Introduction

In 1998, Redland Shire Council and Quandamooka Land Council agreed to undertake a joint planning process for North Stradbroke Island/Minjerribah. The agreement initiated an intensive three-year planning and consultation process, the outcomes of which include a shared vision for the Island, a statement of community core values, five background planning studies, and this policy document.

These policies represent the shared vision and intentions of the Redland Shire Council, Quandamooka Land Council, and Island community for North Stradbroke Island/Minjerribah. They also represent many, many hours of dedicated work by community members, the steering committee, and the project secretariat.

These policies commit the two councils to working together for a sustainable future for the Island. It is expected that Stage 4 of the Study will identify a series of implementation strategies, and a range of coordination and participation measures.

These policies, in combination with the proposed Implementation Strategies, will form the basis of a Strategic Plan for NSI/Minjerribah.

The Project Steering Committee commends these policies to you, and looks forward to their implementation over the months and years ahead. We would particularly like to acknowledge the hard work and leadership contributed by Community and Steering Committee members who are sadly no longer with us.
Vision

A Shared Vision - North Stradbroke Island/Minjerribah:

The community has created a future where the Island's environmental and cultural quality and the spirit and beauty of its lands and seas are conserved and restored. All residents enjoy equal opportunities, working together to shape a wider evolving Island lifestyle, respecting the rich diversity of their many cultural backgrounds. There is a rich and harmonious community life, a vibrant and sustainable economy and local residents enjoy a wide range of economic opportunities. The community has meaningful input into decisions that affect the Island and the community. The Island’s resources are managed by those best qualified and according to rights established by law.

Vision Principles

The following principles have guided policy development.

Natural Environment

The Island is managed 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 and non-Aboriginal 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).

Livelihood

The Island’s community members have opportunities to develop their own lifestyle. 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 bushland, 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 knowledge and facilitation of the use of this knowledge to derive a range of benefits.

Mainland Links

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 as well as tourists’.

Education

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.

Youth

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.
Culture
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. Responsibility for the protection and management of the cultural environment is in the hands of the rightful custodians and traditional owners manage that Aboriginal cultural heritage.

Governance
Governance structures and systems provide opportunities for all sectors of the community to have meaningful input into the decision-making processes that affect the Island and the community. Recognising the need for an integrated approach to resource management and service provision, resource management authorities and service providers from the public and private sectors have the capacity to address issues that concern the Island.

People and Places
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. Many clubs and societies promoting art, culture, sport and recreation support an active community life and residents have an increased sense of belonging to a unified Island community. The three townships maintain their distinctive characters, developed through plans formulated with community members and giving a feeling of ownership and pride. New development respects environmental quality and both permanent and non-permanent residents’ value and contributes to enriching the Island’s special character.

Core Values
Each of the component reports made recommendations designed to protect and enhance the core values for the study, which are:

Core Value 1
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.

Core Value 2
Respect for the rich diversity of cultures associated with the Island.
- Recognition of, and respect for, the Island’s unique Aboriginal culture.
- Recognition of, and respect for, the diverse cultures associated with the broader Island community.
- Recognition of the relationships between the diverse cultures and the unique qualities these relationships bring to Island life.
- 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 and the importance of the natural environment to all cultures.
- Recognition of, and respect for, Aboriginal decision-making processes, customary law and social structures.
- Recognition of and respect for Elders.
- Recognition of and respect for cultural difference.
Core Value 3

Promotion and maintenance of the unique character of the Island and the strength of community associated with it.

• A sustainable economy that values and builds upon the unique character of the Island.
• Community involvement in the management of the Island and its resources.
• All residents should have access to:
  • safety, security and community belonging;
  • recognition and protection of legal rights;
  • appropriate care and secure housing;
  • a safe, healthy environment;
  • education options that respond to diverse learning needs;
  • services and networks that create a safety net for all residents and are culturally appropriate;
  • places that are significant to them as individuals, families and communities; and
  • economic opportunities.
Definitions

1. *Aboriginal Sovereignty* is the authority to fulfill the governance role for the Aboriginal community by the Aboriginal community.

2. *Accountability* refers to the system of financial, social and cultural responsibility applied to individuals, groups or organisations 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 both Councils in dealing with each other.

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 population of North Stradbroke Island/Minjerribah. Where specific groups within the community are referred to, they are identified as such, for example, the Aboriginal community.

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. *Component Reports* are the Planning and Management Study’s technical reports, which contain information, analysis and the results of consultation in the following subject areas:

    • Natural Environment;
    • Social Environment and Community Life;
    • Aboriginal Cultural Issues;
    • Economy and Employment; and
    • Physical Services and Infrastructure.

12. *Conservation* is the protection of natural and cultural values.

13. *Consultation* is an open and accountable process whereby individuals and groups have a formal opportunity to influence the outcomes of a decision-making process.

14. *Core Values* are those values which must be protected if the community’s vision us to be realised in a sustainable way.
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.

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 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.

18. 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.

19. Desired Environmental Outcomes are statements describing the required outcomes from the implementation of a policy. They may also be utilised for inclusion within a future Planning Scheme for the Island.

20. 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;
   - safeguarding 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.

21. 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.

22. 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.

23. Equity means fair access to resources, which include housing, health, industry/employment opportunities and services.
24. Governance is the means for developing and implementing decisions for the North Stradbroke Island/Minjerribah community. This study recognises that authority is shared between the Quandamooka Land Council, the Redland Shire Council and the State Government. Authority for Redland Shire to govern is drawn from the community through direct election and the Local Government Act, the Quandamooka Land Council through customary law, election within the Quandamooka community and native title rights and responsibilities; and for the State Government through direct election and the Australian constitution.

25. Government Agencies are the departments of government and associated organisations granted the responsibility for delivering services or managing responsibilities for the Queensland Government, for example, the Department of Natural Resources and Mines (NR&M).

26. Housing Strategy is a document (yet to be produced) which will contain the detailed investigation and actions for implementing the policy directions contained within this policy document regarding housing and associated issues.

27. 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.

28. Inherent Rights are passed on from generation to generation within the Aboriginal community and are expressed through customary law.

29. 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.

30. Integrated Transport Plan is a document (yet to be produced) which will contain in detail the required actions to create an integrated transport system to and on the Island.

31. Intellectual Property Rights are rights attributed in law to the tangible or non-tangible property resulting from intellectual and creative effort.

32. Issues are factors that must be taken into account in the planning process. These factors have been identified in the Stage Two component reports of the Study.

33. Minjerribah is one of the traditional language names for North Stradbroke Island.

34. Minjerribah Aboriginal Living Areas are specific sites for the location of Aboriginal housing and camping on Unallocated State Land (USL) where native title has been determined.

35. 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.

36. Native Title Management Agreement (NTMA) is a proposed Indigenous Land Use Agreement (ILUA) between the QLC, 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 Quandamooka Land Council, the Redland Shire Council and the State Government.

37. 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 Planning and Management Study.

38. Natural/Cultural resource management authorities are bodies that have authority to determine how resources are managed. They include the Department of Natural Resources and Mines (NR&M), the Environmental Protection Agency (EPA) and Redland Shire Council (RSC). There is the potential for the QLC to arrange the appropriate natural/cultural resource management authority with Local and State Governments through the Native Title & Management Agreement (NTMA) or other Indigenous Land Use Agreements (ILUA).
39. **North Stradbroke Island/Minjerribah Strategic Plan** is a detailed document setting out the future direction (policy) and required actions (strategies) for the Island. This document contains the policy framework for the North Stradbroke Island/Minjerribah Strategic Plan.

40. **North Stradbroke Island/Minjerribah Planning and Management Study** is an independent assessment of the natural, cultural, social, economic and physical elements of the Island and will inform the Strategic Plan.

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, the Quandamooka Land 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 for North Stradbroke Island/Minjerribah 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 North Stradbroke Island/Minjerribah by Redland Shire Council, the Quandamooka Land Council and the State Government. It is to be created over time and based on the framework of planning and management contained within the North Stradbroke Island/Minjerribah Strategic 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 within the Native Title Management Agreement (NTMA).

