



Cooperative Research Centre for Coastal Zone, Estuary & Waterway Management

Technical Report 24

Indigenous coastal and waterways resource management

**Current reflections
and future directions**

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Central Queensland
UNIVERSITY
Where Students Come First.

CRC for Coastal Zone
Estuary & Waterway Management



Indigenous Coastal and Waterways Resource Management: Current Reflections and Future Directions

Non-Technical Summary

Consultation with Traditional Owners and people from Aboriginal organisations was conducted in the Fitzroy and Port Curtis Catchments of Central Queensland during August 2002. The purpose of the study was to assist in the integration of Indigenous knowledge into all future projects in the CRC. Discussions were focused around: Indigenous coastal resource issues; current Indigenous resource management initiatives; future research projects and questions; Indigenous capacity building needs and training; and processes/protocols to advance collaboration between Indigenous communities and researchers. This report attempts, as far as possible, to accurately reflect the views and concerns of those consulted.

Study of the stakeholder decision-making environment undertaken prior to this consultation process highlighted several key issues limiting the contribution of Indigenous people to existing projects and initiatives, and future efforts for managing and caring for Country. The issues were: excessive overload and demand on Indigenous representatives' time and resources by Government and other organisations; limited expertise in some areas and unrecognised expertise and knowledge in others; lack of recognition and understanding of Indigenous people's culture, country and knowledge; insufficient institutional and legal recognition of Native Title rights and rights to access Country; and an inability or unwillingness of existing natural resource management and planning institutions to adapt structures and processes to suit the specific needs of Indigenous communities.

Main Indigenous coastal resource issues

The main issues identified from discussions covered five areas:

1. Deficiencies in representation and participation by Indigenous people in decision-making;
2. Certainty in government processes and recognition of cultural laws and protocols;
3. Determination of ownership of culture, rights to land and interest in research, planning and management of Country;
4. Protection and management of Indigenous cultural heritage; and
5. Lack of resources for Indigenous communities to be proactive and insufficient expertise in European decision-making structures.

Current Indigenous resource management initiatives

Of the several Indigenous initiatives and employment opportunities to manage Country in the Fitzroy Catchment, most had been initiated by Aboriginal communities and partially supported through financial and technical resources from Government (e.g. property management planning by Woorabinda Council). The various activities ranged from Traditional Owners implementing land planning and management, organising forums for Aboriginal people to share knowledge and manage land and sea Country and cultural heritage to consultation with government and other stakeholders.

Future research projects and questions

Of all the research issues identified by participants, the priority was determining the most appropriate framework and governance arrangements to support and progress Indigenous natural resource management. In particular, there is a need to understand the impacts of development on traditional hunting and practices and cultural heritage, and to recognize and incorporate into planning decisions Indigenous peoples' rights to water and associated resources.

Indigenous capacity building needs and training

Many of the impediments to Indigenous natural resource management were centered on difficulties with Government 'culture'; Government legislation, processes and requirements; accessing resources and support from Government; physical resources and training; land and water ownership and access rights; and, intergenerational transfer of knowledge about Country.

Future capacity building efforts need to cover technical, general and research skills using a two-way capacity building process. Cultural awareness training and the use of culturally appropriate communication, consultation and decision-making processes are other avenues to assist in changing the organisational culture and stakeholder environment to support Indigenous involvement.

Processes/protocols to advance collaboration between Indigenous communities and researchers

Adherence to research protocols by researchers when entering and working on Aboriginal land is an essential and important for forming good relationships. To avoid or minimize the risk of conflict between Traditional Owner groups, the use of private/small group discussions to disseminate information prior to public/community meetings is suggested to ensure widespread understanding and agreement is reached by the collective community. Also, an agreement between Indigenous communities and research organisations/researchers needs to be established outlining Indigenous peoples' roles, responsibilities and rights; and the inclusion of Indigenous people and involvement in the research process and outcomes.

Recommendations

Strengthening of Indigenous peoples' involvement in planning and management in the coastal zone is vital to the long-term sustainability of the coastal zone and its resources as their ownership and rights are restored. Future efforts need to be directed towards:

- 1) addressing current problems by negotiating agreement to adopt appropriate processes and protocols with Government and other stakeholders, including research organisations;
- 2) assisting in a two-way capacity building process with Indigenous people covering areas of awareness raising, skills and training, information and knowledge, facilitation and support; and with the integration of Indigenous ecological knowledge with Western science;
- 3) supporting the development of a framework for Indigenous governance, which would set out the appropriate institutional and legislative platform for Indigenous natural resource management.

Indigenous Coastal and Waterways Resource Management: Current Reflections and Future Directions

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Lindsay Black from Springsure reflecting on Country in the Upper Fitzroy Catchment.

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Acronyms

Coastal CRC	Cooperative Research Centre for Coastal Zone, Estuary and Waterway Management
CQ	Central Queensland
CRC	Cooperative Research Centre
CS1	Citizen Science Project 1 (project of the Coastal CRC's research program)
CSIRO	Commonwealth Scientific & Industrial Research Organisation
DPI	Department of Primary Industries
EIA	environmental impact assessment
EIS	environmental impact statement
EPA	Environmental Protection Authority
FBEC	Fitzroy Basin Elders Committee
GBRMPA	Great Barrier Reef Marine Park Authority
GIS	geographical information system
GPS	geographical positioning system
NHT	Natural Heritage Trust
QPWS	Queensland Parks and Wildlife Service

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Executive Summary

As part of the ongoing Citizen Science project activities in the Fitzroy and Port Curtis Catchments of Central Queensland this report was produced through a consultation process with Traditional Owners and people from Aboriginal organisations to assist in the integration of Indigenous knowledge into all future projects in the CRC. It attempts, as far as possible, to accurately reflect the views and concerns of those consulted.

Stakeholder analysis undertaken prior to this consultation process highlighted several key issues limiting the contribution of Indigenous people to existing projects and initiatives, and future efforts for managing and caring for Country. The issues were: excessive overload and demand on Indigenous representatives' time and resources by Government and other organisations; limited expertise in some areas and unrecognised expertise and knowledge in others; lack of recognition and understanding of Indigenous people's culture, country and knowledge; insufficient institutional and legal recognition of Native Title rights and rights to access Country; and an inability or unwillingness of existing natural resource management and planning institutions to adapt structures and processes to suit the specific needs of Indigenous communities.

The consultation process in the two catchments was conducted during August 2002 and a list of participants is provided in Appendix 1. Discussions were focused around: Indigenous coastal resource issues; current Indigenous resource management initiatives; future research projects and questions; Indigenous capacity building needs and training; and processes/protocols to advance collaboration between Indigenous communities and researchers. A summary of the results follow:

Indigenous coastal resource issues

The main issues identified from discussions covered five areas:

1. Deficiencies in representation and participation by Indigenous people in decision-making;
2. Certainty in government processes and recognition of cultural laws and protocols;
3. Determination of ownership of culture, rights to land and interest in research, planning and management of Country;
4. Protection and management of Indigenous cultural heritage; and
5. Lack of resources for Indigenous communities to be proactive and insufficient expertise in European decision-making structures.

Current Indigenous resource management initiatives

- There were several Indigenous initiatives and employment of Indigenous people by state Government in managing Country in the Fitzroy Catchment, but there were no similar Indigenous resource management initiatives identified in the Port Curtis Catchment.
- Current activities by Indigenous individuals and communities in relation to managing natural resources have been mainly initiated by Aboriginal communities and partially supported through financial and technical resources from Government (e.g. property management planning by Woorabinda Council).
- Activities by Aboriginal people, communities and organisations have involved:
 - implementing land planning and management (Darumbal Traditional Owner group);
 - organising forums for Aboriginal people to participate in sharing knowledge, planning and managing land and sea Country (e.g. Sea Forum) and cultural heritage;
 - gaining employment in the natural resource management area (e.g. rangers); and
 - consulting with Government and other stakeholders over resource planning and allocation.

