
ABORIGINAL CULTURAL HERITAGE POLICY

Version 1 Adopted on 27/02/2013 by Council Resolution 0213/009

1. PURPOSE

Carpentaria Shire Council ("Council") recognises the potential impact that some Council activities may cause to Aboriginal Cultural Heritage. Aboriginal Cultural Heritage is protected under Commonwealth and State legislation. The *Aboriginal Cultural Heritage Act 2003 (Qld)* ("ACHA") imposes a cultural heritage duty of care on all persons who carry out an activity. The person must take all reasonable and practical measures to ensure the activity does not harm Aboriginal Cultural Heritage.

The purpose of this policy is to define procedures and protocols to ensure that Aboriginal Cultural Heritage is protected within Carpentaria Shire and to ensure Council discharges its duty of care under the ACHA.

Fundamental to the main purpose of the ACHA, which is to provide effective recognition, protection and conservation of Aboriginal Cultural Heritage are the following principles—

- Recognition, protection and conservation of Aboriginal Cultural Heritage should be based on respect for Aboriginal knowledge, culture and traditional practices;
- Aboriginal people should be recognised as the primary guardians, keepers and knowledge holders of Aboriginal Cultural Heritage;
- It is important to respect, preserve and maintain knowledge, innovation and practices of Aboriginal communities and to promote understanding of Aboriginal Cultural Heritage.

Activities involved in recognition, protection and conservation of Aboriginal Cultural Heritage should be assessed for compliance with the ACHA and the Cultural Heritage Duty of Care Guidelines ("Duty of Care Guidelines") because they allow Aboriginal people to reaffirm their obligation to 'law and country'.

CONSULTATION NOTICE

Depending on the nature of the activity, the likelihood of its causing harm to Aboriginal Cultural Heritage and the nature of the Aboriginal Cultural Heritage likely to be harmed by the activity, Council may publish a consultation notice prior commencing work on the activity, inviting comments on any cultural heritage which may exist. A template of this notice is attached as Appendix B. Council will aim to publish consultation notices at least 30 business days prior to commencing an activity to which the Duty of Care Guidelines apply.

2. SCOPE

Council works may be subject to the Duty of Care Guidelines and should be assessed for compliance with the ACHA and the Duty of Care Guidelines.

This policy applies to Council activities where cultural heritage finds may be encountered during works.

3. RESPONSIBILITIES

Each Director has the responsibility of implementing the policy and ensuring that any CHF are dealt with in accordance with this policy.

Council will ensure that any contractor engaged by the Council for a project is familiar with the policy and has agreed to abide by the policy prior to recommencement of any works.

4. DEFINITIONS

Aboriginal Cultural Heritage means anything that is—

- A significant Aboriginal area in Queensland;
- A significant Aboriginal object; or
- Evidence, of archaeological or historic significance, of Aboriginal occupation of an area.

Aboriginal Party means the relevant traditional owner group or their representatives.

ACHA means the *Aboriginal Cultural Heritage Act 2003*.

Council means Carpentaria Shire Council and includes all employees, agents and contractors of Council.

Harm has the same meaning as given in the ACHA.

5. POLICY

PROCEDURE PRIOR TO THE COMMENCEMENT OF COUNCIL PROJECTS

Prior to the commencement of works, it is expected that the following checks and assessments have occurred—

- A search of the Cultural Heritage database and Cultural Heritage Register has been undertaken and considered. It may be sufficient that previous recent searches over the same area have been undertaken and no changes, to the best of officers' knowledge, have occurred;
- An assessment of the works against the Cultural Heritage Duty of Care guidelines has been undertaken by Council officers.

In some cases, additional measures may be put in place depending on the nature of the works and the degree of previous disturbance which may have occurred on a site. These measures may be set out in a Cultural Heritage Agreement or Cultural Heritage Management Plan between Council and Aboriginal parties. If such an Agreement or Plan has been entered into, the additional measures that may be included are—

- A surface inspection by Aboriginal Parties and Council officers to confirm that there is no obvious Aboriginal Cultural Heritage within the area to be disturbed by the works;
- Agreed monitoring arrangements for the initial surface disturbance and excavation work associated with the project. Council will have the sole discretion when determining whether monitors are required in order to discharge its duty of care in relation to a particular project;

- Specific agreed and documented cultural heritage finds procedures with the relevant Aboriginal parties.

The Director of the relevant area of Council that is undertaking the works is responsible for the development of a Cultural Heritage Management Plan, if applicable, in conjunction with the Chief Executive Officer. Council approval is required for any final plan.

MONITORING ARRANGEMENTS

Where Council determines that monitors need to be engaged in relation to particular works, the rates set out in the table below will apply. These rates may only be varied by resolution of Council.

MONITOR RATES

Item	Rate
Monitor	\$420 per full day (more than 4 hours)
Monitor	\$210 per half day (less than 4 hours)
Vehicle Allowance	\$200 per full day (more than 4 hours) (maximum of 1 vehicle, inclusive of fuel)
Vehicle Allowance	\$100 per half day (less than 4 hours) (maximum of 1 vehicle, inclusive of fuel)

No other fees are payable unless approved in advance by Council or the Mayor.

The number of monitors engaged for works will be determined by Council. Council will generally only pay for monitors to undertake initial site assessments. There may also be a need to engage monitors under the Cultural Heritage Finds Procedures set out below.

No monitoring work will be paid for by Council unless approved in advance by the relevant director and unless a purchase order has been issued for such works.