48. **Policy Framework** refers to the integrated statements of policy developed from the recommendations within the NSI/Minjerribah Planning and Management Study and contained within this document.

49. **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.

50. **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 Strategic Plan.

51. **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, Noonuccal and Gorenpu.
52. Reserve is a tenure category under the Land Act that is designated for a specific purpose, e.g. recreational reserve.

53. Reserve Management Procedures Manual is a document in preparation, which will contain the procedures for joint development of plans of management on North Stradbroke Island/Minjerribah Redland Shire reserves.

54. Resource is a means of supplying what is needed, i.e. available assets. Resources include physical things, but also include cultural, spiritual and social resources.

55. Respect means to recognise and treat with genuine consideration the differing views, rights and value systems of people.

56. Response Criteria pre-agreed remedial actions and criteria to be employed should impacts exceed agreed thresholds.

57. 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.

58. Social Capital 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.

59. 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.

60. 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.

61. Sustainable economy is one that complies with the principles of Ecological Sustainable Development (ESD).

62. The Study is the North Stradbroke Island/Minjerribah Planning and Management Study.

63. Traditional Estate is the geographic area occupied, used and enjoyed by the people of Quandamooka.

64. Vision is an achievable dream of where we want to be in the future.

65. Vision Principles are more detailed descriptions of the Vision. They describe particular areas or subjects, which are priorities for North Stradbroke Island/Minjerribah and its community. Within this document Vision Principles are referred to as principles.

66. 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.
67. **Water Balance Study**

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 (e.g. 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.

68. **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.
**Acronyms**

CRL  Consolidated Rutile Limited  
NR&M  Department of Natural Resources and Mines  
EPA  Environmental Protection Agency  
ESD  Ecologically Sustainable Development  
ICM  Integrated Catchment Management  
ILUA  Indigenous Land Use Agreement  
IPA  Integrated Planning Act 1997  
ITP  Integrated Transport Plan  
NTA  Native Title Act (Cth)  
NTMA  Native Title Management Agreement  
NTPA  Native Title Process Agreement  
QLC  Quandamooka Land Council Aboriginal Corporation  
RSC  Redland Shire Council  
SOE  State of Environment Report  
WRCG  Water Resource Coordination Group  
USL  Unallocated State Land
Policy Framework

Policies are presented in ten areas. These policy areas were determined by the issues identified and analysed in the Study’s Component Reports.

Each policy area includes: • Background to the policy; • Purpose • Objectives; and • A series of Key Elements.

Each Key Element identifies: • Desired Outcomes; and • Policy Statement.

The policy areas are:

POLICY 1. Governance and Accountability

KEY ELEMENTS:
1.1 Representation and Decision Making
1.2 Communication
1.3 Research, Monitoring and Evaluation
1.4 Cooperative Management

POLICY 2. Community Development

KEY ELEMENTS
2.1 Community Cohesion
2.2 Social Infrastructure Provision
2.3 Organisational and Community Capacity Building
2.4 Information and Education

POLICY 3. Planning

KEY ELEMENTS
3.1 Regional Planning
3.2 Shire Planning
3.3 Site Specific Planning

POLICY 4. Land and Sea Management

KEY ELEMENTS
4.1 Coordination of Land and Sea Management
4.2 Natural/Cultural Resource Management
4.3 Reserve Management
4.4 Catchment Management
4.5 Wetland Management
4.6 Fire Management
4.7 Pest Management
4.8 Mining
4.9 Off-road Vehicle Management
4.10 Fisheries Management
POLICY 5. Cultural Heritage Protection and Management

KEY ELEMENTS
5.1 Protection and Management of Cultural Heritage Values and Material
5.2 Recognition and Implementation of Rights
5.3 Ownership of Aboriginal Cultural Heritage
5.4 Access to Significant Areas

POLICY 6. Physical Services, Housing and Infrastructure

KEY ELEMENTS
6.1 Coordination of Physical Services and Infrastructure Planning, Provision and Management
6.2 Transport
6.3 Housing
6.4 Power and Telecommunications
6.5 Water Extraction and Supply
6.6 Sewerage Reticulation and Treatment
6.7 Refuse Collection and Disposal
6.8 Drainage and Erosion Management

POLICY 7. Economy and Employment

KEY ELEMENTS
7.1 Development of an Economy consistent with Core Values
7.2 Diversification of the Economy consistent with an ESD Framework
7.3 Increasing Community Economic Wealth
7.4 Utilisation of Wealth and Capacity Building
7.5 Co-operative Management of the Economy

POLICY 8. Tourism

KEY ELEMENTS
8.1 Tourism Planning and Management
8.2 Tourism Infrastructure
8.3 Code of Practice for Tourism Operators
8.4 Tourism Promotion and Education
8.5 Tourism Impact Benchmarks
8.6 Tourism Activities, Products and Services

POLICY 9. Health

KEY ELEMENTS
9.1 Environmental Health
9.2 Primary Health
9.3 Health Services

POLICY 10. Resource Allocation and Accountability

KEY ELEMENTS
10.1 Resource Providers
10.2 Resource Base
10.3 Accountability
Policy 1
Governance and Accountability

KEY ELEMENTS

1.1 Representation and Decision Making
1.2 Communication
1.3 Research, Monitoring and Evaluation
1.4 Co-operative Management

Background

Governance refers to the role which representative organisations perform in leading and involving the community in:

• information sharing;
• decision making;
• planning;
• management; and
• monitoring and evaluation.

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.

Purpose

RSC, QLC and the State government 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 RSC, QLC and State Government relate to each other and in the ways they relate to community organisations and members. This policy 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.

Objectives

• Develop a planning and management system that details the respective governance roles of the QLC, RSC and State Government.
• Ensure that the knowledge, traditions, beliefs and values of residents are represented in decision making about the Island’s future.
• Increase the effectiveness of communication between the QLC, RSC, State Government and the community.
• Develop an effective system of community participation in planning and management, monitoring and evaluation.
• Develop mechanisms that assist the QLC, RSC, State Government and residents in building their capacity to achieve the vision principles.
KEY ELEMENT 1.1  Representation and Decision Making

Desired Outcomes

• 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 participate in planning and decision-making.

Policy Statement

The QLC, RSC and the State Government recognise their mutual and separate responsibilities to promote good governance and community participation in decision-making. The Councils and State Government commit to providing leadership towards co-existence of management regimes, decision-making processes and cultural aspirations.

The Native Title Process Agreement (NTPA) signed by QLC and RSC has a strong emphasis on respect, participation and mutual responsibility. These are the values and principles to which the QLC, RSC and State Government commit in developing new systems of decision-making.

The QLC, RSC and State Government will continue the process of consultation with the Island community to obtain input on major planning and management decisions. Island residents’ knowledge of locally appropriate solutions will be sought and respected.

As part of this process current decision making processes contained in operational and legislative processes will be reviewed and modifications made based on community information, participation, monitoring and evaluation.

KEY ELEMENT 1.2  Communication

Desired Outcomes

• Planning and management issues, community events, activities and employment as well as training options are well communicated to residents.
• A comprehensive data collection and reporting system is used to support planning, management and service delivery.
• A high level of coordinated communication occurs between QLC, RSC, State Government and the Island community.
• Comprehensive North Stradbroke Island/Minjerribah assessment occurs within RSC’s annual State of the Environment report (SOE).
• A resource centre networking with existing facilities and services on the Island provides information and research material to all members of the community.

Policy Statement

The QLC, RSC and State 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 residents 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.

A comprehensive system of reporting, in plain English, will collect and distribute information including qualitative change (perceptions, attitudes etc) and quantitative change (measured change 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 within the RSC State of the Environment report (SOE).

KEY ELEMENT 1.3 Monitoring, Evaluation and Research

Desired Outcomes

- 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 Strategic 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 QLC, RSC and State Government 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 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, the QLC, RSC and the State Government, and a plan for funding and managing research will be put in place. The research program will include required research identified within the Study.