Future research projects and questions

- A major research priority identified was the determination of the most appropriate Indigenous natural resource management frameworks and governance arrangements for the representation of Indigenous interests and rights.
- Study the impacts of human activities (e.g. tourism, development) on traditional hunting, marine foods and protection of natural and cultural heritage.
- Examination of how Indigenous rights to water and associated resources, and their cultural values are recognised and incorporated into decisions, specifically in environmental impact assessment and strategic planning processes.
- Investigation of Aboriginal cultural heritage; specifically, the need to identify areas of cultural significance at regional and local scale to inform and guide planning and negotiation. Identify methods to determine the acceptability of impacts against the scale of development, and the spatial scale of impact from cumulative effects, along with reforms to environmental impact assessment processes.

Indigenous capacity building needs and training

- Problems and impediments to Indigenous natural resource management were centered on difficulties with Government 'culture'; Government legislation, processes and requirements; accessing resources and support from Government; physical resources and training; land and water ownership and access rights; and, intergenerational transfer of knowledge about Country.
- To play a major role in coastal zone resource management capacity building efforts need to cover technical, general and research skills using a two-way capacity building process.
- The organisational culture of Government departments and other stakeholders need to be supported by cultural awareness training and culturally appropriate communication, consultation and decision-making processes.
- Opportunities for the CRC include offering capacity building initiatives to Indigenous people and communities to assist them in being more involved and successful in coastal zone resource management. The transfer of natural resource management knowledge tools and technology, and collaboration on research projects could provide many mutual benefits, as would exploring options for scholarships, technical officer traineeships, employment and small project grants.

Processes/protocols to advance collaboration between Indigenous communities and researchers

- Adherence to research protocols by researchers when entering and working on Aboriginal land.
- Researchers need to be cognizant of any sensitive issues in Aboriginal communities and seek to prevent or minimise any conflict between Traditional Owner groups through their research activities.
- Use of private/small group discussions to disseminate information prior to public/community meetings to ensure widespread understanding and agreement is reached by the collective community while avoiding or minimising the risk of conflict between Traditional Owner groups.
- From the onset of research activities an agreement between Indigenous communities and research organisations/researchers needs to be established outlining the determination of Indigenous peoples' roles, responsibilities and rights; and the inclusion of Indigenous people and involvement in the research process and outcomes (including the use of results and mutual agreement on the result prior to work commencing).

Recommendations

Strengthening of Indigenous peoples' involvement in planning and management in the coastal zone is vital to the long-term sustainability of the coastal zone and its resources as their ownership and rights are restored. Future efforts need to be directed towards:

- 1) addressing current problems by negotiating agreement to adopt appropriate processes and protocols with Government and other stakeholders, including research organisations;
- 2) assisting in a two-way capacity building process with Indigenous people covering areas of awareness raising, skills and training, information and knowledge, facilitation and support; and with the integration of Indigenous ecological knowledge with Western science;
- 3) supporting the development of a framework for Indigenous governance, which would set out the appropriate institutional and legislative platform for Indigenous natural resource management.

Introduction

The impetus for this report arose from outcomes of stakeholder analysis conducted by the task CS1 in the Port Curtis and Fitzroy Catchments. Also, the incorporation of Indigenous knowledge into coastal management and the consideration of the needs and aspirations of Aboriginal Australians and Traditional Owners in the management of the coastal zone were priorities identified in the Cooperative Research Centre for Coastal Zone, Estuary and Waterway Management's (Coastal CRC) recent Phase 2 project development process. In the Fitzroy Catchment, stakeholders ranked this issue as one of the most important areas for future research. Consequently, the Coastal CRC has highlighted the integration of Indigenous knowledge as a key principle for projects in the organisation. Information contained within this report seeks to inform and guide future Coastal CRC project development and research protocols with Indigenous communities. This report will be distributed to those people who contributed their information to this report and it will be available to Aboriginal communities and organisations to assist in current and future resource management initiatives.

Management and caring for Country is an issue identified by Indigenous communities as of critical importance. This report is timely given the recent 'Murries and Land Management Forum' (23-24th August 2002 by Fitzroy Basin Elders Committee and Gurang Land Council) in Central Queensland, and other investigations into Indigenous involvement in natural resource management (e.g. CSIRO's investigation into Indigenous resource governance, Natural Heritage Trust project studying the involvement of Indigenous people in natural resource management, Sea Forum activities).

The Coastal CRC considers the integration of Indigenous knowledge to be a key principle to be incorporated as part of the adaptive management framework for decision making on natural resource management issues. The stakeholder analysis undertaken by task Citizen Science Project 1 (CS1) prior to this consultation process has highlighted five main issues that limit the contribution of Indigenous people to existing projects and initiatives (see Jennings and Lockie 2002). These include:

- current overload and demand on Indigenous representatives' time and resources by numerous organisations;
- limited expertise in some areas and unrecognized expertise and knowledge in others;
- lack of recognition and understanding of Indigenous people's culture, country and knowledge;
- insufficient institutional and legal recognition of Native Title rights and rights to access Country; and,
- inability or unwillingness of existing natural resource management and planning institutions to adapt structures and processes to suit the specific needs of Indigenous communities.

The results of the stakeholder analysis activity suggest the Coastal CRC interests in Indigenous involvement should be directed towards identifying opportunities to:

- support existing Indigenous coastal management initiatives rather than solely inviting participation in new initiatives;
- maintain a commitment to long-term collaboration and capacity-building; and,
- employ, where possible, local Indigenous people to undertake research with Indigenous communities.

Objectives

The specific objectives of this project were to consult with Traditional Owners and people from Indigenous organisations within the Fitzroy and Port Curtis study areas and to advise the Coastal CRC regarding:

1. appropriate structures and processes for collaboration between Indigenous people and the Coastal CRC, with particular reference to the diversity of Indigenous peoples within the two catchments;
2. priority issues for Indigenous communities within the catchments that may be addressed through Coastal CRC research;
3. opportunities for Coastal CRC projects to support Indigenous coastal resource management initiatives;
4. existing skills and capacity building needs among Indigenous communities for coastal management; and,
5. any further issues Indigenous people believe the Coastal CRC should be aware of when undertaking its research activities.

The outcomes of the consultation with Traditional Owners in the Fitzroy and Port Curtis Catchments have been summarized in this report in the following five areas:

1. issues facing Indigenous communities in relation to coastal resource management;
2. existing Indigenous resource management initiatives relevant to the coastal zone;
3. potential research projects/questions on protecting and managing Country;
4. capacity building needs and opportunities – ways to assist Indigenous people and communities; and,
5. suggested processes/protocols for furthering a research agenda with Indigenous communities.

Consultation Process

Over a three week period the consultancy team met with a number of Traditional Owners and Aboriginal groups in the Fitzroy and Port Curtis Catchments to discuss the five areas outlined above. The people consulted are listed in Appendix 1, and throughout the report the specific ideas and knowledge contributed is acknowledged by identifying the person. Each person gave their consent to have their knowledge and contributions used and for their verbal knowledge to be acknowledged using identifying names in the text. During meetings with participants the discussions were structured around the five objective areas.

History of colonisation in Central Queensland

The colonisation and early European settlement of the Central Queensland region (for further detail see Hornagold 2000; Koerner 2001) involved numerous attacks by local Aboriginal clans on white settlers as they struggled to fight against the invasion of their country. There are recounts of massacres of Aboriginal people during the period of early settlement and indiscriminate loss of Aborigine life (Hornagold 2000; Koerner 2001). The history of early settlement of Central Queensland is not widely known within the non-Indigenous communities and there is often only limited awareness or knowledge of the events that occurred.