Council reserves the right to commence or proceed with works, subject to the Duty of Care Guidelines, should monitors not arrive at the nominated time for the monitoring works.

CULTURAL HERITAGE FINDS PROCEDURE

This procedure applies to all Cultural Heritage Finds (“CHF”).

A CHF includes, but is not limited to, significant Aboriginal objects, or evidence of archaeological or historic significance of Aboriginal occupation or Aboriginal human remains, found during Council works.

The following procedure is the process which Council will ordinarily follow when a CHF is made—

1. In the event that a CHF is made that is not of human remains, the employee or contractor will cease all work in the vicinity of the CHF and notify the Project Supervisor. The Project Supervisor will immediately ensure that a buffer zone, (being no less than a radius of 10 metres from the CHF) is established to prevent any harm or any further harm to the CHF.

2. The Supervisor will contact the Chief Executive Officer or relevant Director to obtain further direction in relation to the CHF.
3. The Chief Executive Officer or the relevant Director will contact the relevant Aboriginal Party to discuss the CHF, including a request to meet and discuss possible avoidance, relocation or other appropriate agreed options.
4. In the absence of identifying an Aboriginal Party, the Aboriginal representative body for the area, Carpentaria Land Council Aboriginal Corporation ("CLCAC"), may be contacted to obtain details of relevant Aboriginal persons for the area.
5. If a CHF which comprises human remains is found, all work in the vicinity of the CHF will cease and an appropriate buffer established. The buffer area will usually be all land within a 10 metre radius of the CHF;
6. If a CHF which comprises human remains is found, in addition to the steps set out above, the Queensland Police Service must be contacted immediately. All care should be taken to ensure that any evidence or forensic information is not further destroyed or contaminated.

SUMMARY TABLES

CULTURAL HERITAGE FIND OTHER THAN HUMAN REMAINS

Step	Action	Responsibility
1	Council will immediately cease work in the immediate vicinity of the Cultural Heritage Find (including establishing a buffer zone)	Carpentaria Shire Council
2	Council will contact— (a) The relevant Aboriginal Party; or (b) Carpentaria Land Council Aboriginal Corporation; or (c) Cultural Heritage Co-ordination Unit. as soon as practicable.	Carpentaria Shire Council
3	Council is to give notice of CHF to Aboriginal Party or Carpentaria Land Council Aboriginal Corporation.	Carpentaria Shire Council
4	The Council and the Aboriginal Party will conduct a meeting after notice of the CHF is given, to discuss appropriate management arrangements.	Carpentaria Shire Council
5	Written confirmation of agreed arrangement to be exchanged.	Carpentaria Shire Council

CULTURAL HERITAGE FIND COMPRISING OF HUMAN REMAINS

Step	Action	Responsibility
1	Council will immediately cease work in the immediate vicinity of the CHF (including establishing a buffer zone) and will preserve the site and any potential evidence	Carpentaria Shire Council
2	The Queensland Police Service (QPS) must be notified of the CHF	Carpentaria Shire Council
3	Council will Contact:— (a) The relevant Aboriginal Party; or (b) Carpentaria Land Council Aboriginal Corporation; or	Carpentaria Shire Council

	(c) Cultural Heritage Co-ordination Unit. as soon as practicable.	
4	Council to give notice of CHF to Aboriginal Party or Carpentaria Land Council Aboriginal Corporation.	Carpentaria Shire Council
5	Police initiate a crime scene response, preservation and forensic pathology.	QPS
6	Cultural Heritage Coordination Unit called to attend scene	Carpentaria Shire Council
7	Material inspection by police in conjunction with Aboriginal Party where appropriate.	QPS and Aboriginal Party
8	If applicable, second opinion may be obtained from Police or their nominated expert	QPS/Nominated Expert

DETERMINATION OF REMAINS

1	Formally determined as Aboriginal remains	QPS
2	Likely Aboriginal remains and no suspected criminality— (a) Cultural Heritage Coordination Unit contacts all relevant Aboriginal persons for immediate involvement (b) Second opinion obtained from Police or their nominated expert	QPS/Nominated Expert
3	Non-Aboriginal remains or suspected criminality or other doubt persists— (a) Police to coordinate	QPS

6. ASSOCIATED DOCUMENTS

- Duty of Care Guidelines (attached as Appendix 1)
- Cultural Heritage Consultation Notice (attached as Appendix 2)

7. NEXT REVIEW

February 2015

8. RESOLUTION

Adopted by Council on the 27 February 2013 by Council Resolution 0213/009



Chief Executive Officer

APPENDIX 1 – ABORIGINAL CULTURAL HERITAGE ACT 2003 - DUTY OF CARE GUIDELINES

Aboriginal Cultural Heritage Act 2003

PART 1 – Information to Assist in Using these Guidelines

1.1 Preamble

1.2 The *Aboriginal Cultural Heritage Act 2003* commenced on 16 April 2004. The Act binds all persons, including the State, and is intended to provide effective recognition, protection and conservation of Aboriginal cultural heritage.

