

**SOUTH AUSTRALIAN
INDIGENOUS LAND USE AGREEMENT (ILUA)
STATEWIDE NEGOTIATIONS
STRATEGIC PLAN 2006 – 2009**

This strategic plan has been developed by the South Australian ILUA negotiating parties:
Aboriginal Legal Rights Movement, Local Government Association of South Australia,
South Australian Farmers Federation, South Australian Chamber of Mines and Energy,
South Australian Fishing Industry Council, Seafood Council (SA) and State Government.

January 2006

PREFACE



The purpose of this plan is to provide a clear direction for the South Australian ILUA Statewide Negotiations process for the next 4 years and to ultimately achieve resolution of native title across the State.

The ILUA Statewide negotiating parties will consider final resolution of native title claims using the options of:

- determination of native title by consent of all parties
- withdrawal of native title claims by agreement
- extinguishment of native title by agreement.

This plan provides:

- a framework and structure for negotiating Indigenous Land Use Agreements (ILUAs) in a coordinated way across the State
- information on the Statewide ILUA Negotiations process for funding authorities
- a basis for funding
- demonstration of the appropriate use of public resources
- a structure for managing ILUA negotiations as an alternative mediation procedure to litigation
- a process for parties to keep their constituents informed and for them to have input into the process
- information to keep the SA Government, non-government parties and the Federal Court aware of the Main Table objectives.

It should be noted that this plan provides a direction for parties involved in resolving native title in a coordinated statewide process. However individuals and parties interested in pursuing ILUAs are not bound by the dates identified in the plan and are encouraged to start negotiations when opportunities arise.

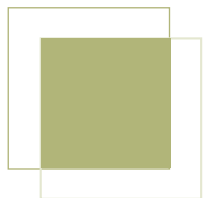
Native title parties can be given comfort that these options have legal standing and recognition in the Commonwealth's *Native Title Act 1998*.

For further information on the SA ILUA Statewide Negotiations
please access the website at www.iluasa.com.au

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1.1 Background

In South Australia various parties have been meeting for some time to consider the option of resolving native title matters across the State through negotiation and agreement instead of litigation.

These discussions have led to the development of Indigenous Land Use Agreements (ILUAs) which are voluntary agreements about the use and management of land and or water made between a native title party and other people who have an interest in the land and or water covered by the claim such as pastoralists, farmers, resource explorers and producers, fishers, Local Government and State Government officers. ILUAs are registered with the National Native Title Tribunal making them legally binding on the people who are parties to the agreement, and all native title holders for that area.

The negotiating parties of the ILUA Statewide Negotiations process have developed ways of resolving issues leading to the development of template ILUAs¹ in a range of focus areas such as minerals exploration, pastoral², fishing and aquaculture, local government, outback areas and parks. The parties are also testing out these ILUA templates in specific negotiations and undertaking a planned approach to negotiating ILUAs across the State.

1.2 ILUA Statewide Negotiations in SA

The long-term objective of the parties of the SA ILUA Statewide Negotiations is to achieve certainty over access to and sustainable use of land, water and resources through negotiated recognition and just settlement leading to the resolution of native title claims across the State.

The peak body negotiating parties currently involved in the negotiations are the Aboriginal Legal Rights Movement (ALRM), the South Australian Farmers Federation (SAFF), the South Australian Chamber of Mines and Energy (SACOME), the Local Government Association (LGA), the South Australian Fishing Industry Council (SAFIC), the Seafood Council and the State Government. It is expected that the interests of other parties will be taken into consideration as negotiations proceed.

The parties are committed to this ILUA Statewide Negotiations process because they believe it will lead to:

- recognition of native title interests
- certainty for all interest holders
- recognition and better protection of Aboriginal heritage
- Aboriginal cultural sustainability
- better economic and social outcomes for Aboriginal people
- a framework for sharing responsibility in caring for land, protecting the fishing environment and managing land and water.

The State Government's commitment to better outcomes for Aboriginal people is stated in the *South Australian Strategic Plan*³. This plan aims, among other things, to improve the well being of Aboriginal communities by reducing the gap between the outcomes for the State's Aboriginal population and those for the rest of the population, particularly in regard to health, life expectancy, employment, school retention rates and imprisonment.

¹ The term 'ILUA template' refers to models/examples of templates for use in developing a specific ILUA and should not be interpreted as denoting a rigid or inflexible approach to negotiations but rather a flexible structure which can be readily adapted to the individual needs of the specific agreement. In some cases this may mean that the terms in the document will be altered or even omitted and that further clauses may be substituted or inserted however it provides a basis of understanding on matters that are essential to all parties and comply with legal requirements.

² This document is called an *Example Pastoral ILUA*

³ *South Australian Strategic Plan*, Government of South Australia, March 2004 and updated September 2005 Target 6.1

STRATEGY

The ILUA Statewide Negotiations process has been established to meet the Commonwealth Government's objective to resolve native title through the *Native Title Act 1993* which aims to:

- provide for the recognition and protection of native title
- establish ways in which future dealings affecting native title may proceed and set standards for those dealings
- establish a mechanism for determining claims to native title.

The parties believe that the ILUA Statewide Negotiations process can assist in delivering some of these objectives by increasing the opportunities for Aboriginal communities to participate in the State's economic and social development. They also believe that this process is often a better way to achieve resolution of native title matters as an alternative to litigation as it creates less social division and stress, establishes new relationships and agreements with enduring effect on the ground and is time and cost efficient.