Contributions of Indigenous people to sustainable land use

Indigenous people possess an intimate local knowledge of their Country as custodians and Traditional Owners. Across Australia there are a multitude of examples illustrating the value of Indigenous involvement in land management (e.g. Kakadu National Park in the Northern Territory through co-management, Woorabinda Aboriginal Community in Central Queensland). To Indigenous people, their claiming back of their Country “reflect[s] the centrality of land to their culture and religion” (Lane 2002, p. 828). Positive outcomes from Indigenous management of Country have occurred despite tensions between Indigenous people and Governments and other non-Indigenous people and institutions. This has occurred while Indigenous people struggle to assert sovereignty over land and resources as they lay claim to their traditional lands.

Involvement in sustainable land use by Indigenous people has had many positive features but numerous institutional arrangements have hampered management of Indigenous lands. Institutional systems and processes of Government have failed to provide a platform for collaborative planning between Indigenous people and Government institutions (Lane 2002). Also, problems in Indigenous participation due to their marginalization or “invisibility” of Aboriginal interests have led to a struggle for legitimacy of their Indigenous interests in decision-making (Lane 2002). This struggle for legitimacy and

equal standing in decision-making is part of their fight for rights and access to land.

Current employment and roles of Indigenous people in natural resource management

Employment of Indigenous people in natural resource management across the Central Queensland region is mainly in the area of Indigenous trainee ranger positions within state Government departments. Trainees are often located within Government natural resource management departments and involved in the management of land and water issues, and protection of areas. These positions are often of a temporary status, of 1-2 year duration, with no guarantee of continuation and a high level of dependence on funding from outside the region. The role of these rangers is to work at a practical level to consult with Traditional Owners on country, to get greater Indigenous involvement in management of country and the use of traditional knowledge.

Indigenous Coastal Resource Issues

A key difference between Indigenous and non-Indigenous approaches to natural resource management is that Indigenous people hold a holistic picture of a mythico-religious landscape, which intricately links natural elements with cultural heritage. As indicated by Toby et al. (1999, p. 3) “aboriginal people consider ‘country’ to be a cultural landscape in which all environmental aspects form part of an integrated picture”. Subsequently, in planning processes efforts to achieve sustainability need to incorporate cultural aspects, and understand and respect Indigenous processes. Indigenous processes include the traditional Aboriginal decision-making processes, timelines, delegation to representatives, and ways of participating, which are couched within the overlying culture. Not surprisingly many issues are the result of conflict between Indigenous and non-Indigenous processes, and the preeminence of the later to be used as the template.

From discussions with Indigenous people the issues identified can be grouped into five main areas:

1. deficiencies in representation and participation of Indigenous people in decision-making;
2. certainty in Government processes and recognition of cultural laws and protocols;
3. determination of ownership of culture, rights to land and interests in research, planning and management of Country;
4. protection and management of Indigenous cultural heritage; and,
5. lack of resources for Indigenous communities to be proactive and insufficient expertise in European decision-making structures.

1. Deficiencies in representation and participation of Indigenous people in decision-making

Dissatisfaction with current planning processes and management decisions by Indigenous people indicates a need to improve current practices to capture Indigenous peoples' views in the process and for outcomes to reflect Indigenous values. Problems experienced are often due to the numerous committees which exist, and the difficulties Indigenous people (and others) experience when they seek to be involved in natural resource management. The issues identified included:

- Tokenism on committees/groups where Indigenous representatives participate but have a limited voice and influence. A common concern is the lack of a real voice and inclusion of Aboriginal representatives in different forums. Indigenous people are not given the opportunity to be equal partners in the process.
- Consultation processes do not accommodate traditional Aboriginal decision-making processes and timelines and there is an associated lack of respect by decision-makers of traditional experts. Current decision-making processes do not allow negotiation between different parties.
- Inability of current approaches to include the proper or most appropriate Indigenous representatives in planning processes etc.
- Current representative structures and consultation processes do not allow the different views within Aboriginal communities to be heard.
- Absence of Indigenous persons to liaise between Government departments and Indigenous communities to assist in representing Indigenous issues appropriately in the media and providing information on Indigenous issues.
- Concerns by Indigenous people over the issue of “corporate assimilation” whereby the contributions of Indigenous people undergo change when they become employed by Government and become removed from the views of Indigenous communities in the process.
- Current Environmental Impact Assessment (EIA) and strategic planning processes are viewed as ineffective in communicating information on Indigenous natural and cultural heritage, and there is a lack of protocols on how to engage and involve Indigenous communities.
- No cultural awareness process established in planning processes to inform non-Indigenous participants.

2. Certainty in Government processes and recognition of cultural laws and protocols

Certainty in regulation and planning processes is required to provide a stable environment for Indigenous people to participate. This entails a number of related issues including:

- Greater public awareness and understanding of decision processes used by Indigenous people.
- Certainty of Government processes and continuity of non-Indigenous people (mainly Government personnel) in the process of consultation, negotiation and decision-making.
- Recognition and inclusion of traditional laws and protocols, such as for traditional hunting. Provide certainty in traditional hunting approval processes and ways to include South Sea Islanders and Torres Strait Islanders.
- Explore the role, responsibilities and involvement of land councils in land management and natural resource management.
- Planning processes undermine the traditional rights of Aboriginal people.
- Natural resource management plans to go beyond looking at environmental issues to examine the long term impacts on the social, cultural and economic well-being of Aboriginal people.
- The scarcity of Aboriginal managers in natural resource management at a senior management level to inform and guide the development of management plans. Other activities are the prosecution of Traditional Owners when they infringe European law (e.g. collecting and taking marine fauna) and management of cultural heritage.
- Government to recognise the traditional knowledge of Indigenous people (e.g. Indigenous rangers informing decision-makers on Indigenous laws and practices). It is inappropriate for Government managers to ask Indigenous rangers to provide advice on cultural issues that should be dealt with through a formal structure with Traditional Owners involved. A three way dialogue between Government decision-makers, Indigenous rangers and Traditional Owners is necessary.
- A stronger and broader Indigenous voice in decision-making depends on greater resourcing to support the operational activities of Indigenous people and capture the various views held by Indigenous people.
- An understanding is needed of Aboriginal decision-making by Non-Indigenous people.
- An expectation exists that Indigenous people will adapt to current bureaucratic and European decision-making processes and timing of activities.
- Need to develop cultural heritage management plans with fire management plans to enable the protection of important sites and incorporate the use of traditional knowledge on burning regimes.

3. Determination of ownership of culture, rights to land and interests in research, planning and management of Country

- Protection of Intellectual Property Rights and the traditional knowledge of Indigenous people, which is complicated given knowledge is verbal and

harder to protect. This includes the protection of land and cultural images, which are used without Aboriginal peoples' consent or control.

- Problems of access to land, legal rights to water and threats to cultural heritage from mining and tourism.
- Input into tree clearing and vegetation management policy.
- Research results on sea and land Country to be communicated in an appropriate manner to local Indigenous communities (draft and final findings). Alternative and more appropriate forms of communication need to be considered and used. Generally, written documents are often not the best form to convey research results to the Indigenous communities, especially if there is limited western scientific literacy. More innovative ways to convey information suggested by participants consulted included: photo, books, displays, radio interviews, and speaking face-to-face with individuals and groups.

4. Protection and management of Indigenous cultural heritage

- The ability of Aboriginal communities to protect and manage their natural and cultural heritage is impeded by the lack of access to land and water in general, which includes coastal areas and waterways.
- Continued use of coastal areas by Indigenous people is prevented due to development and private land ownership causing aesthetic changes, loss of food resources and traditional meeting sites
- The misinterpretation and representation of facts concerning cultural heritage.
- No management plans for cultural sites or recording of sites in marine areas and islands.
- Researchers fail to consult with Traditional Owners or seek permission for access to traditional areas. Instances of damage to cultural sites and lack of respect have occurred.
- Damage to cultural heritage sites from natural processes (water and wind erosion, wildlife and cattle damage) and human interference (human impacts, disturbance and vandalism of sites).
- Difficulty in obtaining funds to protect and manage cultural heritage. There currently exists little opportunity to check and monitor cultural heritage sites or to teach Indigenous and Non-Indigenous people about cultural heritage.
- Lack of capacity in terms of resources and the appropriate processes (e.g. legal) to manage Aboriginal Keeping Places and sites for Indigenous and Non-Indigenous communities.
- Insufficient number of Indigenous rangers on the ground working to protect and manage cultural heritage sites. There is a lack of knowledge

held by rangers on cultural site location and information because there is rarely cultural heritage in their work or training program.