Principles Underlying the *Aboriginal Cultural Heritage Act 2003*

1.3 The following fundamental principles underlie the Act's main purpose:

- (a) the recognition, protection and conservation of Aboriginal cultural heritage should be based on respect for Aboriginal cultural and traditional practices;
- (b) Aboriginal people should be recognised as the primary guardians, keepers and knowledge holders of Aboriginal cultural heritage;
- (c) it is important to respect, preserve and maintain knowledge, innovations and practices of Aboriginal communities and to promote understanding of Aboriginal cultural heritage;
- (d) activities involved in recognition, protection and conservation of Aboriginal cultural heritage are important because they allow Aboriginal people to reaffirm their obligations to “law and country”;
- (e) there is a need to establish timely and efficient processes for the management of activities that may harm Aboriginal cultural heritage.

Distinction between Aboriginal cultural heritage and Native Title

1.4 Aboriginal cultural heritage values should not be confused with native title. As with non-Aboriginal heritage values, Aboriginal cultural heritage can exist on an area regardless of the nature of land tenure. The existence of Aboriginal cultural heritage in an area does not mean that native title exists over that area.

Definition of Aboriginal cultural heritage

1.5 The Act defines Aboriginal cultural heritage as anything that is:

- (a) a significant Aboriginal area in Queensland; or
- (b) a significant Aboriginal object; or
- (c) evidence, of archaeological or historic significance, of Aboriginal occupation of an area of Queensland.

A significant Aboriginal area or object must be particularly significant to Aboriginal people because of either or both of the following:

- (a) Aboriginal tradition;
- (b) the history, including contemporary history, of any Aboriginal Party for the area.

Aboriginal cultural heritage areas do not have to contain physical markings

1.6 In the same way as non-Aboriginal heritage values are capable of protection, it is not necessary for an area to contain markings or other physical evidence indicating Aboriginal occupation or otherwise denoting the area's significance for the area to be protected as a significant Aboriginal area under the *Aboriginal Cultural Heritage Act 2003*.

Role of the Aboriginal Party

- 1.7 The views of the Aboriginal Party for an area are key in assessing Aboriginal cultural heritage and managing any activity likely to excavate, relocate, remove or harm Aboriginal cultural heritage.
- 1.8 In assessing a significant Aboriginal area the legislation provides that regard may also be had to authoritative anthropological, biogeographical, historical and archaeological information.
- 1.9 Before an area can be registered on the Aboriginal Cultural Heritage Register, the person seeking to register the area must be able to demonstrate that the application is consistent with this information.
- 1.10 Appropriately qualified persons such as anthropologists, archaeologists and historians can also provide valuable assistance in this regard.

Due Diligence – The Precautionary approach

1.11 The *Aboriginal Cultural Heritage Act 2003* requires that a person must exercise due diligence and reasonable precaution before undertaking an activity which may harm Aboriginal cultural heritage.

Aboriginal cultural heritage duty of care

- 1.12 Section 23(1) of the *Aboriginal Cultural Heritage Act 2003* states that a person who carries out an activity must take all reasonable and practicable measures to ensure the activity does not harm Aboriginal cultural heritage (the “cultural heritage duty of care”).
- 1.13 Section 23(2) of the *Aboriginal Cultural Heritage Act 2003* states that without limiting the matters that may be considered by a Court required to decide whether a person has complied with the cultural heritage duty of care in carrying out an activity, the Court may consider the following:
 - (a) the nature of the activity, and the likelihood of its causing harm to Aboriginal cultural heritage;
 - (b) the nature of the Aboriginal cultural heritage likely to be harmed by the activity;
 - (c) the extent to which the person consulted with Aboriginal parties about the carrying out of the activity, and the results of the consultation;
 - (d) whether the person carried out a study or survey, of any type, of the area affected by the activity to find out the location and extent of the Aboriginal cultural heritage, and the extent of the study or survey;

- (e) whether the person searched the database and register for information about the area affected by the activity;
- (f) the extent to which the person complied with cultural heritage duty of care guidelines;
- (g) the nature and extent of past uses in the area affected by the activity.

Meeting the Duty of Care

1.14 Section 23 of the Act provides that a person who carries out an activity is taken to have complied with the cultural heritage duty of care in relation to Aboriginal cultural heritage if -

- (a) the person is acting –
 - (i) under the authority of another provision of this Act that applies to the Aboriginal cultural heritage; or
 - (ii) under an approved Cultural Heritage Management Plan that applies to the Aboriginal cultural heritage; or
 - (iii) under a native title agreement or another agreement with an Aboriginal Party, unless the Aboriginal cultural heritage is expressly excluded from being subject to the agreement; or
 - (iv) in compliance with gazetted cultural heritage duty of care guidelines; or
 - (v) in compliance with native title protection conditions, but only if the cultural heritage is expressly or impliedly the subject of the conditions; or
- (b) the person owns the Aboriginal cultural heritage, or is acting with the owner's agreement; or
- (c) the activity is necessary because of an emergency, including for example, a bushfire or other natural disaster.

Duty of Care Guidelines

1.15 Section 28 states that the Minister may by gazette notice notify guidelines (“cultural heritage duty of care guidelines”) identifying reasonable and practicable measures for ensuring activities are managed to avoid or minimise harm to Aboriginal cultural heritage.