In 2000, the parties (State Government, ALRM, SAFF and SACOME), agreed that, 'since the amendments to the *Native Title Act in 1998* (to include ILUAs), it is worth trying to resolve these issues by holding discussions aimed at achieving a number of ILUAs that apply to farmers, pastoralists, resource explorers and producers, native title parties, the State Government and others who occupy, work, use or have access to land covered by native title claims.⁴ (Native Title Claims in this context includes some Indigenous community groups such as the Narungga Nations and the Ngadjuri who do not have a registered native title claim.)

Other parties (LGA, Seafood Council and SAFIC) have since joined the discussions and since then, ILUA templates concerning minerals exploration, pastoral, local government, fishing and aquaculture, outback areas and parks have been or are being developed and piloted in regional negotiations.

The structure of the ILUA Statewide Negotiations process has evolved because the parties decided to hold discussions at a number of levels in recognition of their understanding that:

- there were a number of issues relating to native title that were common to all or many native title claims
- their constituents needed to be directly involved in decision making
- their constituents differed widely in their level of understanding of native title issues and of the technicalities involved in resolving them
- some sensitive issues could only be discussed or decided on by land users and others directly involved at the local level, not by people outside the area.⁵

Since discussions commenced the negotiating parties have recognised that the ILUA Statewide Negotiations process provides both a coordinated and cost effective approach to the resolution of native title across the State. This is achieved through the development of template ILUAs and at the same time, it provides the opportunity for recognition of local differences as the details are negotiated at the regional level.

⁴ p 1, Meeting Protocol, adopted at Main Table on 3 April 2000
⁵ p 3, Meeting Protocol, adopted at Main Table on 3 April 2000

1.3 Operational Framework

1.3.1 SA ILUA Statewide Negotiating Parties

The peak bodies currently at the Main Table are the Aboriginal Legal Rights Movement (ALRM), the SA Farmers Federation (SAFF), the SA Chamber of Mines and Energy (SACOME), the SA Seafood Council, the SA Fishing Industry Council (SAFIC), the Local Government Association (LGA) and the South Australian Government.

These negotiating parties invited officers of the National Native Title Tribunal and the Office of Indigenous Policy Coordination as observers at the Main Table meetings providing a link with the Commonwealth Government and the Federal Court processes.

1.3.2 Main Table

The **Main Table** is the decision making body for giving approval and ratifying strategies.

The Main Table provides:

- strategic planning and management processes which ensure
 - information sharing between the parties
 - consistency of approach
 - leadership and direction to the overall process
- a consultation process concerning relevant State and Federal legislation
- community liaison and advocacy
- coordination of the promotion of authorised ILUA templates to parties
- input into the Federal Court direction
- liaison with the National Native Title Tribunal in regard to the Federal Court priorities.

Membership of the Main Table comprises decision makers of the negotiating parties (such as the president/ chairperson / CEO of the relevant association or industry body) and their advisors, with the National Native Title Tribunal and the Office of Indigenous Policy Coordination attending as observers at meetings. It has an Independent Chairperson and minutes are undertaken and meetings organised by the ILUA Secretariat located in the SA Attorney General's Department.

The long term objectives of the Main Table are to:

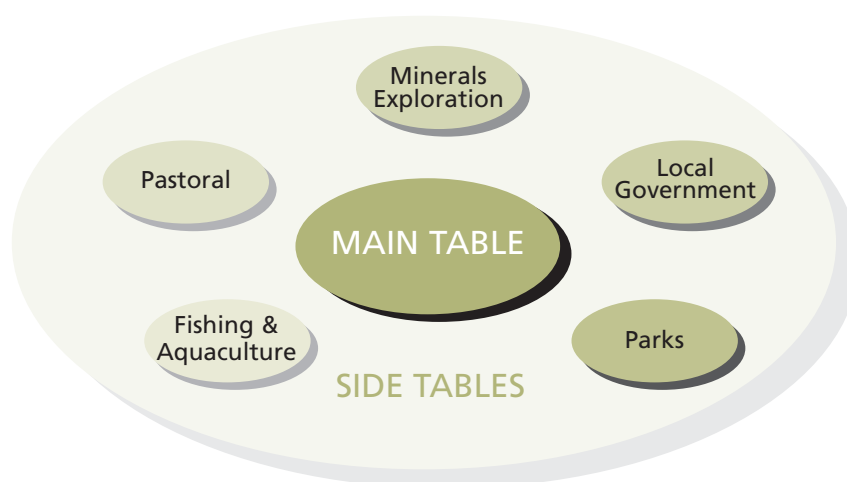
- support the resolution of native title across SA
- sustain relationships between the negotiating parties
- enhance communication on the Statewide process with stakeholders and the public at large.

Main Table Committee (MTC), consisting of key representatives of the negotiating parties (usually the native title officer and a legal representative) meet to deal with specific issues raised at the Main Table that are fostered and developed within smaller focus groups. For example, it meets to develop and manage the Strategic Plan and its implementation.

STRATEGY

1.3.3 Side Tables

SA ILUA Statewide Negotiations Main Table and Side Tables



The Pastoral, Minerals Exploration, Fishing and Aquaculture, Local Government (and Outback Areas) and Parks Side Tables are charged with:

- developing ILUA templates/models/examples
- providing a strategic overview of the progress and issues related to the negotiations in the focus areas
- monitoring of the implementation of ILUAs once they have been signed and registered.

