can also refer to indicators of adequacy or desired standards of services, infrastructure provision, or community participation.
4. *Biodiversity* (biological diversity) is the variety of life, the different plants, animals and microorganisms, the genes they contain and the ecosystems of which they form a part. Biodiversity is now recognised as being the key to Ecologically Sustainable Development (ESD) and is essential to maintaining the basic processes on which human life depends.
5. *Capacity* is the ability of an individual, group or organisation to deal with others and for others to deal with them in a way that the parties consider appropriate to their needs. It also refers to a community's or organisation's ability to realise its goals. *Capacity's* prerequisites are access to resources such as finances, technology, information and expertise sufficient for effective decision-making. It also involves the ability to plan, to set objectives and strategies, and to implement those plans in a way that satisfies individual and corporate needs.
6. *Code of Ethics* is a written and agreed document that contains, principles, processes and agreed rules that govern the actions of parties in dealing with each other and their own constituents.
7. *Common Law*: is the body of law developed primarily from judicial decisions that are based on previous decisions and are unwritten in statute or code.

8. *Community* is a group of people who identify as, and are identified by people outside the community as, holding common interests. It is recognised that within any community there will be a variety of views and attitudes. With regard to this document, the term community refers to the entire Aboriginal population of North Stradbroke Island/Minjerribah and non resident Aboriginal Traditional Owners.
9. *Community Organisation* is a body that advances an interest and/or delivers a service to the community.
10. *Community Participation* refers to the consideration and incorporation of community views in planning and decision-making. It includes improved communication, consultation, monitoring and evaluation by and for the community, all of which are to facilitate involvement in decision-making.
11. *Conservation* is the protection of natural and cultural values.
12. *Consultation* is an open and accountable process whereby individuals and groups have a formal opportunity to influence the outcomes of a decision-making process.
13. *Core Values* are those values which must be protected if the community's vision is to be realised in a sustainable way.
14. *Culture* is everything that we are.
15. '*Cultural heritage* is the totality of forms of creativity - physical and non-physical - and the body of values through which, as part of its historical continuity, a people or nation reveals itself most clearly. Being the testimony of people's creative acts in the course of their history, and being an expression of their cultural soul and collective personality, it is in cultural heritage that cultural identity is rooted. It is cultural identity which provides cohesion to a community and which forms a living core of its total being and becomes the driving force for its future.' Makagiansar (1989)
16. *Cultural Resources* are the sum of the ways of living built up by a group of people, which is transmitted from one generation to another in a sustainable way.
17. *Cultural Significance*  
'The Quandamooka traditional estate as a whole, or items and places within it, can have either scientific (archaeological) or Aboriginal cultural heritage significance. The Burra Charter (Marquis-Kyle and Walker 1992) defines cultural significance as 'aesthetic, historic, scientific or social value for past, present or future generations'. This is mirrored by the Queensland Heritage Act 1992 that defines cultural heritage significance under Section 4 of the Act as 'aesthetic, historic, scientific or social significance, or other special value, to the present community and future generations'. It is the cultural significance of a place that should determine how the place is managed.' Pragnell (1999)
18. *Cultural Values* are qualities that make a place, thing or idea important for a people, a period or a group. Cultural values include: those things considered desirable or significant according to the way of life and beliefs of a people, community or group; those things which are important symbols of identity and aspiration and those things which hold aesthetic, historical, scientific, spiritual or social importance for past, present and future generations.
19. *Customary Law (Responsibilities)* are the laws, traditions, customs, observances, practices and beliefs that relate to all aspects of the life of Aboriginal people. As such, customary laws are broader in concept than common and statutory laws.