1.16 There is no offence in not complying with the cultural heritage duty of care guidelines. However, complying with the guidelines affords strict compliance with the cultural heritage duty of care. Where Aboriginal cultural heritage is harmed by an activity, and the activity is not otherwise covered by sections 23(3), 24(2), 25(2) or 26(2) of the *Aboriginal Cultural Heritage Act 2003*, failure to have complied with the guidelines may result in prosecution under the Act. Maximum penalties for contravening the cultural heritage duty of care are \$100 000 for an individual and \$1 000 000 for a

corporation. *Aboriginal Cultural Heritage Act 2003* Section 28 – Duty of Care Guidelines Gazettal Date: 16 April 2004

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Another Option for Legal Protection

1.17 The *Aboriginal Cultural Heritage Act 2003* expressly recognises that the views of the Aboriginal Party for an area are key in assessing and managing any activity which is likely to harm Aboriginal cultural heritage. Under the Act, there is provision for voluntary agreements and Cultural Heritage Management Plans with the relevant Aboriginal Party. You have a complete defence under the Act in relation to any activity undertaken in accordance with such agreements or Cultural Heritage Management Plans.

Other Information

1.18 *Ask First – A guide to respecting Indigenous heritage places and values*, released by the Australian Heritage Commission, provides a practical guide to consulting and negotiating with Aboriginal people about their cultural heritage. Available from the Australian Heritage Commission website:

<http://www.ahc.gov.au/publications/indigenousheritage/index.html>

1.19 The Land Court of Queensland can assist in the provision of mediation in relation to Aboriginal cultural heritage matters.

1.20 Persons and organisations involved in activities likely to impact on Aboriginal cultural heritage may wish to consider strategic planning in relation to cultural heritage as well as training, monitoring, audit and review of their cultural heritage management systems.

1.21 Should you require assistance in determining your responsibilities under these guidelines, you should contact the Cultural Heritage Coordination Unit, Department of Environment & Resource Management on (07) 3239 3647. *Aboriginal Cultural Heritage Act 2003* Section 28 – Duty of Care Guidelines Gazettal Date: 16 April 2004

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PART 2 – Guidelines under section 23(1) of the *Aboriginal Cultural Heritage Act 2003*: Reasonable and Practicable Measures for Ensuring Activities are Managed to Avoid or Minimise Harm to Aboriginal Cultural Heritage

2.0 Introduction

2.1 These guidelines have been gazetted as cultural heritage duty of care guidelines by the Minister responsible for the administration of the legislation under section 28 of the *Aboriginal Cultural Heritage Act 2003* and identify reasonable and practicable measures for ensuring that activities are managed to avoid or minimise harm to Aboriginal cultural heritage in a way that meets the duty of care requirements under section 23 of the *Aboriginal Cultural Heritage Act 2003*.

2.2 These guidelines recognise that it is unlikely that Aboriginal cultural heritage will be harmed where:

- (a) the current or proposed activity is on an area previously subject to significant ground disturbance and the activity will impact only on the area subject to the previous disturbance; or
- (b) the impact of the current or proposed activity is unlikely to cause any additional harm to Aboriginal cultural heritage than that which has already occurred¹.

2.3 It is important to note that these guidelines do not permit activities which, although causing no surface disturbance or no additional surface disturbance to an area, may harm scarred or carved trees or rock art without the agreement of the Aboriginal Party for the area or a Cultural Heritage Management Plan undertaken pursuant to Part 7 of the *Aboriginal Cultural Heritage Act 2003*.

3.0 Definitions

3.1 The definitions used in the *Aboriginal Cultural Heritage Act 2003* apply in relation to these guidelines.

3.2 In addition to the definitions used in the *Aboriginal Cultural Heritage Act 2003*, the following definitions are used within these guidelines:

“Cultural Heritage Find,” means a significant Aboriginal object or, evidence of archaeological or historic significance of Aboriginal occupation of an area of Queensland, or Aboriginal human remains, found in the course of undertaking an activity covered by these guidelines.

¹ This is not to say that a particular area may not continue to have importance under Aboriginal tradition or history even though it has been subject to significant ground disturbance. The Melbourne Cricket Ground, for example, is located on the site of an important Aboriginal meeting place – whilst this important value continues to exist it cannot generally be further harmed by maintenance or use as the area has been completely developed. *Aboriginal Cultural Heritage Act 2003* Section 28 – Duty of Care

Guidelines Gazettal Date: 16 April 2004

² Although activities such as walking through a culturally significant place are permitted under this guideline, it is important to be aware that merely being present in a culturally significant place may cause offence to Aboriginal people and, where this is known, due respect should be paid to these cultural sensitivities.

“Developed Area” means that the area is developed or maintained for a particular purpose such as use as a park, garden, railway, road or other access route, navigation channel, municipal facility or infrastructure facility, such as powerlines, telecommunication lines or electricity infrastructure.

“No Additional Surface Disturbance” means surface disturbance not inconsistent with previous surface disturbance.

“Significant Ground Disturbance” means:

- (i) disturbance by machinery of the topsoil or surface rock layer of the ground, such as by ploughing, drilling or dredging;

(ii) the removal of native vegetation by disturbing root systems and exposing underlying soil.

“Surface Disturbance” means any disturbance of an area which causes a lasting impact to the land or waters during the activity or after the activity has ceased.

4.0 The nature of the activity and the likelihood of its causing harm to Aboriginal cultural heritage – Section 23(2)(a)

Activities involving No Surface Disturbance (Category 1)

4.1 Where an activity involves no Surface Disturbance of an area it is generally unlikely that the activity will harm Aboriginal cultural heritage and the activity will comply with these guidelines.

4.2 In these circumstances, it is reasonable and practicable for the activity to proceed without further cultural heritage assessment.