- Greater awareness is needed in Non-Indigenous communities that Indigenous cultural heritage and country form a holistic picture.



Rock art site located near a waterway on property in the Nogoia River catchment of the Upper Fitzroy.

5. Lack of resources for Indigenous communities to be proactive and insufficient expertise in European decision-making structures

- Most Aboriginal people don't have a good level of awareness of planned changes to the environment, which impedes their ability to be proactive
- Land Councils such as the Gurang Land Council have not been able to engage in the vegetation management process because of a lack of resources and expertise. Their involvement in National Parks management has been piecemeal, ad hoc and difficult due to their participation being based on outcomes of Native Title claims and subsequent negotiations. Land Councils can be influential in park and other land management decision-making but they require resourcing and staff expertise.
- The importance of supporting Traditional Owner groups and the value of long-term support to build capacity to manage Country is viewed by Indigenous people as an issue for Government. Along with Government support Indigenous people require capacity building beyond financial and technical assistance. Government need to help support Indigenous institutions (e.g. agencies or organisations) to provide Indigenous land and sea management.
- Absence of long-term funding and commitment by Government to support Indigenous involvement in natural resource management.

- Traditional Owners possess insufficient understanding and knowledge of Government department structures and processes, and availability of funding resources to assist with management of country.
- There is a need for a right of access as part of Native title recognition to allow for hands on management of country by the Traditional Owners. Generally Native Title is not recognised and where it does exist there is only a weak form of 'tenure'.
- Indigenous people have insufficient knowledge of what natural resource management activities are occurring and the information available, and find it difficult to keep track of programs, Government department changes and people.
- Indigenous groups comply with Government guidelines, but these actions do not support grassroots/community initiatives.
- Few opportunities for young Indigenous people to be employed in local or state Government positions outside of temporary traineeships.
- Difficult for Indigenous communities to be proactive and move forward when local Governments are not supportive of protecting cultural heritage.
- Aboriginal people need to create greater awareness in the wider community as to their cultural and legal rights to hunt and collect traditional foods, and continue to value and exercise these rights. By not exercising these cultural and legal rights Indigenous people risk having these values viewed as dubious and their rights removed.

Current Indigenous Resource Management Initiatives

This section looks at the current activities of Aboriginal social, economic and cultural organisations and Aboriginal communities involved in land and water management in the Fitzroy and Port Curtis Catchments. While there were several Indigenous initiatives and employment of Indigenous people by state Government in managing Country in the Fitzroy Catchment, there were no Indigenous resource management initiatives identified in the Port Curtis Catchment. Time restrictions prevented extensive consultation in the Port Curtis Catchment and it is possible current Indigenous activities have been unidentified in our process. This may also suggest efforts by Aboriginal communities and organisations in this catchment are being focused on priority socio-economic issues confronting local communities.

A potential future coastal zone activity being developed by local Aborigines is work on maintaining healthy waterways with the development of a Community Development Program involving Port Curtis industries, local Governments and Aboriginal groups to clean up rubbish and reduce pollution. The following includes a brief summary of current activities by Indigenous individuals and communities in relation to managing natural resources.

Woorabinda Property Management Planning

Woorabinda Council, in conjunction with the Woorabinda community is conducting a property management planning process on their 21,900 hectares of land to identify land based enterprises. The planning process has been a joint venture between the Woorabinda Council and local community, Department of Aboriginal and Torres Strait Islander Policy, and Department of Primary Industries. Activities have involved soil and vegetation mapping, land system identification, and tours of agroforestry, horticulture, and tree plantation sites. In response to EPA regulations, Woorabinda Council must shift their current wastewater discharge to prevent contamination of the nearby Mimosa Creek (subcatchment of the Dawson River). Extensive land use assessment and planning has identified another site for wastewater disposal from the sewage plant. This water will be used to support a tree plantation. Value-adding will see the trees used for their essential oils (lemon gum tree) and native seed collecting for mine rehabilitation. The outcome has been a sharing of cultural and technical knowledge between Indigenous communities and with Government departments, review of cultural history to inform future activities and practical experience for trainees. The success factor has been the building of positive relationships with Government and the wider community. Outcomes to date have been on-ground training for Indigenous communities focused on self-sufficiency and the development of training modules to meet Indigenous peoples' land management needs. The planning and implementation process is being documented to improve operations and act as a case study for other Indigenous communities. [information from Steve Kemp and Dean Gooda]

Water allocation and water rights issues in the Fitzroy catchment

Over the last 6 years, there have been numerous consultations with the Central Queensland Murri community about water allocation and water rights. Very little of this appears to have been heard by government in the resource management sector and other stakeholders. The last water related consultation is the proposed "overland flow" amendments to the Fitzroy River Water Resource plan. Three Indigenous representatives (Col McPherson, Shirely Anderson, Lindsay Black) will contribute to a Community Reference Panel (made up of various 'stakeholder' groups) advising the Government about overland flow and related infrastructures.



Bob Muir with Dean Gooda discussing future plans for eight-mile paddock at Woorabinda, which covers 10 hectares and will be used for tree plantation fed by wastewater.

Murries and Land Management Forum

The recent Murries and Land Management Forum was an excellent example of Indigenous people working together to advance their involvement in natural resource management and to share and celebrate different community success stories. These events are rare and usually organised when funds are available to assist Traditional Owners from all over the Fitzroy Basin and beyond to travel and meet. The Fitzroy Basin Elders Committee (assisted by NHT funds) organised the forum with the assistance of the Gurang Land Council.

Sea Forum

Sea Forum is an Aboriginal community alliance involving thirty Traditional Owners along the Queensland coast. Sea Forum is working towards Regional Agreements in order to advance each local Indigenous group's aspirations by providing a basis for negotiation. The collective aspirations of Sea Forum include: respect for Aboriginal aspirations in resource planning and management; sustainable resource use and management through cooperation, education, cultural practice and regeneration; and the generation of sustained socio-economic benefits (For further information refer to <http://www.seaforum.org>). Currently, Sea Forum is seeking to establish protocols and processes with Government, Great Barrier Reef Marine Park Authority (GBRMPA), and other Indigenous groups over traditional hunting access and resource extraction.

Natural Heritage Trust (NHT) project on Indigenous natural resource management

The Fitzroy Basin Elders Committee (FBEC) assisted by NHT funding is carrying out a project aiming to build capacity for Indigenous people to participate in natural and cultural resources management. The three broad aims of the project are: to improve the ability of Aboriginal people to plan and manage their own land (or sea) projects; to improve cooperation between Aboriginal and non-Aboriginal communities in cultural and natural resources area; and to raise the profile of Aboriginal interests and aspirations within mainstream natural resource management and planning. Successes of the project to date have seen Aboriginal trainees assisted in carrying out tree planning and land rehabilitation work around Emerald, Aboriginal tourism enterprises, and getting Aboriginal people a stronger voice and influence in park management, vegetation management planning and other land management forums. [information by Graham Lightbody] (for more details see Gurang Land Council and FBEC 2002, p. 4)

The FBEC was formed after the Bowen Basin Project, which was the first major project where Traditional Owners in the Bowen Basin of the Fitzroy Catchment worked on cultural heritage management. The FBEC is a voluntary group of Aboriginal Elders working towards improving the environment in Central Queensland and strengthening the involvement and contribution of Aboriginal people to environmental protection, planning and management. In relation to training initiatives the FBEC assisted in developing 'Caring for Country', a TAFE course conducted in 2001.