Core membership of each Side Table consists of representatives of the parties relevant to the specific topic area and their advisors (for instance, SACOME, State Government and ALRM are the core members of the Minerals Exploration Side Table). However, each Side Table meeting is open to representatives of all of the negotiating parties, as it is seen as important to share information and processes between Side Tables and parties.

Each Side Table has an Independent Chair and minutes are recorded and meetings are organised by the ILUA Secretariat.

The roles of the Side Tables are to:

- use a strategic approach to the implementation of ILUAs across the State in each of the focus areas
- identify protocols between parties
- initiate pilot negotiations and identify lessons learnt from the pilot negotiations which can be provided to those starting new negotiations
- provide advice on appropriate legislative changes that support the ILUA process
- promote the ILUA template with parties.

The **Relationship to Land and Water Side Table** was established to:

- define and discuss issues of recognition and acknowledgement
- adopt a common vocabulary for relevant terms and other processes to enhance effective communication between parties
- assist parties to understand each other's perspectives and reasons for their relationship to land
- develop a set of statements about recognition and understanding for consideration by constituents in the preparation of ILUAs and in the promotion of ILUAs
- determine where and how to place these statements in negotiations and agreements in a way that contributes to reconciliation.

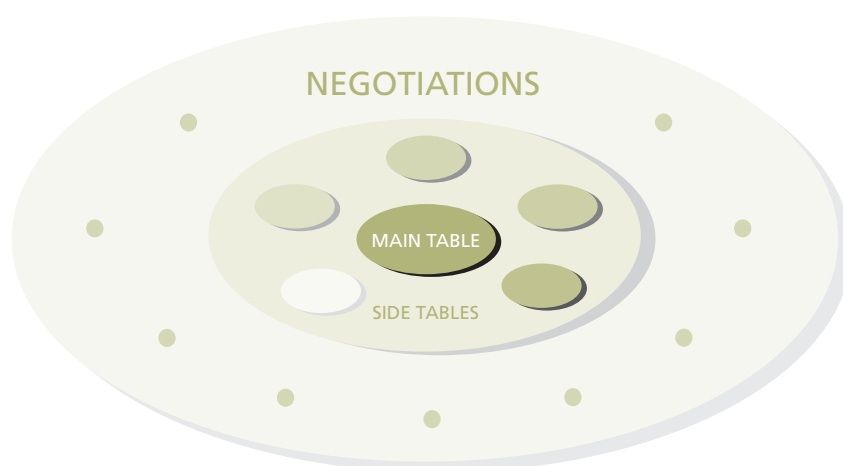
In 2005 this function was undertaken by the Main Table Committee.

The **Heritage Side Table** was established to support the achievement of the ILUA Statewide Negotiations objectives through the exploration of impacting issues. The work of the Side Table is to facilitate the process of ensuring that each ILUA includes an Aboriginal heritage protocol and to provide advice on legislative changes to support the resolution of native title. In 2005 this function was undertaken by the Main Table Committee.

The **Side Table Working Groups** provide the technical expertise to each Side Table, where the negotiating party representatives meet to plan, debate and resolve issues, draft templates and produce materials and guidelines and to provide expert advice.

1.3.4 Negotiations with Native Title Parties

SA ILUA Statewide Negotiations



Negotiations are undertaken with specific native title parties using ILUA templates dealing with issues such as pastoral, minerals exploration, fishing and aquaculture, local government, outback areas and parks. Pilot negotiations test out the ILUA templates developed by the relevant Side Table.

STRATEGY

At the beginning of the process for each specific negotiation a plan is developed using an estimated timeline which provides a structure for the negotiation based on the pilot negotiations already undertaken and the unique context for the negotiating parties.

The ILUA templates (endorsed by the Main Table and the relevant Side Table) provide a framework for specific negotiations with native title parties across the State. This process ensures that participants are prepared and adequately resourced for the negotiation and the template is based on what has worked for other groups and is modified to reflect local diversities.

Negotiation plans take into account preliminary planning, cross cultural relationship building processes, actual negotiation and post negotiation processes.

The long term objectives of the negotiations are to:

- complete ILUAs in a form appropriate for registration through the National Native Title Tribunal
- achieve resolution of native title claims.

Negotiations are facilitated independently by a person nominated by the negotiating parties. Up to and including 2005 all negotiations were facilitated by either a member of the NNTT or by the ILUA Statewide Independent Chairperson. From January 2006 the parties will be able to access a short listed panel of facilitators when selecting a facilitator or co-facilitator to support relationship building.

This Strategic Plan provides a coordinated approach to the identification of negotiations across the State however the process for deciding the areas where ILUAs would be negotiated and the order for negotiation has been a subject for discussion at each Side Table. The following criteria were identified by specific Side Tables and endorsed by the Main Table through the strategic planning process.

Criteria for Selecting Regional Areas for Negotiation

Criteria for selecting regional areas for negotiations include:

- whether claims are in court and at what stage
- the number of sectors involved
- the commonality of cultural groups
- the compatibility of issues
- the readiness of the native title claim group
- the readiness of the other parties
- how this specific ILUA would contribute to the overall resolution of claim
- how this specific ILUA would contribute to the resolution of native title across the State
- the readiness of the claim group to withdraw the claim subject to a satisfactory ILUA.