4.3 The following are examples of activities that may proceed under category 1:

(a)

walking

(b)

driving along existing roads and tracks (within the existing alignment) or other infrastructure footprint

(c)

aerial surveys

(d)

navigating through water

(e)

cadastral, engineering, environmental or geological surveys using methods (such as GPS systems) which do not cause surface disturbance

(f)

photography

Activities causing No Additional Surface Disturbance (Category 2)

4.4 Where an activity causes No Additional Surface Disturbance of an area it is generally unlikely that the activity will harm Aboriginal cultural heritage or could cause additional harm to Aboriginal cultural heritage to that which has already occurred, and the activity will comply with these guidelines. *Aboriginal Cultural Heritage Act 2003* Section 28 – Duty of Care Guidelines Gazettal Date: 16 April 2004

4.5 In these circumstances, subject to the measures set out in paragraphs 4.7 – 4.11, it is reasonable and practicable for the activity to proceed without further cultural heritage assessment.

4.6 The following are examples of activities that may generally proceed under category 2:

(a)

Cultivation of an area which is currently subject to cultivation

(b)

Grazing cattle on an area where cattle are currently grazed

(c)

Use and maintenance of existing roads, tracks and powerlines within the existing infrastructure alignment, or other infrastructure footprint

(d)

Use, maintenance and protection of services and utilities (such as electricity infrastructure; water or sewerage disposal) on an area where such services and utilities are currently being provided

(e)

Use, maintenance and protection of services and utilities (such as electricity infrastructure; water or sewerage disposal) on an area immediately adjacent to where such services and utilities are currently being provided providing the activity does not involve additional surface disturbance

(f)

Tourism and visitation activities on an area where such activities are already taking place

Excavating, relocating, removing or harming Aboriginal cultural heritage

4.7 If at anytime during the activity it is necessary to excavate, relocate, remove or harm a Cultural Heritage Find the activity should cease immediately. You must notify the Aboriginal Party for the area and seek their advice and agreement as to how best this may be managed to avoid or minimise harm to the Aboriginal cultural heritage. Paragraph 6.0 sets out examples of features highly likely to constitute or contain a Cultural Heritage Find.

Reaching Agreement

4.8 It is advisable that the terms of any agreement you reach with the Aboriginal Party for the area be recorded and documented in the event of future disputes.

Failure To Reach Agreement

4.9 Where agreement cannot be reached with the Aboriginal Party for the area, you continue to have a duty of care obligation under section 23 of the *Aboriginal Cultural Heritage Act 2003* and must take all reasonable and practicable measures to ensure the activity does not harm Aboriginal cultural heritage including, where necessary, through the development of a Cultural Heritage Management Plan under Part 7 of the *Aboriginal Cultural Heritage Act 2003*. *Aboriginal Cultural Heritage Act 2003 Section 28 – Duty of Care Guidelines Gazettal Date: 16 April 2004*

Aboriginal Cultural Heritage Register and Aboriginal Cultural Heritage Database

4.10 An activity under category 2 that will excavate, relocate, remove or harm Aboriginal cultural heritage entered on the Aboriginal Cultural Heritage Register or the Aboriginal Cultural Heritage Database should not proceed without the agreement of the Aboriginal Party for the area or a Cultural Heritage Management Plan undertaken pursuant to Part 7 of the *Aboriginal Cultural Heritage Act 2003*.

4.11 Information regarding Aboriginal cultural heritage entered on the Aboriginal Cultural Heritage Register or the Aboriginal Cultural Heritage Database may be obtained from the Cultural Heritage Coordination Unit.

5.0 The nature and extent of past uses in the area affected by the activity - Section 23(2)(g)

Developed Areas (Category 3)

5.1 Where an activity is proposed in a Developed Area it is generally unlikely that the activity will harm Aboriginal cultural heritage and the activity will comply with these guidelines.

5.2 In these circumstances, subject to the measures set out in paragraphs 5.8 - 5.12, it is reasonable and practicable that the activity proceeds without further cultural heritage assessment.

5.3 The following are examples of activities that may generally proceed within a Developed Area:

(a)

Use and maintenance of existing roads, tracks and powerlines within the existing alignment, or other infrastructure footprint;

(b)

Use and maintenance of services and utilities (such as electricity infrastructure; water or sewerage disposal) on an area where such services and utilities are currently being provided.

Areas previously subject to Significant Ground Disturbance (Category 4)

5.4 Where an activity is proposed in an area, which has previously been subject to Significant Ground Disturbance it is generally unlikely that the activity will harm Aboriginal cultural heritage and the activity will comply with these guidelines.

5.5 In these circumstances, subject to the measures set out in paragraphs 5.6 - 5.12, it is reasonable and practicable that the activity proceeds without further cultural heritage assessment.

5.6 In some cases, despite an area having been previously subject to Significant Ground Disturbance, certain features of the area may have residual cultural heritage significance. These features are set out in paragraph 6.0 of these guidelines.

5.7 It is important to be informed about any cultural heritage significance that may attach to these features and extra care must be taken prior to proceeding with any activity that may cause additional surface disturbance to the feature, or the area immediately surrounding the feature which is inconsistent with the pre-existing Significant Ground Disturbance. In these circumstances, it is necessary to notify the Aboriginal Party and seek:

(a)

Advice as to whether the feature constitutes Aboriginal cultural heritage; and

(b)

If it does, agreement as to how best the activity may be managed to avoid or minimise harm to any Aboriginal cultural heritage.