Indigenous rangers involved in managing land and sea Country

A number of Indigenous people are employed on a casual, temporary or permanent basis as rangers or trainee rangers with the Queensland Parks and Wildlife Service (QPWS) to manage and protect marine parks and National Parks. The role of Indigenous rangers is to incorporate and acknowledge traditional Indigenous ecological and natural resource information. This requires working with Traditional Owners on protected areas and gaining their involvement in fire management planning, weed management and feral animal management issues.

Under the Equal Opportunity in Public Employment Act 1992 specific positions have been created in the EPA to employ Indigenous people. Within the Central Queensland region the QPWS have ten new Indigenous ranger positions, of which there are six trainees within the Rockhampton/Gladstone district. Examples of some Indigenous ranger positions include:

- Aboriginal rangers at Blackdown Tablelands National Park.

- Two Darumbal men are employed as Marine Park Rangers involved with management from Shoalwater Bay to Keppel Bay and they form the first Indigenous patrol in the marine parks.
- QPWS in Rockhampton currently have an Indigenous ranger position (the temporary ranger is completing studies for a Bachelor of Science Protected Area Management) within the natural resource management unit (the permanent position is held by a person studying a Diploma of Wilderness, Reserve & Wildlife and sponsored by a Environmental Protection Authority (EPA) scholarship).

Darumbal Traditional Owner group managing Country in the Fitzroy catchment

Darumbal share management of a cattle station in the Fitzroy Catchment with a neighbouring Traditional Owner on overlapping Native Title boundaries. Their Native Title boundary also encompasses a mine they are involved in with a mining company. Cultural heritage surveying of Country is a role carried out by the Darumbal people at the Darumbal Noolar Murree Aboriginal Corporation for Land and Culture, who have expertise in surveying and artifact identification.

Gurang Land Council

Gurang Land Council is a legislated Native Title Representative Body and deals with Native Title. While the Land Council seeks to help Indigenous people become involved in managing land, sea and water, there is a problem of funding in trying to get better involvement in management.

Cultural Heritage Protection and Management

In the Upper Fitzroy catchment Lindsay Black is an Elder and President of the Fitzroy Basin Elders Committee involved in cultural heritage interpretation and protection, and is working towards better management of culture and keeping places of Aboriginal artifacts. In the Upper Fitzroy a 19.6 ha cultural heritage site on Tanderra Station (pastoral leasehold land) was gazetted in 1994 as a QPWA/EPA (department) and official purpose reserve. The reserve is managed by trustees (local landholder, two Traditional Owners, QPWS/EPA) and is a good example of co-management based on trust and respect between Indigenous people, Government and a landholder. [information from Lindsay Black and QPWS/EPA]



Participants on a cultural heritage tour to Ka Ka Mundi and Salvador Rosa areas of the Upper Fitzroy viewing an Aborigine rock art site under the guidance of Darryl Black.

Processes/protocols to advance collaboration between Indigenous communities & researchers

Protocols produced by Aboriginal organisations and groups exist for Government departments and researchers to inform them of the appropriate ways to contact people and negotiate arrangements. These protocols represent a code prescribing correct etiquette and procedure for non-Indigenous people. An extract of a protocol is provided in Appendix 3 as an example. Protocols differ between Traditional Owner groups but there are commonalities between protocols. Protocols are established to cover research, Native Title and cultural heritage. There are three types of protocols: representative level (e.g. ATSIC national policy), representative group (e.g. Fitzroy Basin Elders Committee), and Traditional Owners. The research protocols are important for making non-Indigenous people respect and be accountable to Indigenous Australians when entering and working on Aboriginal land. Often formal written agreements and permits are used to ensure appropriate conduct and actions by researchers are observed.

Also, protocols for creating and maintaining working relationships between different Traditional Owner groups is necessary since the introduction of Native Title and the shift to individual groups protecting their rights to their Country, protection of physical cultural heritage items and spiritual aspects. Protecting the traditional knowledge of individual groups is necessary given that knowledge is oral and not written, and information on Aboriginal cultural sites is a means of proving a community's ties to particular areas of land that are part of their Country. In instances where a group's knowledge could be used against them, a process of meeting with individual groups needs to occur. It is important for researchers to be cognizant of these sensitive issues

to prevent or minimise any conflict between Traditional Owner groups through their research activities. Steps should be taken to avoid or minimise this risk.

All Indigenous communities request respect from persons coming into their Country. This is a two-way process, with many Indigenous people believing that to gain respect one must give respect. A protocol should include a requirement for persons to give respect and conduct themselves in an appropriate manner with good behaviour in meetings.

Most protocols covering Indigenous research incorporate four components, which are: 1) obtaining informed consent; 2) optimising benefits to Indigenous people and their communities; 3) recognising Indigenous intellectual property rights and culture; and 4) agreeing on appropriate use of research results with participants and their communities. More detailed information on these components can be gained from a set of protocols published by the Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS) – <http://www.aiatsis.gov.au> , specifically their Guidelines for Ethical Research in Indigenous Studies - <http://www.aiatsis.gov.au/corp/docs/EthicsGuideA4.pdf>

Processes to establish and maintain collaborative research opportunities between Indigenous communities and research organisations/researchers need to consider:

- determination of Indigenous peoples' roles, responsibilities and rights;
- inclusion of Indigenous people and control over research processes and outcomes (including use of results);
- understanding and dealing with Intellectual Property rights to acknowledge and protect Indigenous knowledge contributions to research; and
- ways to form effective partnerships – building trust, respect and good relations (e.g. relationship formed between private property owners (graziers), Traditional Owners and Aboriginal communities to manage cultural heritage)

Protocols can cover the process of conducting research involving Indigenous participants (both as respondents and co-researchers) and when Indigenous culture is the focus. Protocols cover research which includes:

- groups and communities containing Indigenous people;
- research involving Indigenous people as respondents or co-researchers;
- research involving any aspect of Indigenous intellectual property.

Indigenous research protocols exist in conjunction with the standard adherence to a university's Human Ethics in Research Policy that protects the rights of human research subjects. Protocols need to be worded and directed at delivering the appropriate respect to the knowledge, values, cultures, and languages of Indigenous peoples. Also, they must recognize and respect the standards used by Indigenous people to legitimate knowledge. Ultimately,

these protocols need to support the participation, protection and partnership of Indigenous people. The following list contains common attributes of Indigenous protocols taken gathered from a range of research and Indigenous organisations.

The diversity of views and interests within Indigenous communities can cause conflict within communities if views represented in meetings differ from those held by non-participating individuals. Recording of meetings is important to protect those people who participate. Also, people need to be aware that some Aboriginal people may be constrained in public meetings to express their true sentiments as they may be bound by political or organisational beliefs. Another option is to speak privately with people in small groups or on a one-to-one basis prior to public or group meetings. Existing conflicts or sensitivities within the community can be identified by researchers this way and steps taken to ensure their activities do not create further unrest. Consulting with individuals or small groups in private may however, produce questionable outcomes and problems in the long term if other people in the community are excluded and their views not heard. While being aware of sensitivities within the community, it is necessary for researchers to hold public or large group meetings where everyone in the community can attend to receive information and give input. This activity produces a more reliable expression of the community's view and any misunderstandings avoided. These meetings are carried out in conjunction with prior private discussion with people so individuals can be more fully informed about the issues and prepared for the meeting.