Specific criteria for selecting areas for negotiation regarding **fishing and aquaculture** issues include:

- the linkage with the Fisheries Act Review
- the level of commercial interest
- the extent of claim into the sea
- access to funding by the negotiating parties
- the urgency of the issues requiring resolution
- the potential size of the benefits package
- the ease of resolution
- the absence of overlapping issues in the area.

Specific criteria for selecting areas for negotiation regarding **minerals exploration** issues include:

- the prospectivity of the area
- resourcing levels and requirements (personnel and funding)
- the Federal Court process
- the amount of native title land available
- the number of overlaps
- the level of influence the ILUA might have on State policy on education, employment and training.

Specific criteria for selecting areas for negotiation regarding **local government** issues include:

- the willingness of the local council to participate, taking into account their preference for negotiating an agreement directly or via mediation by the National Native Title Tribunal
- the level of past and future development in the area
- each party's capacity to negotiate (including each party's awareness, political willingness, time and resources)
- the impact of the Federal Court process
- the degree of opportunity for success
- tenure status
- the level of influence the ILUA would have on State policy such as education, employment and training
- resourcing levels and requirements (personnel and \$).

Specific criteria for selecting areas for negotiation regarding **outback areas** issues include:

- those claims in mediation
- those claims requiring tenure certainty
- any development interest and the desire to alleviate further land from commercial purposes.

STRATEGY

1.3.5 Consultation with Party Constituents

The long term objective of the consultation with party constituents is a widespread understanding of the ILUA Statewide Negotiations process.

Party consultation is undertaken with stakeholders at all stages of the process including:

- during the development of the ILUA template
- as part of each negotiation to ensure the ILUA reflects regional differences
- as part of any review or during the implementation of the ILUA in order to maintain the agreement according to stakeholders' needs and interests.

1.3.6 Relationship with the National Native Title Tribunal

The ILUA Statewide Negotiations process is conducted by the parties and is separate to the activities of the National Native Title Tribunal (NNTT). However, there is a close linkage with the NNTT with respect to:

- coordination of activities - to ensure that resources are applied in the most effective and efficient manner and that, as far as possible, ILUA activities are supported by and in turn support the activities of the Federal Court and the NNTT
- registration of ILUAs - so that when ILUA negotiations are completed and signed by all parties they are referred to the NNTT for registration in line with the Commonwealth's *Native Title Act* processes
- resources - with the NNTT, on request from the parties, assisting with the facilitation of some of the claim negotiations.

The NNTT has observer status at the Main Table and the negotiating parties meet regularly with the Tribunal on a range of matters.

2.1 Main Table - Achievements to 2006

The ILUA Statewide negotiating parties have been in discussion since 2000 and during that time have been actively involved in a range of activities with the following identified achievements to date.

The **Main Table**, since it was established in 2000, has:

- supported the preferred choice of the South Australian Congress of the Native Title Management Committees to resolve native title by negotiation
- established and maintained relationships of goodwill and good faith between the parties
- developed and implemented meeting protocols - a process for discussion and for working through key issues for relevant parties
- adopted a project management framework
- developed and maintained a website - both a public access section and a section for negotiating parties.

The Main Table negotiating parties have developed:

- a *Without Prejudice Deed* (signed by the negotiating parties SACOME, Seafood Council, South Australian Fishing Industry Council, LGA, State Government and ALRM)
- an *ILUA Statewide Program 2003-2004* and *Quarterly Reports* since 2003
- an *ILUA Statewide Strategic Plan 2004-2007* and *ILUA Statewide Strategic Plan 2005-2009*
- a global funding model for peak body representation with the Federal Government
- an *ILUA Statewide Communications Plan 2003-2004*.

The Main Table negotiating parties have provided oversight for the negotiations for:

- 4 Minerals Exploration ILUAs with 3 separate native title claim groups
- 2 Pastoral ILUAs with native title claim groups
- 1 Local Government ILUA with a native title party.

The Main Table negotiating parties have provided advice and input into:

- amendments to relevant State and Federal legislation and policy
- the processes of the Federal Court and National Native Title Tribunal
- the development of a *Consent Determination Policy*.

The Main Table negotiating parties have assisted or supported:

- the establishment of the Central West Mediation process which resulted in the resolution of 9 overlapping claims into 2 claims
- the negotiation of 36 Right to Negotiate Petroleum Agreements in the Cooper Basin
- the development of the Pt Vincent ILUA.

CURRENT CONTEXT

2.2 Side Table - Achievements to 2006

The ILUA Statewide negotiating parties have been meeting in specific Side Tables to progress the issues and matters with the following identified achievements to date.

2.2.1 Relationship to Land and Water Side Table

The negotiating parties have:

- developed a *Glossary of Key Terms used in the ILUA Statewide Negotiations* for their use and for use with interpreters in the negotiations
- developed a *Building Relationships Guidelines* on the process for use at workshops to be conducted at the beginning of each negotiation and between peak bodies
- assisted in building and developing an understanding of each party's values around the core issues associated with access to land and water
- developed a *Protocol for Working with Interpreters*.

2.2.2 Heritage Side Table

The negotiating parties have:

- established ongoing discussions with the Department of Aboriginal Affairs and Reconciliation and consultation with key stakeholders
- developed a discussion paper of proposals to assist in the amendment of the State's *Aboriginal Heritage Act*
- continued to work with key stakeholders to persuade them that the State's *Aboriginal Heritage Act*, needs to be reviewed in relation to the preservation of Aboriginal heritage.