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

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

The QLC, RSC and State Government will provide opportunities for community participation in planning, implementation, monitoring and evaluation of the Strategic Plan.
KEY ELEMENT 1.4 Cooperative Management

Desired Outcomes

- Clear and open management and decision-making processes exist.
- Mutually respectful and efficient processes for decision-making and implementation are in operation.
- QLC, RSC and the State Government adhere to a Native Title Management Agreement (NTMA).

Policy Statement

QLC, RSC and State Government commit to developing the skills, organisational structures, processes, technologies and resources to achieve cooperative management. Responsibilities for management and implementation of strategies will reflect the results of capacity building with community organisations, legal responsibilities, decision-making processes and accountability requirements and will take a long-term view. The QLC, RSC and State Government will encourage and support openness and diversity in developing a cooperative approach to resolving planning, management and service delivery issues.

A Native Title and Management Agreement (NTMA) and subsequent agreements will be developed between RSC, QLC and the State Government. These agreements will inform governance and decision making on planning, resource allocation, management and other relevant issues, and will be adopted in the Planning and Management System of the Strategic Plan. These agreements will also address Aboriginal sovereignty and self-governance regarding management of the traditional Quandamooka Estate. Where appropriate, RSC will conduct community consultation on such agreements.
Policy 2

Community Development

KEY ELEMENTS

2.1 Community Cohesion
2.2 Social Infrastructure Provision
2.3 Organisational and Community Capacity Building
2.4 Information and Education

Background

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.

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 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.
Purpose

The major priorities for the community development strategy are to:

• Develop cohesion and trust between community members and 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.
• 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.

Objectives

• Increase community participation in community development and community management activities.
• Develop a system for planning, developing and sustaining social infrastructure.
• Increase resources available for community development and community management.
• Increase community organisations’ skills, knowledge bases and confidence to participate in planning, implementation, management and monitoring.
• Improve residents’ access to information, service and education options.

KEY ELEMENT 2.1 Community Cohesion

Desired Outcomes

• 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.

Policy Statement

QLC, RSC and the State Government acknowledge the need for:

• a collaborative leadership for community development;
• increased community access to information;
• opportunities for residents to work and learn together and
• processes which engage people from the ground up for mutual benefit.

The Councils and State Government 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.

**KEY ELEMENT 2.2 Social Infrastructure Provision**

**Desired Outcomes**

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

**Policy Statement**

QLC, RSC and the State Government will lead a collaborative approach to service planning between the councils, community groups, agencies and government program areas and will work towards an increase in funding and resources for social infrastructure. In particular, the Queensland Department of Families, Youth and Community Care will work with the QLC and RSC in progressing these outcomes.

Coordination mechanisms for the continued engagement of residents, community organisations, RSC, QLC, industry and State and Federal governments, aimed at delivering coordinated, multi-agency solutions to community needs will be developed. These will form an element of the planning and management system.

Service and facility planning will seek to provide integrated service delivery through effective and efficient community management.

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.

**KEY ELEMENT 2.3 Organisational and Community Capacity Building**

**Desired Outcomes**

- 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.

**Policy Statement**

QLC, RSC and the State Government 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.

**KEY ELEMENT 2.4  Information and Education**

**Desired Outcomes**

- All residents have access to education options which enhance their capacity to participate in personal and community development.
- A best practice system of information collection, management, access and distribution exists.
- Schools provide access to education infrastructure for all residents.
- Children and young people have access to education options of equal standard to mainland school students.

**Policy Statement**

Island residents’ and visitors’ capacity to participate in achieving the Vision and vision principles is 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 QLC, RSC and State Government support the development of community driven education options, which enhance residents’ and visitors’ abilities to participate in ecologically sustainable development of the Island. Relevant community organisations, RSC, State Government information units, business operators, schools, research stations and educational institutions will be encouraged to work collaboratively in order to meet the Island residents' changing education and training needs. These and other resources will be used to promote a greater understanding among the Island community, visitors and broader community of the Island’s environmental, cultural and social systems.

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.

The QLC, RSC and State Government commit to 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.

The QLC, RSC and State Government will encourage the development of a community that values justice, equity, wisdom and trust.
Policy 3
Planning

KEY ELEMENTS

3.1 Regional Planning
3.2 Shire Planning
3.3 Site Specific Planning

Background

Planning's primary function is to manage and direct change, brought about by development. 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 is to advance 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 and the South East Queensland Regional Framework for Growth Management. These broader planning initiatives articulate State and Local government policy directions for the wider South East Queensland Region of which North Stradbroke Island/Minjerribah is a part.

The other policy statements in this framework articulate who and how (governance policy) and what is to be achieved (remaining policies). The intention of this policy is to articulate how the other policy initiatives will be achieved through planning processes.

QLC, RSC and the State 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 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 RSC, the State Government and other agencies. Improved integrated planning for the whole Island should accommodate the different roles and responsibilities of QLC, RSC and the State Government in advancing ESD and realising the Vision.

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 IPA, 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 form the Strategic Plan for North Stradbroke Island/Minjerribah.
There are four critical commitments required for QLC, RSC and the State Government to achieve the outcomes of these policy statements:

- 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.

Purpose

This policy provides mechanisms to advance ESD and to realise the Vision by:

- Responding to, and incorporating, equitably the range of rights, issues and interests which impact on sustainability (social, ecological, cultural and economic);
- 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.

Objectives

- Achieve integrated and responsive planning and management of the Island.
- Create a planning and management system which recognises and respects the various roles, responsibilities and decision-making processes of QLC, RSC and the State Government.
- Coordinate planning and management processes by QLC, RSC and the State Government.
- Build the capacities of QLC, RSC and the State Government in planning.
- Ensure equitable access to common information while respecting the need for sensitivity about certain cultural information.
- Ensure that desirable outcomes are delivered for the benefit of the community.
- Improve community participation processes to ensure that the Vision, vision principles, core values and community needs and aspirations inform planning processes and management.
- Ensure through the participation of QLC, that the rights of Aboriginal peoples are not impeded or diminished by planning processes.

KEY ELEMENT 3.1 Regional Planning

Desired Outcomes

- Planning and resource management processes effectively and equitably plan for the effects of regional change on the Island.
- Effective coordination and cooperation occurs between QLC, RSC and the State Government.
- Recognition and respect exists for the differing roles and responsibilities of QLC, RSC and the State Government.
- A best practice knowledge base occurs for regional planning processes and resource management.
- Information is shared in a timely and effective manner.
- Community participation occurs in planning processes.
Policy Statement

Participation in regional planning and resource management initiatives by QLC, RSC and the State Government will be undertaken in a cooperative manner through provisions within the NTMA. 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.

QLC, RSC and the State Government commit to integrating social, cultural, economic and ecological issues into regional planning and resource management processes through communicating, referencing and implementing the North Stradbroke Island/Minjerribah Strategic Plan. The rights and responsibilities of QLC, RSC and the State Government to respond to and participate in regional and resource planning processes individually and/or cooperatively are recognised and respected within the Strategic Plan. There is also a need to coordinate regional interests with adjoining shires and cities.

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. Decision making within planning processes will respond to criteria within the State of the Environment Report.

KEY ELEMENT 3.2 Shire Planning

Desired Outcomes

• Cooperative planning is performed by QLC, RSC and the State Government that acknowledges the principles and desired outcomes of the North Stradbroke Island/Minjerribah Strategic Plan.
• A planning scheme exists that advances ecological sustainable development.
• A high level of awareness exists by QLC, RSC and State Government officers of their responsibilities to the communities they represent.
• Development and implementation of a variety of community participation methods including culturally appropriate processes occurs.
• 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.
• A high level of knowledge exists about the requirements of the Integrated Planning Act (IPA) 1997.
• The North Stradbroke Island/Minjerribah Strategic Plan is translated into a variety of planning tools.
• An effective common information base exists to assist co-operative planning.

Policy Statement

The RSC, in cooperation with the QLC, and in consultation with the Island community, will prepare a planning scheme which incorporates North Stradbroke Island/Minjerribah, in accordance with the requirements of the Integrated Planning Act. The planning scheme shall seek to achieve the Vision and vision principles, and respect and incorporate the core values to guide development of consultation strategies, planning studies and planning tools. Local area planning will be implemented within the planning scheme, utilising the Strategic Plan and applying it at a local level. Importantly, the local area plans will respond to the different values and issues found within each township.