The list below is a guide to upholding and advancing ethical Indigenous involvement in research and protection of Indigenous knowledge. It is in no way a comprehensive list for all Indigenous contexts. As stated by Toby et al. (1999, p. 3), "consultation and negotiation are obviously complex issues ... while there are certain fundamentals to these processes the nature of these will largely be determined on a case by case basis". Some fundamentals include:

- In the early planning stages of the research project discuss the research question with Indigenous people to determine if they have an interest in the research. This is followed by consultation with the appropriate Indigenous individuals, groups or communities;
- Further refinement and adjustment to the research question and activities may be required at this point after discussion with Indigenous people. A final stage of the research should include areas and proposed activities for further action by Indigenous people;
- Develop clear rationales for including, or excluding, Indigenous participants in the research project. Seek to avoid any marginalization between researchers and Indigenous persons, and between indigenous people and groups;
- Establish the type of working relationship with Indigenous people based on the level of involvement. If Indigenous people have a large interest

in the research area or outcome, then researchers should seek a relationship of collaboration and partnership with participants;

- Formation of a partnership arrangement which outlines people's contributions, expectations, extent and areas of substantial control over the research activities, reporting formats and milestone dates. This includes researchers and Indigenous people deciding on how to mutually share research skills and project outcomes;
- Jointly agree on how Indigenous people and relevant communities will receive the results of the research to ensure the form they are delivered in will be understood and useful;
- Consult with Indigenous participants the issue of protecting intellectual property and reach agreement on the management of sensitive/confidential information and how information will be used;
- Obtain written informed consent from participants prior to initiating the research activities. Respect those individuals who choose not to participate;

These general points on appropriate and culturally respectful ways of speaking with Indigenous people are available at Ethics & Codes of Conduct – <http://www.abc.net.au/message/proper/ethics.htm> and are taken from Protocols for Consultation and Negotiation with Aboriginal People (Queensland Department of Families, Youth & Community Care, 1998).

Future research projects and questions

Those Indigenous people consulted suggested several potential research areas. Many intricately linked the coastal ecology and resources with impacts on Indigenous people (cultural, rights, health). In no order of importance the following research areas are summarised below.

1. *Study the health effects on Indigenous people from eating traditional marine foods (turtle, dugong) and how environmental health impacts on Indigenous culture.*
2. *Study the impact of tourism (including cultural heritage tourism) on natural and cultural resources (e.g. clearing, walking tracks, humans)*
3. *Examine the trade-offs between commercialisation (water allocation, traditional foods and medicines, cultural tourism) of coastal and waterway resources and the environment for Indigenous people – implications, outcomes and future for Indigenous people.*
4. *Investigate the rights of Indigenous communities to water in terms of Native Title and the impact on Native Title rights if development impacts on the level of native foods/resources (e.g. impact on lower waterways from reduced environmental flows from dams).*

5. *Examine how Indigenous links with the coast, waterways and resources are represented and included in decision-making processes, specifically in Environmental Impact Assessment (EIA) and strategic planning processes and identify ways to strengthen Indigenous participation and protection of cultural heritage.*
6. *Identify at a regional and local scale the priority cultural heritage areas of significance to guide and inform decision-making and allocation of funds for cultural heritage protection and management. Included in this is the development of negotiation and trade-off processes between protection and development.*
7. *Examine the current approach to cultural heritage impact assessment and determine the acceptability of impacts against the scale of development, and the spatial scale of impact from cumulative effects. Devise a method to link the scale of development and the value of the area, along with the means to determine the acceptable limits of change. Suggest reforms to EIA processes to accommodate different dimension and assessments of scale and impact. [information from Luke Godwin – Murries in Land Management Forum]*
8. *Identify the most appropriate Indigenous natural resource management governance arrangements for representation of Indigenous interests and rights.*

Advance the overall development of a culturally appropriate framework for planning and management of Indigenous peoples' land and sea Country. For example, GBRMPA's recent consultation over islands turned into National or marine parks along the Capricorn Coast highlighted the lack of Indigenous consultation. There is an identified need for a Traditional Owners reference group to be established to direct an Indigenous liaison person(s) to communicate issues to Indigenous communities, and the formation of a group of Elders to direct state Government departments (Water Police, DPI, EPA, QPWS) [suggested by Billy Mann and Malcom Mann].

Formation of an Elders group in theory would function with the respect and support from Indigenous communities, would ensure the appropriate persons are making decisions with respect to their country and acknowledge the information value of Indigenous people. In practice the FBEC was established largely for this purpose, however, the Elders Committee has struggled to maintain a secure funding base and gain long-term support from Government, and it also remains without a strong mandate from some parts of the Murri community.

9. *Study the impacts of traditional hunting on sea life (turtle and dugong) and identify other threats, and determine the limits of sustainable harvest [suggested by Billy Mann and Malcolm Mann]*

Past research by scientists has resulted in the removal of Indigenous peoples' rights. Many Indigenous people believe this research to be

flawed and want further research to be conducted and used to inform decision-making

10. *Identify best practice for management of Indigenous cultural heritage sites (use of keeping places, fencing sites, impact monitoring, formulation and implementation of management plans)* [suggested by Lindsay Black]
This research would incorporate known sites in the Upper Fitzroy catchment, Capricorn Coast and islands and focus on identifying culturally appropriate management approaches. A component of the research would look at state and local Government involvement in and resourcing of cultural site protection and management, regulations, and culturally appropriate ways of managing land and cultural heritage.
11. *Aboriginal and European history of the Fitzroy Catchment – a cultural perspective of the waterways and land – past, present and future.* [suggested by Lindsay Black]
Documentation and presentation of Aboriginal cultural heritage in the Fitzroy Catchment to increase community awareness of cultural heritage highlight the significance of sites and Aboriginal people's association with the land and waterways. It would involve collating and presenting video, photographic and written material in a documentary style. Most importantly it would resource Indigenous people to research their own cultural heritage and contribute to their Indigenous knowledge.
12. *Development of an Indigenous CoastCare project to encompass holistic management of the cultural and ecological resources on land and water, within the coastal zone, marine and waterways* [suggested by Graham Lightbody and Duane Johnson FBEC]



Local Aboriginal guides sharing their cultural and ecological knowledge about the Fitzroy waterways with Coastal CRC researchers (Nogoia River, Oct 2002).

Indigenous capacity building needs and training

Indigenous capacity building should occur along with changes in other areas of natural resource management in such areas as Government culture, cultural awareness training, modified and culturally appropriate communication, consultation and decision-making processes, and training Government persons in learning to understand Indigenous knowledge and perceptions of Country. Indigenous communities require greater capacity if they are to cross cultural and scientific boundaries, and to enable Indigenous people to play an active and equal role in natural resource management. Many of the points raised in this report highlight the value of Indigenous land and sea management agency, along with employment of Indigenous people in Government departments.

This next section on Indigenous capacity building is comprised of three parts:

1. resource problems and capacity building impediments confronting Indigenous people and communities as they seek to undertake or participate in natural resource management;
2. opportunities and training activities identified by Indigenous people for managing Country and involvement in natural resource management planning processes; and,
3. the discussion of possible training activities on offer from the Coastal CRC.

Problems and impediments to Indigenous natural resource management

- The sometimes hostile, obstructionist 'culture' within Government departments.
- Too many Government departments with little consistency across them.
- Lack of land and water ownership and access rights. Land was taken from Aboriginal people in the past but while 'connection' to Country is still strong, opportunities for recovery of culture, reconciliation with parts of the non-Aboriginal community (e.g. non-Aboriginal landholders) and for passing on knowledge about Country to younger generations are limited.
- Land returned to Aboriginal people is often in poor condition as a result of damage by mining, overgrazing and waste dumping.
- Outdated and inappropriate legislation.
- To meet the standards set by Government in responding to draft policies, management plans, EIS and other reports, often Indigenous people must pay experts to do the work, inhibiting self-sufficiency and control.
- Difficulty in accessing Government funds for natural resource management, understanding Government process and meeting funding

requirements (knowing what funds are available, where to go to access funds and how to successfully secure funds). Indigenous people need greater awareness and training in identifying funding sources and successfully securing funds.

- Lack of physical resources (4WD, GIS, GPS, fencing materials) and trained people (trainees) to look after cultural heritage in Country and to check sites on a regular basis. [identified by Lindsay Black]
- Lack of support and commitment by Government for Indigenous natural resource management. There is a need for infrastructure support and provision to assist Indigenous people to participate effectively, communicate with communities, and coordinate activities and people (e.g. computer, fax and other essential office and communication equipment).
- Lack of expertise by Indigenous people to participate in meetings and respond to Government reports due to the European bureaucratic structures, processes and language.
- Capacity building efforts and long-term Aboriginal success in natural resource management requires greater commitment from and major cultural change within Government in terms of securing permanent or contract positions (e.g. trainee ranger positions).