2.2.3 Minerals Exploration Side Table

The negotiating parties have:

- developed an ILUA template for Minerals Exploration signed by the State Government, ALRM as the Native Title Representative Body (NTRB) and the SA Chamber of Mines and Energy (SACOME)
- commenced discussions regarding a voluntary alternative negotiation process in lieu of the Right To Negotiate process
- provided advice to the State Government's promotion of the signed ILUAs as an opportunity for explorers in areas where the ILUAs are in place.

2.2.4 Pastoral Side Table

The negotiating parties have:

- developed an ILUA example (template) for use in pastoral negotiations
- identified appropriate areas for initial negotiations about pastoral issues
- provided input into the amendments to the *Pastoral Land Management and Conservation Act* to support the ILUAs.

CURRENT CONTEXT

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SECTION

2.2.5 Fishing and Aquaculture Side Table

The negotiating parties have:

- developed an ILUA template for fishing and aquaculture
- produced a discussion paper *Issues for Consultation Fisheries and Aquaculture*
- established a process for testing the issues with the development of an ILUA regarding fishing and aquaculture with the Narungga people
- developed an outline for locally developed management plans
- provided input into the review of the State's *Fisheries Act*.

2.2.6 Local Government Side Table

The negotiating parties have:

- developed an ILUA template regarding local government
- supported briefing for representatives of Councils on the ILUA template
- supported briefing to Local Council representatives for the Kurna claim area
- supported the negotiation of the Narungga Local Government ILUA
- commenced identifying issues and developing options relevant to an ILUA template for Outback Areas
- developed a *Statement of Principles* for preliminary information of potential parties for Outback Areas
- developed a draft Outback Areas ILUA template for consideration.

2.2.7 Parks Side Table

The negotiating parties have developed an ILUA template for parks.

2.2.8 River Murray Side Table⁶

The negotiating parties commenced discussions regarding the development of an ILUA related to the River Murray.

2.3 Negotiations - Achievements to 2006

The ILUA Statewide negotiating parties have been in negotiation with specific native title claimant groups and other Aboriginal communities with the following identified achievements to date.

2.3.1 Adnyamathanha #1

The negotiating parties have completed a co-management agreement and ILUA over the Vulkathunha/Gammon Ranges National Park.

2.3.2 Antakirinja (ALMAC)

The negotiating parties have completed, signed and registered an ILUA for minerals exploration covering recognition, benefits and process for heritage protection, future acts and planning.

⁶ This Side Table met during 2005 to start the process of developing an ILUA related to the River Murray. It does not expect to meet again as the work started will continue through the multi-sector negotiation with the First Peoples of the River Murray and Mallee Region.

CURRENT CONTEXT

2.3.3 Antakirinja (ALMAC) Extension

The negotiating parties have completed, signed and registered an ILUA for minerals exploration covering recognition, benefits and process for heritage protection, future acts and planning.

2.3.4 Arabunna

The negotiating parties have:

- completed, signed and registered an ILUA for minerals exploration covering recognition, benefits and process for heritage protection, future acts and planning
- developed a plain English version for use by both explorers and native title parties
- included a cross cultural workshop between the Arabunna Claim Group, ALRM, SACOME and State Government.

2.3.5 Far West Coast

The negotiating parties have:

- commenced discussions regarding minerals exploration
- undertaken an initial relationship building meeting
- developed a plan for a multi-sector negotiation.

2.3.6 Gawler Ranges

The negotiating parties have:

- completed, signed and registered an ILUA for minerals exploration covering recognition, benefits and process for heritage protection, future acts and planning
- commenced discussions between the Gawler Ranges Native Title Claim Group, pastoralists, ALRM and State Government
- developed a plan for a multi sector negotiation
- provided support to ALRM and NNTT in achieving the withdrawal of overlapping claims into one single claim
- developed ongoing relationships between the claimants and SACOME and between the claimants and pastoralists.

2.3.7 Narungga Nations

The negotiating parties have:

- completed, signed and registered an ILUA for local government covering recognition, benefits and process for heritage protection, future acts and planning
- nearly completed discussions for an ILUA regarding fishing and aquaculture.

2.3.8 Ngadjuri

The negotiating parties have:

- completed, signed and registered an ILUA for one pastoral lease covering recognition, benefits and process for heritage protection, future acts and planning
- developed a plan for a negotiation regarding minerals exploration to be completed in 2006.

CURRENT CONTEXT

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SECTION

2.3.9 Yankunytjatjara/Antakirinja

The negotiating parties have:

- completed, signed and registered an ILUA for a pastoral lease covering recognition, benefits and process for heritage protection, future acts and planning
- included a cross cultural workshop between the claimants, ALRM, SAFF and State Government
- produced a plain English summary of the ILUA
- introduced the completed ILUA to other parties in the broader mediation.

2.3.10 Yandruwandha/Yawarrawarrka

The negotiating parties have:

- commenced discussions regarding pastoral and outback areas
- developed a plan for a multi sector negotiation.

2.4 Party Consultation - Achievements to 2006

The ILUA Statewide negotiating parties have undertaken consultation with their constituents at key times during the negotiation process and development of the ILUA templates with the following identified achievements to date.