A variety of legislative and non-legislative planning tools integrated with the planning scheme are required to effectively implement the policies and thereby advance ESD and realise the Vision. The planning tools identified within this policy framework include Local Area Plans, Integrated Catchment Management, Aboriginal Living Areas, Reserve Management Plans, Tourism Plans and others. This model of integrated planning mechanisms, prepared to realise the Vision, is consistent with the ‘Community Planning Process’ being undertaken by RSC for the entire Shire.

QLC commits to the development of Minjerribah Aboriginal Living Area Plans, to be informed by the native title determination process. These areas shall be developed through a system of Aboriginal community
governance in accordance with the policies and strategies of the North Stradbroke Island/Minjerribah Strategic Plan.

QLC, RSC and the State Government commit to developing community participation methods in preparing the planning scheme and associated planning tools.

The QLC, RSC and the State Government will build the knowledge base of staff, elected representatives (and where appropriate community members) in cultural awareness, cultural decision making processes, Aboriginal and broader community ways of understanding ecologically sustainable development, and the requirements of the *IPA and NTA (Cth) 1993*. QLC, RSC and the State Government will provide resources for capacity building.

QLC, RSC and the State Government will establish a common information database relating to social, cultural, economic and ecological issues, including those identified in the North Stradbroke Island/Minjerribah Planning and Management Study, to aid decision-making. Use of the information database will be guided by a Code of Ethics and will not contain culturally sensitive information. The Code of Ethics will be prepared by QLC, RSC and the State Government.

**KEY ELEMENT 3.3   Site Specific Planning**

**Desired outcomes**

- An integrated development assessment framework exists to manage change on the Island and progress the Vision, vision principles and core values.
- A high level of coordination occurs in responding to community issues, development assessment, management and monitoring.
- A high level of knowledge of development assessment requirements and opportunities exists.
- Advanced capacity exists for the community, QLC and RSC to participate in development assessment, management and monitoring processes.
- Best practice community participation occurs in development assessment processes.
- A accessible common information base is maintained to aid decision-making.

**Policy Statement**

The QLC, RSC and the State Government will work cooperatively, together and with the Island community, to translate the Vision, vision principles and core values into an appropriate development assessment framework. The assessment framework within the Planning Scheme, will be based on the requirements of the *Integrated Planning Act 1997* and include desired environmental outcome statements, measures, performance indicators, codes and policies. The proposed Planning Scheme will include provisions for all developments likely to have significant social, environmental, cultural or economic impacts to trigger assessment processes, which will facilitate clear identification of the nature and extent of these impacts, and where necessary, recommend measures to mitigate negative impacts.

QLC, RSC and the State Government will increase the knowledge of staff and community members in development assessment, including the requirements of the range of legislation that impacts upon development assessment. This legislation includes: *Integrated Planning Act 1997, Environmental Protection Act 1994* (under review), *Mineral Resources Act* (under review), *State Development Public Works and Organisations Act, Cultural Records (Landscapes Queensland and Queensland Estates Act 1987* (under review), *the Native Title Amendment Act 1998*, and *the Water Management Act 2000* (yet to be proclaimed).

Capacity development will address Aboriginal and broader community decision-making processes and responsibilities within the development assessment framework. This will assist organisations and community members to be informed about their rights and responsibilities in development assessment processes. QLC, RSC and the State Government will provide capacity-building resources as appropriate.

The common information base will be continually developed and maintained to assist decision-making in development assessment.
Policy 4
Land and Sea Management

KEY ELEMENTS

4.1 Coordination of Land and Sea Management
4.2 Natural/Cultural Resource Management
4.3 Reserve Management
4.4 Catchment Management
4.5 Wetland Management
4.6 Fire Management
4.7 Pest Management
4.8 Mining
4.9 Off-road Vehicle Management
4.10 Fisheries Management

Background

North Stradbroke Island/Minjerribah 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 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.

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.

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 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 vehicles, fire and pest management etc.
Objectives

- Establish a coordinated approach to land and sea management that recognises, respects, contains negotiated compliance with Aboriginal customary law, and advances Ecologically Sustainable Development.
- Protect and maintain cultural, environmental, social and economic values of land and sea.

KEY ELEMENT 4.1 Coordination of Land and Sea Management

Desired Outcomes

- 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.
- The QLC, RSC, the State Government, community groups and individuals respect, recognise and negotiate compliance with Aboriginal customary law.

Policy Statement

QLC, RSC and the State Government acknowledge the need to improve the coordination of land and sea planning and management and thereby advance ESD for the Island.

QLC, RSC and the State 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 ESD and will address short, medium and long-term planning and management as outlined within the Strategic 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.

KEY ELEMENT 4.2 Natural/Cultural Resource Management

Desired Outcomes

- 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.
KEY ELEMENT 4.2 Natural/Cultural Resource Management (Continued)

Policy Statement

QLC, RSC and the State Government acknowledge the need to protect natural and cultural resources and the systems within which they occur, as fundamental to the principles of 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 QLC, RSC and the State Government, as well as 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, an Integrated Catchment Management Plan and a Planning Scheme. 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 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.

KEY ELEMENT 4.3 Reserve Management

Desired Outcomes

- Best practice reserve management occurs based on the principles of ESD.
- 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 QLC, RSC, the State Government and other organisations to undertake co-operative management of reserves exists.
- The natural, cultural, social and economic values of reserves are protected within the context of the broader landscape.

Policy Statement

QLC, RSC and the State Government acknowledge the need 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.

QLC, RSC and the State 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.
KEY ELEMENT 4.4  Catchment Management

Desired Outcomes

- 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.

Policy Statement

QLC, RSC and the State Government recognise the need 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 community participation in catchment management planning, implementation, monitoring and evaluation.

Co-operative approaches to management of the Island’s catchment will also be facilitated by expansion of the North Stradbroke Island Water Resource Coordination Group (WRCG) to include representatives of the QLC and the broader community and the preparation of a Water Management Plan in accordance with the Water Resources Act 1989.

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.

KEY ELEMENT 4.5  Wetlands Management

Desired Outcomes

- The cultural, ecological and landscape values of wetlands are protected.
- A high level of understanding of the cultural, ecological, social and economic values of wetlands of North Stradbroke Island/Minjerrribah occurs.
- The importance of the Island’s wetlands is promoted and recognised in local, regional, national and international contexts.
- Respect, acceptance and negotiated compliance with Aboriginal customary law occurs.
- Degraded wetlands are restored and rehabilitated.
- Best practice community participation in wetland management occurs.
- Capacity exists for QLC, RSC, and the State Government to undertake cooperative management of the Island’s wetlands.
- Natural/cultural resource management incorporates both Aboriginal and non-Aboriginal knowledge systems.
Policy Statement

The QLC, RSC and the State Government recognise the need to undertake effective management of the wetlands of the Island to ensure the protection of their important cultural, ecological, landscape and economic values.

Mechanisms for protecting the natural and cultural resources of wetlands 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. These mechanisms will be prepared in a way that maximises opportunities for community participation in wetland management.

The QLC, RSC and the State Government acknowledge that mining has adversely impacted upon many of the Island’s wetlands and that 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 State Government in its regulatory role commits to ensuring that wetlands damaged by mining are rehabilitated to the highest possible standard.

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

- complements Aboriginal customary law;
- incorporates processes to facilitate broader 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.

KEY ELEMENT 4.6 Fire Management

Desired Outcomes

- 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

QLC, RSC and the State Government recognise the need to implement 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.

KEY ELEMENT 4.7 Pest Management

Desired Outcomes

- 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

QLC, RSC and the State Government 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 RSC 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.

KEY ELEMENT 4.8 Mining

Desired Outcomes

• 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 strict.
• 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 QLC, RSC and broader community participation in mine closure planning.