Opportunities and training activities for Indigenous communities

The areas of training identified can be categorised into: technical, generic skills and research. Of critical importance apart from the formal training, and technical recording and documenting of heritage is the creating of opportunities for intergenerational learning to occur. The aim is for information to be passed on between generations, allowing the retention of Indigenous intellectual and cultural property [information from Graham Lightbody].

Technical skills training

- Skills for Indigenous people to walk Country and identify artifacts, supplemented by qualifications and implementation of standards for reporting on cultural heritage. Formal qualifications would supplement Aboriginal people's own knowledge and understanding of their culture.
- Carry out cultural awareness training in Government departments by local Indigenous trainers. Linked to this training is a train-the-trainer certification course to provide accreditation to Indigenous trainers.
- To build on existing employment of Indigenous people in the management of coastal zone areas a Certificate in Land Conservation and Management would provide further knowledge and skills. To advance to higher levels of Government opportunities for further training and university qualifications are needed [suggested by Billy Mann and Malcolm Mann].

- Hands on experience in GIS training, flora and fauna identification to link Indigenous and scientific names [suggested by Billy Mann and Malcolm Mann].
- Train Indigenous people in how to develop and implement management plans (guidance for management planning for conservation and land management and how to progress implementation).
- Learning to protect waterways through weed control, water monitoring and soil erosion management.
- Feral animal and weed management to assist in land management through the control of soil erosion and waterways health.

Generic skills training

- Train the trainer – training Indigenous people in a range of skills, which will enable them to perform an education role within natural resource management. Aim is to have Indigenous trainers who are able to deliver training sessions for Government or community groups on Indigenous issues as part of a broader type of workshop on natural resource management.
- General meeting and organising skills, which would include public speaking, Government report reading and writing, advocacy, communication, time management, project management and media skills training.
- Facilitation and conflict resolution/management skills to aid in negotiation with multiple parties with various interests.
- Assisting Indigenous people to interpret Acts and regulations.
- Consultancy training for Indigenous people which would enable them to work as consultants in natural resource management and cultural heritage areas – costing, project management, reports, business management etc.
- Train Indigenous people to write grants and access funds (where to go beyond ATSIC). Universities/research organisations could conduct courses for Indigenous people on successful funding applications with project planning, funding strategies, hints for writing funding applications and costing components of projects.
- Community-Government partnerships – how to make them happen and ways to develop effective partnerships to achieve outcomes for Indigenous communities.
- Management level training to assist in promotion to higher Government levels.
- Mentoring or coaching program for young Indigenous people becoming involved in resource planning and management to allow them to be guided by more experienced persons or Elders. This would support a transfer of knowledge between generations. [suggested by Richard Johnson]

Research skills training

- Research skills to allow Indigenous people to contribute to scientific knowledge on coastal zone. Currently the Indigenous rangers collect information on wildlife, cultural sites and vegetation. Indigenous rangers have identified mating sites for dugong and associated behaviours, and this is an area for collaborative research. Suggested training is to have Indigenous people working with scientists where they have control and input into the research associated with a training process [suggested by Billy Mann and Malcolm Mann].
- Deliver skills to assist Indigenous communities to develop the link between commercialisation opportunities and natural resource management, and allow small enterprise development.

Resourcing to support capacity building and further involvement in natural resource management

- Indigenous communities require resources to buy maps from Government departments to assist in planning and management of natural resources (including cultural sites), along with mapping equipment to map their own cultural sites (GIS, software).
- Communication equipment and training for Indigenous people to network with their communities.
- Virtual library or Indigenous library to store and manage information on natural and cultural heritage for access by Indigenous people.

A common issue for Indigenous people participating in training and undertaking courses is these activities do not lead to employment. When Government departments offer training to Indigenous people the training needs to lead to a job. Often Indigenous people and communities are unsure of what to ask for and what is available to them, and may not wish to build up their hopes of receiving any support. Many Indigenous people miss out on jobs and training because they do not know what they want to do.

Traineeships in cultural heritage identification, management and protection would assist young Indigenous people to become skilled in areas of Indigenous culture. Traineeships and employment of young Indigenous people in natural resource management may transfer benefits to Indigenous communities by improving social problems and ensuring the continuation of Indigenous knowledge to younger generations.

Capacity building recommendations

The Coastal CRC needs to contact Indigenous communities and offer a range of capacity building initiatives (training workshops, courses), natural resource

management knowledge tools and ideas where the CRC could and would like to assist Indigenous communities.

There may be value in establishing an Indigenous Network comprising a database of contacts, peoples' areas of interest and expertise, current and past initiatives, and resources (funds, education, training) for Indigenous communities.

Capacity building is only a partial solution to supporting Indigenous involvement and management of their Country. A change in culture within organisations and Government needs to occur, along with legislative reform. A broadening of the appreciation and understanding of Indigenous Australian's relationship with Country is needed by non-Indigenous people. The Coastal CRC needs to look at the holistic changes that need to occur within Indigenous communities and non-Indigenous organisations. There is an opportunity for the CRC to support Indigenous capacity building, and take a lead role in driving cultural change within the CRC, its researchers, partner organisations and stakeholders.

Conclusion and Recommendations

This report has sought to provide an insight into the problems and successes being experienced by Indigenous people as they seek to protect and manage their Country. It also contains their ideas on areas of future research and capacity building so that future efforts and funds can be better directed.

Strengthening of Indigenous peoples' involvement in planning and management in the coastal zone is very important to the long-term sustainability of the coastal zone and its resources as Aboriginal ownership and rights are restored. As Traditional Owners of the land, water and their resources they possess an intimate knowledge of the environment that can contribute significant understanding to Western science.

A strong message from this consultation process was that Indigenous people are seeking greater empowerment and capacity to achieve sustainable natural resource management and caring for Country. Claiming back of their traditional Country is the first step towards establishment of an Indigenous land and sea management agency and greater self-determination and control. Future efforts need to be directed towards:

- 1) addressing current problems by negotiating agreement to adopt appropriate processes and protocols with Government and other stakeholders, including research organisations;
- 2) assisting in a two-way capacity building process with Indigenous people in areas of skills and training, information and knowledge, awareness raising, and facilitation and support; and with the integration of Indigenous ecological knowledge with Western science; and
- 3) supporting the development of a framework for Indigenous governance, which would set out the appropriate institutional and legislative platform for

Indigenous natural resource management. Such a framework would be a vehicle for partnership and strategic alliance development, consultation, negotiation and conflict resolution with Indigenous communities and between Indigenous and Non-Indigenous interests.

Development of a framework for Aboriginal involvement in land and water management is seen by both Indigenous and Non-Indigenous people as imperative. This framework would provide an institutional and legislative platform for environmental management and act as a vehicle for implementing decisions on the environment (including aspects of economic and social well-being). This framework would provide a more effective means for developing better relations between indigenous and Non-Indigenous people likely to be affected by impacts from development or resource use change decisions. Government and others need to assist Indigenous people to develop their own planning and management capacity by devising appropriate strategies and supported through capacity building ventures.

Appropriate recognition, use and protection of Indigenous knowledge (protect Indigenous Intellectual Property) is an ongoing area of attention and difficulty for Indigenous people. There needs to be properly informed consent by the right people, acknowledgment of their input, appropriate compensation and usually some form of ongoing ownership and control of their intellectual and cultural material (pers comm. Graham Lightbody).

Future research and collaborative activities with Indigenous communities in the Fitzroy and Port Curtis Catchments should invest in building the research and training strengths of Indigenous communities, while being cognizant of existing initiatives and programs. The CRC and its partner organizations should look for opportunities to provide employment for Indigenous people in areas where their Indigenous knowledge can be recognized and incorporated in research to find solutions to environmental problems.