Excavating, relocating, removing or harming a Cultural Heritage Find

5.8 If at anytime during the activity it is necessary to excavate, relocate, remove or harm a Cultural Heritage Find the activity should cease immediately. You must notify the Aboriginal Party for the area and seek their advice and agreement as to how best this may be managed to avoid or minimise harm to the Aboriginal cultural heritage. Paragraph 6.0 sets out examples of features highly likely to constitute or contain a Cultural Heritage Find.

Reaching Agreement

5.9 It is advisable that the terms of any agreement you reach with the Aboriginal Party for the area be recorded and documented in the event of future disputes.

Failure To Reach Agreement

5.10 Where agreement cannot be reached with the Aboriginal Party for the area, you continue to have a duty of care obligation under section 23 of the *Aboriginal Cultural Heritage Act 2003* and must take all reasonable and practicable measures to ensure the activity does not harm Aboriginal cultural heritage including, where necessary, through the development of a Cultural Heritage Management Plan under Part 7 of the *Aboriginal Cultural Heritage Act 2003*.

Aboriginal Cultural Heritage Register and Aboriginal Cultural Heritage Database

5.11 An activity under category 3 or category 4 that will excavate, relocate, remove or harm Aboriginal cultural heritage entered on the Aboriginal Cultural Heritage Register or the Aboriginal Cultural Heritage Database should not proceed without the agreement of the Aboriginal Party for the area or a Cultural Heritage Management Plan undertaken pursuant to Part 7 of the *Aboriginal Cultural Heritage Act 2003*.

5.12 Information regarding Aboriginal cultural heritage entered on the Aboriginal Cultural Heritage Register or the Aboriginal Cultural Heritage Database may be obtained from the Cultural Heritage Coordination Unit. *Aboriginal Cultural Heritage Act 2003* Section 28 – Duty of Care Guidelines Gazettal Date: 16 April 2004

Activities causing additional surface disturbance (Category 5)

5.13 A category 5 activity is any activity, or activity in an area, that does not fall within category 1, 2, 3 or 4.

5.14 Where an activity is proposed under category 5 there is generally a high risk that it could harm Aboriginal cultural heritage. In these circumstances, the activity should not proceed without cultural heritage assessment. Cultural heritage assessment should involve consideration of the matters a Court may consider under section 23(2) of the *Aboriginal Cultural Heritage Act 2003*, set out in paragraph 1.12 of the Preamble to these guidelines.

5.15 Particular care must be taken where it is proposed to undertake activities causing additional surface disturbance to the features likely to have cultural heritage significance, set out in paragraph 6.0 of these guidelines.

5.16 It is important to be informed about any cultural heritage significance that may attach to these features and extra care must be taken prior to proceeding with any activity that may cause additional surface disturbance of the feature, or the area immediately surrounding the feature. Where an activity is proposed under category 5, it is necessary to notify the Aboriginal Party and seek:

(a)

Advice as to whether the feature constitutes Aboriginal cultural heritage; and

(b)

If it does, agreement as to how best the activity may be managed to avoid or minimise harm to any Aboriginal cultural heritage.

Excavating, relocating, removing or harming a Cultural Heritage Find

5.17 If at anytime during the activity it is necessary to remove or relocate or harm a Cultural Heritage Find the activity should cease immediately. You must notify the Aboriginal Party for the area and seek their advice and agreement as to how best this may be managed to avoid or minimise harm to the Aboriginal cultural heritage. Paragraph 6.0 sets out examples of features highly likely to constitute or contain a Cultural Heritage Find.

Reaching Agreement

5.18 It is advisable that the terms of any agreement you reach with the Aboriginal Party for the area be recorded and documented in the event of future disputes.

Failure To Reach Agreement

5.19 Where agreement cannot be reached with the Aboriginal Party for the area, you continue to have a duty of care obligation under section 23 of the *Aboriginal Cultural Heritage Act 2003* and must take all reasonable and practicable measures to ensure the activity does not harm Aboriginal cultural heritage including, where necessary, through the development of a Cultural Heritage Management Plan under Part 7 of the *Aboriginal Cultural Heritage Act 2003*. *Aboriginal Cultural Heritage Act 2003* Section 28 – Duty of Care Guidelines Gazettal Date: 16 April 2004

Aboriginal Cultural Heritage Register and Aboriginal Cultural Heritage Database

5.20 An activity under category 5 that will excavate, relocate, remove or harm Aboriginal cultural heritage entered on the Aboriginal Cultural Heritage Register or the Aboriginal Cultural Heritage Database should not proceed without the agreement of the Aboriginal Party for the area or a Cultural Heritage Management Plan undertaken pursuant to Part 7 of the *Aboriginal Cultural Heritage Act 2003*.

5.21 Information regarding Aboriginal cultural heritage entered on the Aboriginal Cultural Heritage Register or the Aboriginal Cultural Heritage Database may be obtained from the Cultural Heritage Coordination Unit.

6.0 The nature of the Aboriginal cultural heritage likely to be harmed by the activity - Section 23(2)(b)

6.1 The following features are highly likely to have cultural heritage significance. These features include, but are not limited to:

Ceremonial places: The material remains of past Aboriginal ceremonial activities come in the form of earthen arrangements or bora grounds and their associated connecting pathways, and stone circles, arrangements and mounds. Indigenous people used these places for ceremonies, including initiation and inter-group gatherings.