2.4.1 Aboriginal Legal Rights Movement (ALRM)

ALRM consulted with its constituents by:

- organising and managing the Statewide Congress of Native Title Management Committees, Congress Executive and Congress Working Groups
- organising community meetings to plan, authorise and certify negotiations with Narungga, Antakirinja, Arabunna and Ngadjuri communities
- providing support to native title parties to resolve overlaps by developing and implementing strategies such as the Central West Mediation Strategy which resulted in 13 agreements to resolve overlaps and incorporated Aboriginal law into the mediation process.

2.4.2 Local Government Association (LGA)

LGA consulted with its constituents by:

- ensuring, on a regular basis, that information is provided to member Councils and feedback is sought on specific issues from Councils via the native title web page with links to Australian LGA material, the State ILUA web page and other resources
- documenting which Council is covered by which claim (and vice versa) and identifying legal representatives
- convening a meeting of lawyers representing Councils to determine attitudes towards ILUA and discuss priorities
- incorporating a presentation by the Yorke Peninsula District Council on the Narungga negotiations as part of the LGA Conference in October 2004
- organising a forum where Local Councils were introduced to the draft ILUA template.

CURRENT CONTEXT

2.4.3 South Australian Chamber of Mines and Energy (SACOME)

SACOME consulted with its constituents by:

- providing the SACOME Council with quarterly updates on the ILUA process
- establishing a Special Advisory Committee to provide advice and instructions on specific issues in relation to individual ILUA negotiations
- reporting to and obtaining instructions from the SACOME Legislation and Land Access Committee and Minerals Exploration Committee
- undertaking wide ranging consultation with the resources industry in Adelaide and Perth to
 - inform the negotiating team of industry direction in respect of both the proposals to change the *Aboriginal Heritage Act 1988* and the ILUA Statewide Negotiations process vis a vis its impact on the industry
 - inform the industry of the progress and direction of negotiations for minerals exploration ILUAs in general and within the claim areas current at the time (Antakirinja and Arabunna)
- continuing that consultation with the evolution of the template document and the regional ILUAs to ensure they accurately reflect the industry position
- undertaking consultation in relation to the State Government's *Consent Determination Policy*.

2.4.4 South Australian Farmers Federation (SAFF)

SAFF consulted with its constituents through:

- the appraisal of the draft ILUA template with its industry representative group the Pastoral Task Force (PTF)
- the development of SAFF policy by negotiation with
 - the PTF
 - the general pastoral industry at regional meetings - Pt Augusta, Marree, Roxby Downs
 - communications between PTF, SAFF and regional and branch chairs
 - advice which includes legal opinion from various legal firms representing respondents to native title claims.

2.4.5 South Australian Fishing Industry Council (SAFIC) and Seafood Council (SA)

SAFIC and Seafood Council consulted with their constituents by:

- organising and managing the Native Title Reference Group that has had at least 14 meetings to discuss issues arising out of the ILUA process
- informing commercial fishers of issues as they arose and inviting them to seek further information, accomplished through a variety of means including industry newsletters, industry wide meetings, association meetings, regional meetings and letters and notices to small groups of fishers
- liaising with other State and Territory representative bodies as part of the national approach to native title matters
- developing a draft native title policy position for use by the industry to assist in managing native title claims and ILUA negotiations
- holding a series of consultation workshops about the ILUA template across the State.

All of the above activities were designed to inform, develop issues and encourage feedback from commercial fishers, as part of the overall ILUA process.

CURRENT CONTEXT

2

SECTION

2.4.6 State Government

State Government consulted with its constituents by:

- establishing a promotion plan for the Antakirinja and Arabunna ILUAs with miners and explorers through PIRSA
- consulting widely prior to introducing amendments to the *Pastoral Land Management and Conservation Act* and the *National Parks and Wildlife Act*
- seeking advice and feedback, jointly with ALRM, prior to developing a *Consent Determination Policy*
- seeking advice and feedback as part of developing the *Parks Co-management Policy*
- seeking advice across government about the alternative Future Acts regime in the Narungga ILUA.

2.5 Emerging Issues 2006

During the development of this Strategic Plan it has become evident that a number of issues are emerging and although discussions have commenced it is not yet clear what support structures will need to be in place to address them.

During 2005 the following emerging issues were addressed:

- an ILUA related to petroleum exploration and production
- an ILUA related to the River Murray Basin
- whole of claim settlement approaches
- implementation of outcomes and benefits.

As a result of these discussions the following have been established or developed:

- a River Murray Side Table started the process of developing an ILUA template and established a negotiation with the First Peoples of the River Murray and Mallee Region which will continue the development of an ILUA in 2006
- an initial plan to develop an ILUA regarding petroleum exploration and production and plans to start negotiations in relevant areas in 2006
- the development of a strategy for reaching resolution of claims through multi sector and multi claim ILUA packages
- the development of a strategy for ensuring effective and efficient implementation of ILUAs.

FUTURE DIRECTIONS

3.1 Objective

With an overall objective of the ILUA Statewide Negotiations to resolve native title across South Australia and reach, where possible, resolution without litigation, the following targets will need to be achieved.