Identified areas for support include:

- Indigenous governance structures and capacity building (empowering Indigenous communities to manage Country).
- Integration of Indigenous ecological knowledge with Western science by adapting current research, planning and management frameworks.

Indigenous communities are likely to become increasingly reluctant and resistant to involvement in research and other natural resource management initiatives in the absence of real outcomes and gains for Indigenous communities both in the short- and long-term. The multiple demands, resource deficiencies and occurrence of burn-out by Indigenous representatives make it imperative for future involvement with Indigenous communities to be coordinated between all Government and community groups.

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Further reading:

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Appendix 1.

This is a list of Indigenous and non-Indigenous people who contributed to this final report through sharing of their knowledge and perspectives and provided feedback on the draft report.

Doug Hatfield - Darumbal Noolar Murree Aboriginal Corporation for Land and Culture

Lindsay Black – Fitzroy Basin Elders Committee and Springsure area cultural heritage interpretation and protection

Steve Kemp – Woorabinda Council

Dean Gooda – Woorabinda Council

Bob Muir – Woppa Burra and Sea Forum representative

Louise Willie – QPWS Indigenous Ranger, Rockhampton

Rodney William Mann – QPWS Indigenous Ranger (Darumbal), Rosslyn Bay

Malcolm Lyle Mann – QPWS Indigenous Ranger (Darumbal), Rosslyn Bay

Robert Toby – TGDCVNTCHCI, Rockhampton

Richard Johnson – Gooreng Gooreng Gladstone

Graham Lightbody – Fitzroy Basin Elders Committee, Project Manager

Duane Johnson – Fitzroy Basin Elders Committee

Appendix 2.

List of Protocols on Indigenous Involvement in Research and Protocols for Protection of Intellectual Property Rights, and Codes of Conduct for Research.

Land Councils and other Indigenous organisations across Australia produce protocols (procedures) and codes of conduct to guide consultation processes and research by non-Indigenous people involving Indigenous persons and communities. Examples include:

- Bowen Basin Project – protocol documents on web page Department of Aboriginal and Torres Strait Islander Commission Policy (DATSIC) – Central Queensland
- Toby Gangulu Dawson & Callide Valleys Native Title & Cultural Heritage Custodians Inc. Negotiations, Consultation & Engagement Protocols Document. [Cultural Heritage Policy located at <http://www.gangulu.com.au/culturalheritagepolicy.htm>]
- Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS) Guidelines for Ethical Research in Indigenous Studies - <http://www.aiatsis.gov.au/corp/docs/EthicsGuideA4.pdf>
- Melville, J. 1999. Nulloo Yumbah Research Procedures Manual: A Working Document. August 1999. Rockhampton: Nulloo Yumbah Place of Learning and Research at Central Queensland University.

There are also general protocols to assist discussions with Indigenous people, such as:

- Queensland Department of Families, Youth & Community Care (1998) Protocols for Consultation and Negotiation with Aboriginal People Ethics & Codes of Conduct – <http://www.abc.net.au/message/proper/ethics.htm>

While other government documents offer only a more limited insight into working with Indigenous people and their cultural heritage. For example there is the Cultural Heritage Strategy Master Plan produced by the Queensland Parks & Wildlife Service. This plan contains directions to increase the institutions capacity in cultural resource management through training of staff in cross-cultural awareness and cultural values, and dealing with issues of intellectual property.

In terms of information on Indigenous intellectual property rights, which is an important consideration when engaging Indigenous involvement in research, a 1999 report *Our Culture: Our Future* by Terri Janke on Indigenous intellectual property issues for ATSIC provides a detailed map of the rights of Indigenous Australians in relation to their cultural and intellectual property (see

<http://www.icip.lawnet.com.au/>). Preceding this report was Michael Davis' 1995 Parliamentary Library research paper on Indigenous People's & Intellectual Property Rights (see <http://www.aph.gov.au/library/pubs/rp/1996-97/97rp20.htm>).

Appendix 3.

An example of guidelines developed by a Land Council for the purpose of assisting researchers wanting to conduct environmental research on Aboriginal land.

[the following guidelines are taken directly from the Central Land Council (Alice Springs) document for the purpose of illustrating to researchers areas to be covered when undertaking research on Aboriginal land]

Questions for Researchers wanting to undertake Environmental Research on Aboriginal Land.

The purpose of this document is to provide guidelines for and ask questions of Researchers and their colleagues who wish to enter and remain on Aboriginal land to conduct research in environmental issues. Please answer the questions in detail and provide information as outlined below. The information/Project Brief you provide will be presented to traditional landowners in consultations with the affect landowners. From these consultations and subsequent instructions from the Traditional Land Owners (if the application is approved) an agreement will be drafted fro the Researcher to sign as a condition of issuing a permit.

1. NATURE OF THE RESEARCH PROPOSAL

- a) Attach a map showing detailed locations (co-ordinates preferred) of study area and/or sample sites for the proposed research.
- b) Outline any previous related research including any research carried out in the same area. Include a list of relevant references and journal articles.
- c) Please explain why it is necessary to conduct the research in this particular area. What alternative sites are available?

2. FUNDING AND SUPPORT FOR THE PROJECT

- a) What is the estimated cost of the project?
- b) How is the project to be funded? Include a list of all companies, institutions, organisations and individuals who are funding the project, or providing non-financial support for the project and the nature of that contribution.

(in some circumstances it will be necessary to provide a background or profile regarding these supporting organisations and companies)

3. PROJECT METHODOLOGY

- a) Include a detailed outline of the project methodology.
- b) Is aerial photography/airborne remote sensing to be undertaken? If so, include relevant details such as flying dates and times, flight plan, and aircraft altitude.
- c) Include a list of dates and times when access is required for fieldwork.

- d) Indicate the number and type(s) of vehicle(s), plant and equipment to be used.
- e) Outline sampling strategies. Are samples of soil, rock, water, flora and fauna to be taken?
- f) Is any material or equipment to be left on site after the completion of the project?
- g) Is any follow up work expected?

4. PROJECT LOGISTICS

- a) Provide details of campsite locations, duration and equipment.
- b) Is it proposed to use water, timber, stone or mineral resources for the project?

5. PERSONNEL

- a) Include a list of the names and positions of all people requiring access to the study area. Include the dates when each of these people requires access.

6. PUBLICATION

- a) A report of the project, together with any other reports or results arising from the project, whether published or unpublished, will be provided to the CLC as a condition of permit.
- b) Is it intended to publish the results/report of the project? Include a list of anticipated publications/ journals.
- c) To whom will the results be available if not published?
- d) How is it proposed that the results of the research will be disseminated to traditional owners?

7. OWNERSHIP

- a) Where will the ownership of materials/items/species collected be vested?
- b) Where will ownership of intellectual knowledge including techniques used and developed be vested?

8. PROPOSALS FOR MINIMISING ENVIRONMENTAL IMPACT

- a) Outline the extent to which the research proposal may affect the physical environment inside and outside the proposed exploration area.
- b) How are these effects to be ameliorated?
- c) Projects that involve the use of Firearms and poisons will not be accepted.
- d) Entry of domestic pets (cats, dogs, etc.) is prohibited.

9. EFFECT ON THE SOCIAL ENVIRONMENT

- a) Outline the extent to which the proposal may affect the social and cultural environment inside and outside the study area.
- b) How are these affects to be ameliorated? For example

- a willingness to adhere to the requests of traditional owners;
- avoidance of areas of social and cultural significance;
- number of people on study area to be kept at a minimum;
- the consumption of alcohol by your party within Aboriginal land should be banned.

10. COMPENSATION / BENEFITS TO TRADITIONAL OWNERS

- a) Will it be possible to compensate traditional owners for the use of their land and/or services?
- b) Will there be any opportunity for traditional owners to participate in the research?
- c) Indicate whether you are willing for traditional owners(s) to accompany you during the research program.