20. *Desired Environmental Outcomes* are statements describing the required outcomes from the implementation of a policy. They may also be utilised for inclusion within future Island specific provisions in the Redlands Planning Scheme.
21. *Ecologically Sustainable Development (ESD)* means the use, development and protection of the environment in a manner, and at a rate, which enables the community to provide for its economic, cultural, social and physical well being and for its health and safety while:
- sustaining the potential of natural, cultural and physical resources to meet the reasonably foreseeable needs of future generations;
  - safe-guarding the life-supporting capacity of air, water, land and ecosystems;
  - avoiding, remedying or mitigating any adverse affects of activities on the environment and cultural heritage; and
  - affording appropriate consideration of both long and short-term economic, environmental, cultural, social and equity considerations in deciding all matters relating to environmental and cultural heritage protection, restoration and enhancement.
22. *Economic Multiplier* is the flow-on and increasing economic, social and cultural benefit to a community from the income of businesses and employees, where they spend and reinvest within that community.
23. *Eco-tourism* is tourism that:
- focuses on personally experiencing natural areas in ways that lead to greater understanding and appreciation;
  - integrates opportunities to understand natural areas into each experience;
  - represents best practice for ecologically sustainable tourism;
  - proactively contributes to the conservation of natural areas;
  - provides constructive ongoing contributions to local communities;
  - is sensitive to, interprets and involves different cultures, particularly Aboriginal culture;
  - consistently meets and shapes client expectations; and
  - has accurate marketing that leads to realistic expectations.
24. *Environment* is the surroundings in which we operate, including air, water, land, natural and cultural resources, flora, fauna, people, and their interrelation. Surroundings in this context extend from within an organisation or community to the global system.
25. *Equity* means fair access to resources, which include housing, health, industry/employment opportunities and services.
26. *Governance* is the means for developing and implementing decisions affecting the Quandamooka Traditional Estate.
27. *Government Agencies* are the departments of government and associated organisations granted the responsibility for delivering services or managing responsibilities for the three levels of government.
28. *Housing Strategy* is a document which will contain the detailed investigation and actions for implementing the policy directions contained within this document regarding housing and associated issues.
29. *Implementation Mechanisms*: Government (Federal, State and Local) and non-government, legislative and non-legislative; policies, projects, processes and activities, which when actioned, work to achieve defined objectives.

30. *Indigenous Land Use Agreement (ILUA)* is provided for within the *Native Title Act*. An ILUA is a negotiated process where the parties (native title holders/claimants and others) agree on future dealings about certain issues. ILUA's are binding agreements, which provide legal certainty for all parties involved in negotiations.
31. *Inherent Rights* are passed on from generation to generation within the Aboriginal community and are expressed through customary law.
32. *Integrated Development Assessment Framework* is a framework for decision making with respect to development applications, which includes all relevant parties to the decision and is contained within the planning scheme.
33. *Integrated Transport Plan* is a document which will contain in detail the required actions to create an integrated transport system to and on the Island.
34. *Intellectual Property Rights* are rights attributed in law to the tangible or non-tangible property resulting from intellectual and creative effort.
35. *Minjerribah* is one of the traditional language names for North Stradbroke Island.
36. *Minjerribah Aboriginal Living Areas* are designated specific sites for the location of Aboriginal housing and camping on Unallocated State Land (USL) once native title has been determined.
37. *Native Title* is the term used to describe the rights held by Aboriginal and Torres Strait Islander people to land and waters under their custom and customary law. Native title is a common law right.
38. *Native Title Management Agreement (NTMA)* is a proposed Indigenous Land Use Agreement (ILUA) between Traditional Owners, RSC and State Government in relation to dealing with outstanding issues from a native title determination of the Quandamooka application. It will provide a mechanism for the coordination of planning and management responsibilities between the Aboriginal Traditional Owners, the Redland Shire Council and the State Government.
39. *Native Title Process Agreement (NTPA)* is the voluntary agreement entered into by the Quandamooka Land Council and the Redland Shire Council on 14 August 1997, which included a commitment by QLC and RSC to undertake a Strategic Planning Process.
40. *Natural/Cultural resource management authorities* are bodies that have authority to determine how resources are managed. They include the Department of Natural Resources and Water (DNRW), the Environmental Protection Agency (EPA) and Redland Shire Council (RSC). There is the potential for Aboriginal Traditional Owners to arrange the appropriate natural/cultural resource management authority with Local and State Governments through a Native Title & Management Agreement (NTMA) or other Indigenous Land Use Agreements (ILUA).
41. *Objectives* are specific goals to be achieved. The objectives in this document support progress towards the Vision and are guided by the Vision Principles.
42. *Off-road vehicles* are motorised vehicles that have the capacity to travel on unformed roads and beaches and include four-wheel drive vehicles, tractors and motor bikes.
43. *Performance indicators* are qualitative or quantitative indicators used to gauge the achievement of objectives