Scarred or carved trees: Scars found on large mature trees often indicate the removal of bark by Indigenous people to make material items like canoes, containers, shields and boomerangs. Carved trees generally feature larger areas of bark that have been removed and carved lines deeply etched into the timber. Carvings include geometric or linear patterns, human figures, animals and birds.

Burials: Pre-contact Aboriginal burials are commonly found in caves and rock shelters, midden deposits and sand dunes. Burial sites are sensitive places of great significance to Indigenous people.

Rock art: Queensland has a rich and diverse rock art heritage. Rock art sites can include engravings, paintings, stencils and drawings. Paintings, stencils and drawings may have been done for everyday purposes, but are often used for ceremonial and sacred functions. Engravings include designs scratched, pecked or abraded into a rock surface.

Fish traps and weirs: Fish traps and weirs are stone or wooden constructions designed to capture aquatic animals, predominantly fish. Traps are considered as structures made predominantly from stone to form a type of pen or enclosure. Weirs are constructions designed to block the natural flow of water in creeks, streams and other watercourses.

Occupation sites: These are places where the material remains of human occupation are found. Such sites contain discarded stone tools, food remains, ochre, charcoal, stone and clay hearths or ovens, shell middens and shell scatters, including deposits found in rock shelters and caves. These deposits may be buried. Other evidence of occupation sites includes the remains of Aboriginal dwellings or "gunyahs".

Aboriginal Cultural Heritage Act 2003 Section 28 – Duty of Care Guidelines Gazettal Date:
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3 Unless otherwise provided for under these guidelines (such as provisions in relation to scarred trees or places entered onto the Aboriginal Cultural Heritage Register or Database), the control and maintenance of native vegetation by pruning and lopping may proceed, subject to the provisions of the *Vegetation Management Act 1999* and other relevant legislation.

Quarries and artefact scatters: Quarries are places where raw materials such as stone or ochre were obtained through either surface collection or sub-surface quarrying. Stone collected or extracted from stone quarries was used for the manufacture of stone tools. Ochre, a type of coloured clay, was utilised by Indigenous people in rock art and for body and wooden tool decoration.

Grinding grooves: Grinding grooves represent the physical evidence of past tool making or food processing activities. They are generally found near water sources. The presence of long thin grooves may indicate where the edges of stone tools were ground. Food processing activities such as seed grinding can leave shallow circular depressions in rock surfaces.

Contact Sites: The material remains of Indigenous participation in the development of Queensland after the arrival of European settlers. These include former or current Aboriginal missions, native mounted police barracks and historical camping sites.

Wells: Rock wells are reliable water sources that have been altered by Indigenous people for the storage of water. The presence of wells often indicates the location of routes frequently travelled by Indigenous people in the past.

6.2 Landscape features, which may also have cultural heritage significance include:

Rock outcrops

Caves

Foreshores and coastal dunes

Sand Hills

Areas of biogeographical significance, such as natural wetlands

Permanent and semi-permanent waterholes, natural springs.

Particular types of native vegetation³

Some hill and mound formations

6.3 The views of the Aboriginal Party for an area are key in helping assess the Aboriginal cultural heritage significance of these kinds of features.

6.4 Appropriately qualified persons such as anthropologists, archaeologists and historians can also provide valuable assistance.

7.0 The extent to which the person consulted with Aboriginal parties about the carrying out of the activity and the results of the consultation - Section 23(2)(c)

7.1 The views of the Aboriginal Party for an area are key in assessing and managing any activity likely to excavate, relocate, remove or harm Aboriginal cultural heritage.

Aboriginal Cultural Heritage Act 2003 Section 28 – Duty of Care Guidelines Gazettal

Date: 16 April 2004

7.2 *Ask First – A guide to respecting Indigenous heritage places and values*, released by the Australian Heritage Commission, provides a practical guide to consulting and negotiating with Aboriginal people about their cultural heritage. Available from the Australian Heritage Commission website: <http://www.ahc.gov.au/publications/indigenousheritage/index.html>

7.3 Any activity undertaken in accordance with an agreement with the relevant Aboriginal Party for the area satisfies the Aboriginal cultural heritage duty of care under the *Aboriginal Cultural Heritage Act 2003*.

Reaching Agreement

7.4 It is advisable that the terms of any agreement you reach with the Aboriginal Party for the area be recorded and documented in the event of future disputes.

Failure To Reach Agreement

7.5 Where agreement cannot be reached with the Aboriginal Party for the area, you continue to have a duty of care obligation under section 23 of the *Aboriginal Cultural Heritage Act 2003* and must take all reasonable and practicable measures to ensure the activity does not harm Aboriginal cultural heritage including, where necessary, through the development of a Cultural Heritage Management Plan under Part 7 of the *Aboriginal Cultural Heritage Act 2003*.

8.0 Whether the person carried out a study or survey, of any type, of the area affected by the activity to find out the location and extent of Aboriginal cultural heritage, and the extent of the study or survey - Section 23(2)(d)

8.1 A cultural heritage study or a cultural heritage survey should be carried out where it is necessary to identify and assess the Aboriginal cultural heritage values of an area, for example where an activity is likely to excavate, relocate, remove or harm Aboriginal cultural heritage.

8.2 A cultural heritage study or survey can be undertaken as part of the process for developing a Cultural Heritage Management Plan under Part 7 of the *Aboriginal Cultural Heritage Act 2003*.