3.2 Statewide ILUA Targets

Native Title Claimant Groups ⁷	Minerals Exploration	Petroleum	Pastoral	Fishing & Aquaculture	Local Government	Outback Areas	Parks	River Murray
Adnyamathanha # 1								
Adnyamathanha # 2							8	
Antakirinja Matu Yankunytjatjara					9			
Antakirinja (ext)								
Arabunna								
Barngarla								
Dieri								
Eringa #1							10	
Eringa #2							11	
Far West Coast								
First Peoples of the R.Murray & Mallee Region								
Gawler Ranges								
Kaurna								
Kokatha								
Narungga Nations*								
Nauo – Barngarla								
Ngadjuri*			12					
Ngarrindjeri								
Nukunu								
South East*								
Wangkangurru/Yarluyandi								
Wirangu #2								
Yandhruwandha/Yawarrawarrka								
Yankunytjatjara/Antakirinja			13					
Completed ILUAs (before 2006)	4	0	2	0	1	0	1	0
Target ILUAs	17	6	15	9	11	9	14	2

	Target ILUA 2006-2009
	ILUAs Completed before 2006
*	Non Native Title Claim

7 Native Title Claimant Groups and Aboriginal Communities
8 To be considered for negotiation once overlaps are resolved
9 This negotiation is focused on the Breakaways only initially
10 Provisionally listed - relates to the Witjira National Park
11 Provisionally listed - relates to the Witjira National Park
12 An ILUA signed by 1 pastoralist
13 An ILUA signed by 1 pastoralist

3.3 Key Strategies to Achieve Targets

The Statewide ILUA negotiating parties will consider final resolution of native title claims using the options of:

- determination of native title by consent of all parties
- withdrawal of a native title claim by agreement
- extinguishment of native title by agreement.

To achieve these targets the negotiating parties have agreed to:

- explore the possibility of undertaking multi sector negotiations¹⁴ over regional areas that might include more than one native title party
- focus on regional arrangements that finalise issues for individual claims and groups of claims
- negotiate ILUAs to address issues for each native title party.

In 2005-2006 there was a plan to focus on completing all ILUAs in the three geographic areas of the Far West Coast, Wirangu #2 and Gawler Ranges.

During 2005 the negotiating parties revised the negotiation plans giving highest priority to those claims where overall resolution might be achieved in 2006-2007. As a result negotiation plans for multi sector packages were developed for:

- Far West Coast
- Gawler Ranges
- Yandruwandha/Yawarrawarrka
- The First Peoples of the River Murray and Mallee Region.

At the same time, multi claim negotiation plans are planned for a fishing and aquaculture ILUA for the Far West Coast and Wirangu #2 and for Barngarla and Nauo Barngarla.

3.4 Specific Actions Planned for 2006

To achieve these targets the focus for 2006 will be to:

- progress ways of promoting the use of ILUA templates as an alternative to litigation with relevant party constituents
- continue to address key issues related to Heritage and the Relationship to Land and Water through the Main Table Committee
- continue to support ALRM in their processes to resolve overlapping claim issues
- share information between the negotiating parties
- keep other relevant native title bodies (such as NNTT and Office of Indigenous Policy Coordination) informed through a quarterly reporting process and through participation (as observers) at the Main Table, and elsewhere as appropriate
- continue to develop and maintain strategic planning processes through the use of independent chairs/ facilitators and project management
- identify where other third party interests can be considered in the relevant issues based ILUAs
- negotiate ILUAs in pastoral, minerals exploration, local government, outback areas, fishing and aquaculture and parks in a planned and coordinated way across the State.

SECTOR SPECIFIC PLANS

The negotiating parties of the Main Table (through the Side Table processes) have developed specific plans for the implementation of ILUA negotiations for 2006-2009 regarding minerals exploration, fishing, pastoral, local government, (including outback areas) and parks issues across the State.

The negotiating parties addressed the following questions as they developed their Sector Specific Plans.

What are the native title issues?

A basic inquiry is made to ascertain what the native title claim group perceive to be the native title issues in any particular area. The negotiating parties look to see whether there is a current connection to the land and how that current connection is expressed or applied.

What are the mechanics to achieve resolution?

Each Side Table identifies the major considerations in any given claim area or group of claim areas in a region, to ascertain how talks may be prioritised to deal with those matters which concern the native title claim groups.

What are the expected outcomes?

The outcome in each instance will be a registered Indigenous Land Use Agreement(s) which will effectively deal with those matters which concern the native title parties and the other parties.

How can the template settle native title issues?

Use of the templates effectively deals with the issues arising on a sector-by-sector basis. The cumulative affect of coming to an agreement about each of the matters which concern the parties, is to cover all of those issues which would otherwise be litigated in a native title claim and also a number of other and arguably more important matters which are not normally the subject matter of a native title claim. Also, and importantly, goodwill is established through the process of joint negotiation and agreement.

SECTOR SPECIFIC PLANS

4

SECTION

4.1 Minerals Exploration Plan 2006 – 2009

Strategic Objective:

To have ILUAs in place in all prospective areas in SA.

Target by 2010:

17 minerals exploration and 6 petroleum ILUAs.

Achievements to 2006:

4 ILUAs regarding minerals exploration have already been completed and 2 more are under active consideration.

The negotiating parties addressed the following questions as they developed the Plan.

What are the native title issues in the area where minerals exploration is contemplated?

In an area where there is higher prospectivity, the mining industry will be anxious to gain access to native title land by agreement. The native title parties affected will be interested in negotiating area agreements to determine how explorers may effectively gain access to land while respecting the culture and interests of the claimants.

What are the mechanics to achieve resolution?

The Side Table will effectively plan and coordinate negotiations on a claim or regional basis to provide the outcomes that the parties are seeking.

What are the expected outcomes for a native title claim group or groups and explorers?