Policy Statement

QLC, RSC and the State Government acknowledge the need to minimise further negative impacts caused by mining to the ecological, cultural, social and economic values on the Island.

QLC and RSC support 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 QLC and RSC 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 State Government commits to ensuring increased 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.
KEY ELEMENT 4.9 Off-road Vehicle Management

Desired Outcomes

• 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

QLC, RSC and the State Government recognise and acknowledge the need 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.

Key Element 4.10 Fisheries Management

Desired Outcomes

• Effective coordination and co-operation between QLC, State Government, RSC, 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.
• The QLC, RSC, the State Government, community groups and individuals respect, recognise and negotiate compliance with Aboriginal customary law.
Policy Statement

QLC, RSC and the State Government acknowledge the need for the protection and sustainable management of the Island’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 of the State Government, QLC, RSC, indigenous, commercial and recreational fishing sectors. This will be facilitated by developing clear mechanisms for improved communication between all sectors.

QLC, RSC and the State 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 QLC, RSC and the State Government 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.
Policy 5
Cultural Heritage Protection and Management

KEY ELEMENTS

5.1 Protection and Management of Cultural Heritage Values and Material
5.2 Recognition and Implementation of Rights
5.3 Ownership of Aboriginal Cultural Heritage
5.4 Access to Significant Areas

Background

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.

Cultural heritage values and material require protection if the long-term sustainability of the Island’s community is to be assured.

Cultural heritage values are both holistic and evolving. The Study has identified a set of core cultural heritage values which have wide support within the community, and are held as essential 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 in the Study include the:

• protection and preservation of the cultural and natural integrity of land and sea;
• recognition of and respect for 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;
• protection of non-Aboriginal and shared cultural heritage; and
• recognition of and respect for cultural differences.

In addition, the Aboriginal community recognises rights to natural resources as inherent to cultural heritage ownership and management.

Cultural heritage also develops over time. Aboriginal cultural heritage on the Island has developed over thousands of years and is embodied in land, sea, ecosystems and community. 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. Non-Aboriginal cultural heritage is embodied in some physical evidence (e.g. Frenchman’s Beach named for a Caledonian immigrant, and the convict stone wall at Dunwich). Values, practices and ways of community have developed over time on the Island. Given close interaction between the cultures over 140 years, some non-Aboriginal cultural heritage is shared by Aboriginal community members. This heritage includes cultural values shared by all Island residents, including justice, equity, integrity, trust and self-help.
Purpose

Cultural heritage is one of the key ‘valuable features’ to be protected under the Integrated Planning Act 1997 (IPA).

The Study 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, and the rights and responsibilities it confers, are fundamental to this policy framework and in particular to the protection and management of the Island’s cultural heritage. Non-Aboriginal cultural heritage values, and those that are shared by Aboriginal and Non-Aboriginal people on the Island, should also be reflected in planning and management objectives. Accordingly, this policy includes protection and management of cultural heritage values and material; recognition and implementation of rights; ownership of cultural heritage; access to significant areas; and protection of shared cultural heritage.

Existing legislation to protect cultural heritage includes the Queensland Heritage Act 1992 and the Cultural Records (Landscapes Queensland and Queensland Estate) Act 1987. The limitations of this legislation has constrained the ability of the RSC, QLC and community to protect cultural heritage. Proposed Indigenous Cultural Heritage Legislation is being developed.

Objectives

• The Island’s cultural heritage is recognised, respected and protected.
• Ensure that the respective cultures of Island residents are acknowledged, nurtured and celebrated.
• Ensure that cultural heritage values are recognised in governance, accountability, planning, decision-making and service provision.

KEY ELEMENT 5.1 Protection and Management of Heritage Values and Materials

Desired Outcomes

• Aboriginal cultural values are recognised and respected.
• Protection and enhancement of Aboriginal and non-Aboriginal people’s shared cultural heritage values occurs.
• Protection and appropriate management of places and materials of cultural and social significance 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.
• Clear policies and principles exist that facilitate the development of Aboriginal community capacity to take control and manage their cultural heritage.
• Adequate monitoring of cultural heritage impacts occurs.
• Appropriation and destruction of cultural heritage material is halted.
• Significant materials, places, streetscapes and buildings are identified, and conservation management programs are developed.
Policy Statement

The Strategic 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 role.

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 EPA.

A record of sites, places and values, which are important to non-Aboriginal and shared cultural heritage, will be developed. Sites, which hold cultural heritage, will be protected within the planning and management system. In addition, the strategic plan will support traditional owners and others with heritage protection interests through protection mechanisms and assistance with the implementation of strategies.

RSC and QLC will seek to source resources for cultural heritage management.

KEY ELEMENT 5.2 Recognition and Implementation of Rights

Desired Outcomes

• A strong cultural identity is maintained by developing and promoting cultural practices and an understanding the cultural environment.
• 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.

Policy Statement

Customary law is an integral part of life for the people of 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 planning and management system will recognise and incorporate Aboriginal customary and common law rights with those of the wider community.

Cultural heritage on the Island will be 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 QLC and RSC will advocate for the recognition and respect of Aboriginal ownership of Aboriginal cultural heritage and the need for appropriate legislative amendments to the State and Federal legislation. The customary and common law rights of Aboriginal people will, where they extend beyond the current determination under common law, be discussed within the NTMA.

KEY ELEMENT 5.3 Ownership of Aboriginal Cultural Heritage

Desired Outcomes

• Aboriginal ownership of Aboriginal cultural heritage occurs and is recognised.
• A high level of broad community understanding of Aboriginal cultural heritage exists.
• The need for Aboriginal people to own and maintain their own heritage is recognised by all organisations and individuals.
Policy Statement

The Strategic Plan will 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.

Presently there is no legislative basis to recognise Aboriginal ownership of Aboriginal cultural heritage. The QLC and RSC will advocate for the recognition and respect of Aboriginal ownership of Aboriginal cultural heritage and the need for appropriate legislative amendments to the State and Federal legislation.

KEY ELEMENT 5.4 Access to Significant Areas

Desired Outcomes

- Mechanisms for recognition and protection of significant areas irrespective of tenure are operational.
- Recognition, respect and access rights for Aboriginal customary law responsibilities are fulfilled.
- 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. Identification of areas of shared social, historical and cultural significance, and management of such areas, will be undertaken through community participation and with appropriate professional assistance.
Policy 6
Physical Services, Housing and Infrastructure

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Background

The provision of physical services and infrastructure refers to the responsibility of providers such as RSC, 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.

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 Shire and the region. The larger context of planning and management will have an impact on service delivery and must be taken into account and communicated to the community.

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 housing and conflicts caused by industrial traffic within townships, will require a shared commitment to ESD, a cooperative approach and prioritisation, and resourcing focused on innovative solutions.

Lack of affordable housing options for residents 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.
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 core values of the community
• Involving the community in decision making processes
• Committing to cooperative resolution of immediate issues such as:
  • Transport;
  • Housing;
  • Power and telecommunication;
  • Water extraction and supply;
  • Sewerage reticulation and treatment;
  • Drainage erosion management; and
  • Refuse collection and disposal.

Objectives

• Improve engagement of the Aboriginal and broader communities, industry, local, State and Federal Governments in infrastructure planning and assessment to achieve the principles of ESD.
• Develop an integrated and holistic approach to the planning, construction and operation of physical services and infrastructure on the Island.
• Increase diversity of, and access to, housing.
• Develop an Integrated Transport Plan.

KEY ELEMENT 6.1 Coordination of Physical Services and Infrastructure Planning, Provision and Management

Desired Outcomes

• A common and clear focus exists for the provision of infrastructure and services.
• Integrated planning, management and delivery of physical services and infrastructure advances 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 QLC, RSC and State 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 RSC, QLC and State 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.

Designation by native title holders of Minjerribah Aboriginal Living Areas outside of existing townships and the development of these areas is to be undertaken in a cooperative manner by QLC and RSC.

KEY ELEMENT 6.2 Transport

Desired Outcomes

- 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.
- 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, cycling, carpooling and other innovative transport options exists.
- 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 sound systems of public transport which provide equity of access.