8.3 Although it may be a useful reference point, you should not rely solely on information contained within the Aboriginal Cultural Heritage Register or the Aboriginal Cultural Heritage Database in deciding whether or not to undertake a cultural heritage study or survey. Neither should you rely solely on archaeological information about an area, as this may not address the particular significance of the area as a result of Aboriginal tradition or the history of the Aboriginal Party for the area.

8.4 As highlighted in *Ask First – A guide to respecting Indigenous heritage places and values*, you should not rely solely on previous work to identify significant Aboriginal cultural heritage, as the Aboriginal people involved in previous studies or surveys may not have disclosed the existence of cultural heritage places as they may not have been under immediate threat at the time the earlier study was undertaken. *Aboriginal Cultural Heritage Act 2003 Section 28 – Duty of Care Guidelines Gazettal Date: 16 April*

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4 It is important to note that an assessment needs to be made as to whether your activity will indirectly harm Aboriginal cultural heritage not located directly within the area of actual activity eg., damming a creek may⁴ impact on Aboriginal cultural heritage down stream from the dam.

8.5 Further guidance on when a cultural heritage study or survey is required may be obtained by:

(a)

Seeking the views of the Aboriginal Party for the area and ascertaining from the Aboriginal Party as to whether a study or survey is required;

(b)

Seeking information from the Aboriginal Cultural Heritage Register and the Aboriginal Cultural Heritage Database as to whether there are any known cultural heritage values that could be affected by your activity⁴;

(c)

Seeking advice from appropriately qualified persons such as anthropologists, archaeologists and historians;

(d)

Assessing the nature of the Aboriginal cultural heritage likely to be harmed;

(e)

Assessing the nature of the activity and the likelihood of its causing harm to Aboriginal cultural heritage;

(f)

Assessing the nature and extent of past uses in the area affected by the activity;

(g)

Seeking further advice from the Cultural Heritage Coordination Unit.

8.6 The Aboriginal Party for the area must be given the opportunity to be involved in undertaking the cultural heritage study or survey and their advice must be sought as to how best to manage any activity, which may harm cultural heritage identified by the study or survey.

9.0 Whether the person searched the database and register for information about the area affected by the activity - Section 23(2)(e)

9.1 An activity that will excavate, relocate, remove or harm Aboriginal cultural heritage entered on the Aboriginal Cultural Heritage Register or the Aboriginal Cultural Heritage Database should not proceed without the agreement of the Aboriginal Party for the area or a Cultural Heritage Management Plan undertaken pursuant to Part 7 of the *Aboriginal Cultural Heritage Act 2003*.

9.2 Information regarding Aboriginal cultural heritage entered on the Aboriginal Cultural Heritage Register or the Aboriginal Cultural Heritage Database may be obtained from the Cultural Heritage Coordination Unit.

APPENDIX B – CULTURAL HERITAGE CONSULTATION NOTICE

1. Name of Notice	Cultural Heritage Consultation Notice
2. Authorising document and legislation	<i>Aboriginal Cultural Heritage Act 2003</i> (Qld) Duty of Care Guidelines gazetted 16 April 2004
3. Notice to Native Title Parties by CSC	TO: [INSERT ABORIGINAL PARTIES]
4. Date of Notice:	Date:
5. Authorising power and Purpose	This Cultural Heritage Consultation Notice is issued by Carpentaria Shire Council (“Council”) in accordance with section 23 (2)(c) <i>Aboriginal Cultural Heritage Act 2003</i> (Qld) (“ACHA”)
6. Type of Work or Activity Proposed	Council proposes to [DESCRIPTION OF WORKS/ACTIVITY/PROJECT] A plan showing the proposed location of the works or activities is attached. It is estimated that the works or activities will take [DURATION] to be completed. The works or activities are required because: [INSERT REASONS FOR “WORKS OR ACTIVITIES”]
7. Cultural Heritage Search	In complying with Council’s duty of care under ACHA, a search of the Aboriginal Cultural Heritage Database and Aboriginal Cultural Heritage Register has been undertaken. The search identifies the following:- [PROJECT AREA] shows that [NIL/THE FOLLOWING:] Aboriginal cultural heritage is currently recorded in the specific search area. Council appreciate that the absence of recorded Aboriginal cultural heritage may reflect a lack of previous cultural heritage surveys or studies of the area and the absence of recorded Aboriginal cultural heritage may not reflect a true picture of the Aboriginal cultural heritage values of the area.
8. Consultation Period	You are invited to provide any comments upon the existence of any Aboriginal cultural heritage values in the Project Area, the proposed works and their effect on Aboriginal cultural heritage values which may be affected by the proposed works. Any comments: <ul style="list-style-type: none"> • Must be in writing; • Must include a contact person and contact details; and • Must be received no later than [INSERT 30

	<p style="text-align: center;">BUSINESS DAYS AFTER SENDING NOTICE]</p> <p>Please send comments to:-</p> <p>The Chief Executive Officer Carpentaria Shire Council PO Box 31 NORMANTON QLD 4890</p> <p>Important: Council will rely on the giving of this notice as part of meeting its duty of care under ACH. Council will take into account any comments received to this notice in determining the existence of any Aboriginal cultural heritage values and the affect (if any) of the Works on any Aboriginal cultural heritage values in the Project Area.</p> <p>Council may seek further information from you including face to face meetings and convening an on-site inspection of the Project Area depending on the nature and extent of comments received to this notice.</p>
<p>9. Signatory</p>	<p>_____</p> <p>Chief Executive Officer Carpentaria Shire Council</p> <p>Date Issued:</p>