44. *Physical Services and Infrastructure* include tangible, often visible services such as roads, electricity, ferries, telephone and waste disposal and are provided by a range of service providers.
45. *Physical Infrastructure Code of Practice* is a Code of Practice (yet to be prepared) which will direct Redland Shire Council and the State Government in community participation, planning and delivery of physical services and infrastructure.
46. *Planning Scheme* is a statutory document to be prepared in accordance with the requirements of the *Integrated Planning Act* (1997). Its purpose is to achieve ecological sustainability by:
- (a) coordinating and integrating planning at the local, regional and state levels;
  - (b) managing the process by which development occurs; and
  - (c) managing the effects of development on the environment (including managing the use of premises).
47. *Planning and Management System* is the system of coordinated planning and management for a region or locale. For North Stradbroke Island it will be created over time and based on the framework of planning and management contained within this Aboriginal Community Plan. It will be based on the principles of:
- Integrated decision-making;
  - Recognition and incorporation of rights; and
  - Community participation.
- It shall primarily be progressed through the working relationship established by a Regional Partnership Agreement.
48. *Precautionary Principle* is an Ecologically Sustainable Development (ESD) principle, which involves dealing cautiously when risk and uncertainty exists in considering the impacts of large scale or irreversible change from proposed development.
49. *Protocol Agreements* refers to documents yet to be prepared which will state the roles and responsibilities and the contribution of financial, human and technical resources of the various parties to the implementation of the Aboriginal Community Plan.
50. *Quandamooka* is a place name in the Aboriginal sense, in that it refers to a living entity and a complex set of relationships. Quandamooka refers to an area that roughly coincides with what is now known as Moreton Bay and its islands. The correct reference to those living in that place is “the peoples of Quandamooka” or reference to the traditional Aboriginal people of the region i.e. Nughi, Nunukal and Gorenpul.
51. *Reserve* is a tenure category under the *Land Act* that is designated for a specific purpose, e.g. recreational reserve.
52. *Reserve Management Procedures Manual* is a proposed document which will contain the procedures for joint development of plans of management for North Stradbroke Island/Minjerribah reserves.
53. *Resource* is a means of supplying what is needed. Resources include physical things, but also include cultural, spiritual and social resources.
54. *Respect* means to recognise and treat with genuine consideration the differing views, rights and value systems of people.
55. *Response Criteria* pre-agreed remedial actions and criteria to be employed should impacts exceed agreed thresholds

56. *Self-governance* is a more self-determining management arrangement, which will be determined by the prevailing political, cultural, and resource circumstances of the parties involved. This, like all other processes, will evolve as situations change over time. *Self-Governance* means for the Aboriginal community the freedom to decide priorities and directions of their own lives and to freely determine their own affairs.
57. *Social Capital* or *Community Goodwill* is the store of trust, goodwill and co-operation between people in the workplace, voluntary organisations, the neighbourhood, the community and all levels of government. The degree of accumulated social capital is a measure of the health of communities, societies and nations.
58. *Social Infrastructure* includes services, programs, facilities and networks to meet the needs and aspirations of a community, particularly relating to community and individual well-being.
59. *State of the Environment Report* is a regularly published, plain English report that measures the trends and health of the natural environment and the achievement of Vision. To do this a manageable number of 'key indicators' are created to measure or check on trends, warning signs or the health of the natural environment and the progress toward the Vision. Information from other more detailed reports/studies are brought together in the State of Environment Report and measured against the 'key indicators'. The selection of 'key indicators' is through a process of community consultation, expert opinion, political decision making processes. It can recommend actions/plans to improve the health of the natural environment within the process of achieving the vision.
60. *Strategy*: The conscious association and structuring of actions to achieve efficiencies and respond to policy priorities.
61. *Sustainable economy* is one that complies with the principles of Ecological Sustainable Development (ESD).
62. *Traditional Estate* is the geographic area occupied, used and enjoyed by the peoples of Quandamooka.
63. *Vision* is an achievable dream of where we want to be in the future.
64. *Vision Principles* are more detailed descriptions of the Vision. They describe particular areas or subjects, which are priorities for the North Stradbroke Island/Minjerrabah Aboriginal community.
65. *Waste management strategy* is the strategy document prepared by Redland Shire Council in 1994, which details the actions and procedures for integrated waste management for the Shire.
66. Wetlands are areas that have acquired special characteristics from being wet or inundated on a regular basis including tidal wetlands, salt marshes, sea grass beds, Melaleuca swamps (and other coastal swamps), mangrove areas, marshes and lakes regardless of whether they are of a saline, freshwater or brackish in nature.

## REFERENCES

*Aboriginal and Torres Strait Islander Heritage Protection Act 1984 (Cth).*

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## **APPENDICES**

**COLOUR SUMMARY –QUANDAMOOKA ABORIGINAL COMMUNITY PROFILE and  
ACTION PLAN 2007**