An Integrated Transport Plan (ITP) will be prepared by QLC, RSC 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; and
- Live on the mainland and work on the Island.
- 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.

RSC, QLC and the State Government oppose any proposal for a bridge between the Island and the mainland.

KEY ELEMENT 6.3  Housing

Desired Outcomes

- North Stradbroke Island Aboriginal and Torres Strait Islander Housing Co-operative, RSC and the State Government effectively coordinate planning for housing.
- A Housing Strategy for the Island is developed and implemented.
- A diverse array of housing options are developed.
- Sufficient land is available for affordable housing.
- State and community housing agencies, QLC and RSC investigate and pursue solutions to affordable housing needs on the Island.
- 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 enhances the character of the townships.
- Sufficient land is available for community housing in all three townships.
- Innovative and best practice community participation exists in planning, provision and management of community housing.
- Designated Minjerribah Aboriginal Living Areas which satisfy accommodation needs outside of existing townships.

Policy Statement

The provision, design and role of housing within the community are priority issues on the Island. RSC and the State Government commit to providing leadership with the North Stradbroke Island ATSI Housing Cooperative and community in pursuing strategies for the development of adequate and appropriate housing stock for all Island residents.
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; and
- provision of accommodation for seasonal workers.

The designation by native title holders of Minjerribah Aboriginal Living Areas outside of existing townships and the development of these areas is to be undertaken in a cooperative manner by QLC, RSC and the North Stradbroke Island Aboriginal and Torres Strait Island Housing Co-operative.

**KEY ELEMENT 6.4  Power and Telecommunications**

**Desired Outcome**

- 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.

QLC, RSC and the State Government will improve access for all residents within townships and Minjerribah 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.
KEY ELEMENT 6.5 Water Extraction and Supply

Desired Outcomes

- 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.
- The cultural and ecological values associated with water bodies are maintained and protected.
- A negotiated position on water extraction by the North Stradbroke Island Water Resource Coordination Group (WRCG), RSC, QLC and the State Government on acceptable water management now and in the future 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:
  - North Stradbroke Island Water Resource Coordination Group (WRCG) with representatives from the QLC and the broader community;
  - 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

RSC, QLC and the State Government recognise 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 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, RSC and the State Government will include the Aboriginal community and the broader community in the WRCG. With participation by the community, the WRCG will evaluate its role and functions in relation to responsible and accountable management of the water catchment. The WRCG will also review the monitoring and management of impacts on the ecosystem. The QLC, RSC and State Government 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) by the WRCG. A computerised transient groundwater flow model for the whole of North Stradbroke Island/Minjerrribah is being developed by NR&M. 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 QLC for the WRCG and the broader community. Through various mechanisms within the strategic plan, the WRCG will make information available to the community regarding the extent of the impacts of water use by RSC and mining companies 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. QLC and RSC have ruled out 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. Modelling 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.

QLC, RSC and the State Government 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 WRCG. 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 WRCG) on Eighteen-Mile Swamp and to ensure compliance with National Principles for the Provision of Water for Ecosystems.

**KEY ELEMENT 6.6 Sewage Reticulation and Treatment**

**Desired Outcomes**

- 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**

QLC, RSC and the State 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 sewerage systems to cope with peak tourism periods will require significant funding.

**KEY ELEMENT 6.7 Refuse Collection and Disposal**

**Desired Outcomes**
- 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. QLC, RSC and the State 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.

**KEY ELEMENT 6.8 Drainage and Erosion Management**

**Desired Outcomes**
- 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

QLC, RSC and the State 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 QLC, RSC and State 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.
Policy 7
Economy and Employment

KEY ELEMENTS

7.1 Development of an Economy Consistent with Core Values
7.2 Diversification of the Economy Consistent with an Ecologically Sustainable Development (ESD) framework
7.3 Increasing Community Wealth
7.4 Utilisation of Wealth and Capacity Building
7.5 Co-operative Management of the Economy

Background

Historically, the economy of the Island was based on the extraction and/or utilisation of natural resources through 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 organisation is also a significant sector of the economy.

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.

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 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.

**Purpose**

The QLC, RSC and the State 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 that respects the core values.

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 builds on the core 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.

**Objectives**

- Develop the Island’s economy in accordance with the Vision, vision principles and core values.
- Create an economy to sustain and build on the Island’s economic strengths and opportunities.
- Diversify the economy to provide increasing returns on its strengths.
- Recognise, protect and utilise Island knowledge in the development of the economy.
- Increase the capacity of the economy to generate wealth and protect core values.
- Increase the number, variety and flexibility of employment opportunities.
- Improve equity in access to business and employment opportunities for all residents.
- Increase the capacity of the economy to generate surplus wealth that will build capacity and improve infrastructure.
KEY ELEMENT 7.1 Development of an Economy Consistent with Core Values

Desired Outcomes

- The economy recognises, protects and enhances the core 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 community’s core values are encouraged.
- Participation of the community in the economy is equitable and diverse.
- Accounting systems for the Island recognise all costs (such as triple bottom line accounting).
- A proactive approach to regional, national and global imperatives occurs.
- The economy reflects interlocking systems of production, services and wastes.

Policy Statement

The QLC, RSC and the State Government acknowledge that the economy must change and grow whilst protecting the core values of the Island. It is essential that the economy work within the core values. This will be achieved by directing priority and resourcing to:

- Ensuring that existing industries and businesses comply with the core values and ESD as defined through the North Stradbroke Island/Minjerribah Strategic Plan;
- Encouraging new enterprises which take advantage of the Island’s economic opportunities, comply with the core values and diversify the economic base;
- Working cooperatively with the community, different levels of government, businesses and stakeholder groups;
- Encouraging and facilitating industry specific, target-based training and educational programs to meet the needs and respond to the opportunities present within the Island economy;
- Ensuring 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; and
- Encouraging community support for future economic development by focusing on the community’s Core Values. Community support and participation is fundamental to the success of the economy and the individual enterprises within that economy.

KEY ELEMENT 7.2 Diversification of the Economy Consistent with an Ecologically Sustainable Development (ESD) framework

Desired Outcomes

- A diversified economy is enjoyed that advances ESD 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.
- Flexible and sufficient employment opportunities exist to meet the needs of the community.
- Specific training opportunities are effective which enable the community to develop business opportunities and take up employment in the new economy.
- Infrastructure is available which facilitates the diversification of the economy.
Policy Statement

RSC, QLC and the State Government acknowledge the need for the Island economy to advance ESD, to increase productivity, diversity, labour market flexibility, employment opportunities and social justice.

The development and creation of an economy which advances ESD will be achieved through the implementation of the North Stradbroke Island/Minjerribah Strategic Plan. As only one element of the Island and community life, the economy needs to progress and respond equally to the environmental, social, cultural and economic criteria contained within the policy framework.

Businesses and industry compliance to the Strategic Plan will be primary to advancing ESD for the Island and community.

Such compliance will be facilitated through future cooperative relationships and arrangements developed with existing industries such as mining, tourism and fishing. The participation of these industries in the development of long-term sustainable economy is crucial.

Diversification of the economy will take place through the creation of new enterprises. Resources will be applied to the development and maintenance of programs (educational, training and investment) which facilitate and support ongoing diversification of the economy within the core values. Funding programs available through different levels of government will be identified to directly assist in the development of the diversifying economy.

Diversification of the economy cannot be limited to specific or even currently known industries. However, the following areas have been identified as both opportunities and priorities for diversification of the Island economy:

- Local environmental, cultural and specifically Aboriginal knowledge;
- Business, cultural and eco-tourism;
- Joint research ventures;
- Technological and locally-based exports of education, training and knowledge products;
- Farming of naturally occurring flora and marine species; and
- Activities which service these industries.

The nature of these potential new enterprises lend themselves to more flexible micro-business and home-based business structures with the application of technology such as the Internet. As an example, knowledge could be a significant component of a future economy which can be developed through micro and home based business structures. Not only is knowledge in abundance but it is not capital intensive and through utilising modern technology, can be a high value-adding industry.

KEY ELEMENT 7.3 Increasing Community Wealth

Desired Outcomes

- An economy exists that generates increased wealth for the community so that core values can be protected.
- Enterprises are enjoyed that seek to maximise economic benefits whilst avoiding ecological and cultural damage.
- The economy provides variety and flexibility in employment opportunities to meet the needs of the community.
- The economy provides residents with alternative structures for business opportunities such as home based enterprises.
Policy Statement

To realise the core values, it is essential to the economy that employment and business opportunities generate economic wealth for the entrepreneur and for the Island community.

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 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.

QLC, RSC and the State Government recognise that 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 locally wherever possible. The Councils and State Government will lead by example in this respect. 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. RSC, the QLC and the State Government recognise that 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.

**KEY ELEMENT 7.4 Utilisation of Wealth and Capacity Building**

Desired Outcomes

- 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.

Policy Statement

RSC, QLC and the State Government acknowledge that to meet the demands of the community and to implement the Strategic 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.

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.

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 ESD.

KEY ELEMENT 7.5  Co-operative Management of the Economy

Desired Outcome

• A co-operative approach is applied by QLC, RSC, the State Government, businesses, industry associations and the 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

The QLC, RSC and the State Government commit to the planning and management of the economy in a co-operative way. This will require the participation of the two Councils, the State Government, community members and organisations, as well as industry operators and their representative organisations. RSC, QLC and the State Government will actively seek the participation of government, businesses and the community in the future planning for the Island.

The ongoing commitment and success in advancing ESD is dependent on community participation in the economy. For this to be achieved priority will be placed on:

• Awareness of community economic activities and goals;
• Increased recognition of and respect for contemporary Aboriginal and non-Aboriginal cultures, values and identities; and
• Effective flow of information.

QLC, RSC and State Government acknowledge the need to provide:

• leadership in collaboration for community development;
• increased community access to information, education and training;
• opportunities for residents to work and learn together;
• encouragement of an enterprising community; and
• processes which engage people from the ground up for mutual benefit.

Of particular emphasis is the need to incorporate community and Aboriginal knowledge into future management practices to retain and build on the cultural and natural integrity of the Island.

A cooperative approach with industry sectors and individual enterprises is required and will be encouraged and facilitated through existing and new associations, organisations and processes. Particular emphasis will be placed on existing planning processes including:

• Mine closure and post mining planning;
• Industry-specific planning processes being undertaken by professional fishing and tourism; and
• Promotion and delivery of tourism products.
Policy 8
Tourism

Background
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.

It is acknowledged that with the growth of the tourism industry, positive impacts have also flowed. Employment and wealth creation opportunities have increased through the growth in retail, hospitality and accommodation and the attendant support services for these areas.

It is also acknowledged that the tourism industry could be significantly broadened to include a range of new and growing tourism experiences which incorporate the principles of ESD. As such, the industry holds significant potential to bring economic and social benefits to the community if development and management occurs in a planned and coordinated way within a framework, which supports the community’s core values.
Purpose

Priorities for tourism on the Island are the:

• coordinated planning and management with community participation;
• minimisation of impacts on social, cultural and environmental values through management;
• education of tourist and operators;
• improved compliance of existing operations and tourists to the principles of ESD and community core values;
• increased social and economic benefit from tourism for the community;
• broadening of the tourism experience particularly in terms of Aboriginal cultural tourism; and
• coordinated and responsible promotion of tourist activities.

Objectives

• Establish a framework for the management of visitors that balances economic, social, environmental and cultural sustainability through effective research, planning, management and evaluation.
• Provide a high quality recreational experience for visitors and residents while maintaining the quality of the environment on and around the Island.
• Improve the quality of life for the host communities.
• Ensure greater diversity of economic opportunities and equity within the community.
• Generate income for the maintenance and protection of the ecological and cultural values of the Island.
• Increase the diversity of tourism operation within the core values and Vision.

KEY ELEMENT 8.1 Tourism Planning and Management

Desired Outcomes

• Best practice tourism planning and management exists which advances ESD, the Vision, vision principles and core values of the 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 QLC, RSC and State Government in consultation with relevant stakeholders, operators and residents and is based on the principles of ESD.
• Tourism activities on and around the Island are cooperatively managed.
• New enterprises in the tourism sector relate positively to the cultural aspirations of the community.

Policy Statement

QLC, RSC and the State Government recognise that tourism is a major industry with potential for well planned and managed growth. The QLC, RSC 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, core values and Aboriginal customary law.
The review will produce a Tourism Strategy, which advances ESD and the Vision, vision principles and core values. 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 ESD 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; and
- enterprise development with particular emphasis on Aboriginal cultural tourism.

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

Management agencies will endeavor to work with all tourism and associated groups/businesses on the Island in a coordinated fashion to achieve agreed outcomes.

Tourism management is a vital component of Aboriginal management considerations. In developing proposals to better manage tourism and to enhance the cultural experience of visitors it will be important to incorporate Aboriginal customary law responsibilities and interests.

**KEY ELEMENT 8.2 Tourism Infrastructure**

**Desired Outcomes**

- Best practice is in place in terms of the planning, provision, maintenance and management of tourism infrastructure which advances ESD and the community Vision.
- 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, maximise community benefits, and minimise any negative effects of tourism.

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 will be considered as a key element within the Tourism Strategy.

The management process, including development assessment of proposed tourism projects, will regulate and provide incentives to promote community equity and benefit through the project.
KEY ELEMENT 8.3  Code of Practice for Tourism Operators

Desired Outcomes

- A Code of Practice for tourism operators is in place.
- An equitable and efficient licensing system for tourism operators exists that adheres to ESD 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.
- Respect, acceptance and negotiated compliance with Aboriginal customary law occurs.

Policy Statement

Compliance with the principles of ESD and core values by tourism operators and visitors is a critical factor in the long-term sustainability of tourism as a profitable industry on the Island. A formalised Code of Practice, inclusive of cultural and environmental awareness programs, for tourism operators will be developed. The Code will be based on the principles of ESD and the core values of the community, and will incorporate Aboriginal customary law. The code of practice will be developed cooperatively by tourism operators, promotion agencies, management agencies, QLC, RSC in consultation with the community.

The code of practice will promote self-regulation through education and awareness and will also be linked to licensing of operators to allow adequate enforcement.

KEY ELEMENT 8.4  Tourism Promotion and Education

Desired Outcomes

- 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.
- 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

Appropriate promotion of tourism experience and education of tourism operators and visitors are significant management tools.

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 community vision, vision principles and core values. 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 State of the Environment reporting.
KEY ELEMENT 8.5  Tourism Impact Benchmarks

Desired Outcomes

• 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.
• Tourism booking systems are continually upgraded.
• Visitor research, statistics and industry performance measures are available and carefully applied in planning and management.

Policy Statement

The active management of visitor numbers to the Island is critical and will be governed by benchmarks based on the sustainability of activities, environmental and cultural thresholds and carrying capacity. To minimise and manage the adverse environmental and cultural impacts of tourism, strategies will contain benchmarks for sustainability to match visitor numbers with those thresholds and carrying capacity. A cooperative approach by QLC, RSC and the State Government will be taken to determine thresholds and carrying capacities for visitor numbers. The application of thresholds, set by benchmarks, will occur through a variety of planning processes including reserve management and infrastructure planning.

Management planning will give priority to determining tourism impact benchmarks and implementing the necessary procedures to manage numbers, such as limitations on the number of camping places and off-road vehicle permits issued, as well as other mechanisms. Reference will be made to (amongst other factors) the time of the year, the available infrastructure and the condition of the location. Improved systems of booking and managing tourism activities will be explored and implemented so as to develop a better understanding of activities and their impacts and develop more sophisticated benchmarks.

Sources of funding for additional loads on waste disposal, medical facilities, infrastructure provision, seasonal staff housing, maintenance and other services associated with peak visitor periods, will be identified as an integral part of all tourism management strategies.

KEY ELEMENT 8.6  New Tourism Activities, Products and Services

Desired Outcomes

• Well planned tourism activities, products and services, both current and future, that conform to an ESD framework and integrate economic, cultural and environmental goals exist.
• Activities are evaluated in accordance with ESD principles and core 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 Island community in the development of tourism products.
• Cultural tourism is developed by the Aboriginal community.

Policy Statement

The development of a responsible, well planned and diverse tourism industry within an ESD framework which supports the Vision, vision principles and core values of the community is a primary element of the Policy Framework. The QLC, RSC and State Government recognise 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 proposed Strategy and compliance with ESD, the Vision and vision principles will be the involvement of the local 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 the application of resources.
Policy 9
Health

KEY ELEMENTS

9.1 Environmental Health
9.2 Primary Health
9.3 Health Services

Background

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.

RSC and the State Government have statutory responsibilities for environmental health, whilst QLC has cultural heritage responsibilities for environmental health. Health services are provided by five organisations. 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 QLD Ambulance Service.

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 community will be the focus of a sustained and integrated program for the improvement of population health.

Purpose

Due to the community’s 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, will be considered. 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.

The QLC, Yulu-Burri-Ba, RSC and State 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.
Objectives

- Safe-guard the life supporting capacity of air, water, land and ecosystems and protect and enhance biodiversity;
- Improve population health indicators to meet national benchmarks;
- Increase commitment of resources to primary (preventative) health care;
- Increase resources for health services and infrastructure; and
- Increase residents’ life expectancies.

KEY ELEMENT 9.1 Environmental Health

Desired Outcomes

- An environment exists which promotes good public health.
- Air and water is of a quality that promotes human health as well as healthy ecosystems.
- No land is contaminated. Rehabilitation of previously contaminated land occurs where it may affect human health and/or significant ecosystems, this includes radiation contamination.
- Fresh food is uncontaminated and appropriately stored to maintain its health promoting properties.
- 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.
- Accommodation meets community needs and facilitates the prevention of disease.
- Noise nuisance is minimal.
- Community awareness of environmental health issues is high.

Policy Statement

The quality of the land, sea and its life forms are paramount to the health of people on the Island. The QLC, RSC and State 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, RSC, State Government and the community. The Community Health Plan, to be developed, will include 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 Minjerribah Aboriginal Living Areas have appropriate environmental health infrastructure.

KEY ELEMENT 9.2 Primary Health Care

Desired Outcomes

- The causes of respiratory diseases are indentified.
- The use of alcohol and tobacco is reduced.
- Mortality rate from preventable disease is minimised.
- The incidence of cancers on the Island is investigated.
• A high level of self-reported health assessment occurs.

Policy Statement

Yulu-Burri-Ba, RSC and the State Government acknowledge the community concern and health indicators about the apparent prevalence of respiratory disorders, preventable diseases 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:

• information and assistance to make lifestyle changes relating to nutrition, use of alcohol, tobacco and other drugs, and access to services;
• 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 high incidence of respiratory and cancer disorders and possible links to environmental health will be assessed.

KEY ELEMENT 9.3 Health Services

Desired Outcomes

• Health promotion and health facilities are well resourced.
• A Community Health Plan is operational.
• 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.
• Ready access to specialist health services exists.

Policy Statement

Yulu-Burri-Ba, the RSC and the State Government 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. 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 and physical health.

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.
Policy 10
Resource Allocation and Accountability

KEY ELEMENTS

10.1 Resource Providers
10.2 Resource Base
10.3 Accountability

Background

There is a need for adequate financial resourcing in order to provide solutions to issues, which are now constraining the community’s development. This requires a continuation and extension of the cooperative effort currently existing between RSC and QLC. The State and Commonwealth Governments will perform critical roles in funding certain planning and management initiatives identified in the Strategic Plan.

Concurrently, it is essential that resourcing be provided to ensure that the community has the capacity to implement outcomes from the Strategic Plan. In particular, recognition of the traditional owners of the Island and their customary law obligations brings with it a need to allocate resources to enable them to carry out their customary law obligations. As such, resources need to be allocated to the QLC, as the representative body for the traditional owners of the Island, to build its capacity to implement customary law and take on planning and management responsibilities. Further, opportunities need to be provided to enable both the Aboriginal and broader communities to develop enterprises, consistent with the Strategic Plan, which facilitate the generation of revenue resources.

A significant concern regarding the potential for resources to fund necessary programs, is the entrenched and fragmented nature of existing government agency structures.

Purpose

It is essential that a resource base be developed to enable the implementation of the Strategic Plan and the realisation of the Vision. The establishment of the resource base needs to be undertaken through the coordination and collaboration of resource providers including the QLC, RSC, the State and Commonwealth Governments and industry. It also needs to account for the use of other resources, including human, technological, cultural and environmental resources. The contributions of industry, businesses, community organisations and volunteers should also be acknowledged in resource management systems.

Essential to the achievement of successful outcomes is transparency and accountability in the provision of services. Financial accountability must be a critical component of the proposed Strategic Plan and must incorporate broad concepts of accountability. Specifically, these are accountability to the cultural and social needs values and concerns of the community.

Objectives

• Develop a framework for the coordination of resource providers for the planning and management of the Island;
• Develop a sustainable resource base required for the planning and management activities as identified in the Strategic Plan; and
• Develop a comprehensive framework that addresses financial, cultural and political accountability requirements.
KEY ELEMENT 10.1 Resource Providers

Desired Outcomes

- The roles and responsibilities of funding agents are clearly delineated.
- Protocol agreements exist between service providers and the funding agents.
- Integrated funding solutions occur between the Federal Government, State Government, RSC, QLC, other organisations, and industry groups in order to implement policy objectives.

Policy Statement

RSC, QLC, the State Government commit to a cooperative and collaborative approach with the Federal Government and other service providers in building capacity to achieve the desired outcomes specified in the Strategic 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.

RSC, QLC and the State Government will play a lead role in working cooperatively with all sectors of the 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 Strategic Plan for the Island.

KEY ELEMENT 10.2 Resource Base

Desired Outcomes

- Effective resource sharing exists.
- Required funding is identified to allow for forecasting, strategic planning and implementation.
- Agreed, clearly defined and costed ‘in kind’ contributions in terms of provision of expertise, labour, resources etc. are included where applicable in the resourcing of projects.
- Agreed medium and long-term funding arrangements exist to resource capacity building, planning and management initiatives within the community which facilitate implementation of the Strategic Plan.
- Tied long-term funding occurs from State and Federal Governments for the implementation of planning and management activities identified in the Strategic Plan.
- Increased investment of private and government resources in physical and social infrastructure.
- A system of economic (or market-based) instruments such as user-pays charges and other revenue raising measures exists.
- Joint projects between the public and private sectors and community organisations enable private sector funding to benefit the broader community.

Policy Statement

A broad resource base needs to be developed by traditional owners, government, industry and community to implement the Strategic Plan. No individual sector nor funding source can be relied upon to provide all the resources. A broad and comprehensive resource base shall be established through relationships between government, traditional owners, industry and the community. Resourcing for the Strategic Plan will require, in many cases, additional resources to those already committed for necessary works and existing programs.
RSC, QLC and the State Government will play a lead role in working cooperatively with all sectors of the 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 Strategic Plan for the Island.

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.

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.

As the State Government receives revenue as a result of mining activities on the Island, the State recognises 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. 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 Strategic 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 Strategic Plan through the creation of wealth and capital for the Island and its community.

As a matter of priority within the Strategic Plan, 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 QLC which facilitate implementation of the Strategic Plan. In addition, opportunities shall be provided to enable the Aboriginal and broader communities to develop enterprises consistent with the Strategic 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 RSC 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 should be identified and encouraged.

Where appropriate, 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.

**KEY ELEMENT 10.3 Accountability**

**Desired Outcomes**

- 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**

RSC and QLC shall promote transparency in the administration, custodianship and accountability of financial resources with a view to inspiring community confidence in the implementation of the Strategic 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 as an element of the Protocol Agreements 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 this Policy Framework, benchmarks and standards shall be developed. This process shall promote accountability to the Vision, vision principles and core values. In this way, a holistic concept of accountability incorporating financial, cultural and social concepts shall be achieved.