The execution of a minerals exploration ILUA will enable easier access to native title land, while providing reasonable benefits in the form of preservation of Aboriginal heritage, access payments and an undertaking to use all reasonable endeavours to develop opportunities for employment, education and training especially at the production stage. Explorers will gain ready access to land and associated certainty to undertake their activities in a cost efficient and timely manner.

It is unlikely that the execution of a minerals exploration ILUA will, on its own, bring about the resolution of the native title claim. However, the cumulative effect of negotiating agreements about those topics which concern the parties will hopefully bring about a resolution of the claim, either by withdrawal or by consent determination.

Minerals Exploration Side Table	2006	2007	2008	2009
Influence the promotion of signed ILUAs				
Raise awareness of ILUA template				
Maintenance of ILUAs				
Petroleum ILUA template				
Minerals Exploration Negotiations				
Adnyamathanha # 1				
Antakirinja - Antakirinja Matu Yankunytjatjara		completed		
Antakirinja extension		completed		
Arabunna		completed		
Barngarla				
Dieri				
Eringa #1				
Eringa #2				
Far West Coast				
First Peoples of R.Murray & Mallee Region				
Gawler Ranges		completed		
Kokatha				
Ngadjuri				
Nukunu				
Wangkangurru/Yarluyandi				
Yandhruwandha/Yawarrawarrka				
Yankunytjatjara/Antakirinja				
Petroleum Negotiations				
Arabunna				
Dieri				
Eringa #1				
Eringa #2				
Wangkangurru/Yarluyandi				
Yandhruwandha/Yawarrawarrka				

SECTOR SPECIFIC PLANS

4.2 Pastoral Plan 2006 – 2009

Strategic Objective:	To have ILUAs in place effectively dealing with all native title issues on pastoral lands.
Target by 2010:	15 ILUAs
Achievements to 2006:	ILUAs with 2 pastoral leases have been completed.

The negotiating parties addressed the following questions as they developed the Plan.

What are the native title issues?

In many instances in South Australia, recognised native title rights and interests in relation to pastoral lands and waters will be broader and more specific than the statutory rights to access and use pastoral land under Section 47 Pastoral Land Management and Conservation Act 1989.

Both claimants and pastoralists want to ensure that native title rights and the statutory rights, interests and obligations of both parties continue to be available and exercised for future generations on South Australia's pastoral lands.

What are the mechanics to achieve resolution?

The ALRM have identified areas where Native Title Claimants are interested in entering into a negotiation with pastoralists. Pastoralists were sent (December 2004) an ILUA template developed by the Pastoral Side Table and trialled in a pilot negotiation. This provided them with the guidance on entering into a negotiation should they choose to do so. The Pastoral Implementation Plan provides a coordinated approach to undertaking negotiations across the State but does not prevent interested parties from starting negotiations should they have the resources to do so.

What is the expected outcome?

The expected outcome of the Implementation Plan is the resolution of pastoral access on a claim or regional basis leading, together with other ILUAs, to a resolution of native title matters.

Pastoral Side Table	2006	2007	2008	2009
Raise awareness of ILUA Example (template)				
Maintenance of ILUAs				
Negotiations				
Adnyamathanha #1				
Antakirinja - Antakirinja Matu Yankunytjatjara				
Arabunna				
Barngarla				
Dieri				
Eringa #1				
Eringa #2				
Far West Coast				
First Peoples of R.Murray & Mallee Region				
Gawler Ranges				
Ngadjuri	15			
Wangkangurru/Yarluyandi				
Wirangu #2				
Yandhruwandha/Yawarrawarrka				
Yankunytjatjara/Antakirinja		16		

15 An ILUA was signed with one pastoralist

16 An ILUA was signed with one pastoralist

SECTOR SPECIFIC PLANS

4

SECTION

4.3 Fishing and Aquaculture Plan 2006 – 2009

Strategic Objective: To have ILUAs in place to resolve native title issues and Indigenous fishing access.
Target by 2010: 9 ILUAs

The negotiating parties addressed the following questions as they developed the Plan.

What are the native title issues?

The High Court of Australia has determined that native title to the sea is not exclusive and that lawfully granted and commenced fishing rights are valid. Consequently negotiations are seen in the context of meeting the needs of current holders in ensuring Indigenous access to the sea and its resources.

What are the mechanics to achieve resolution?

A series of regional ILUAs will be negotiated around the South Australian coastline. These will address cultural fishing and entry into the commercial fishing and aquaculture industries, in a manner that preserves sustainability and is commercially viable and may provide Indigenous access beyond native title rights as determined by the High Court.

What are the expected outcomes?

A series of regional ILUAs, which address the matters referred to above, but which also have a focus on regional development and the enhancement of the ability of Aboriginal communities to participate in this development.

Fishing & Aquaculture Side Table	2006	2007	2008	2009
ILUA template				
Application of template				
Maintenance of ILUAs				
Negotiations				
Barngarla				
Far West Coast				
First Peoples of R.Murray & Mallee Region				
Kurna				
Narungga Nations				
Nauro – Barngarla				
Ngarrindjeri				
Nukunu				
Wirangu #2				

SECTOR SPECIFIC PLANS

4.4 Local Government Plan 2006 – 2009

Strategic Objective:	To assist in the resolution of native title claims and provide protocols for future act and Aboriginal heritage protection matters.
Target by 2010:	11 ILUAs
Achievements to 2006:	The Narungga Pilot Negotiation with the District Council of Yorke Peninsula, the District Council of Copper Coast, the Wakefield Regional Council and the District Council of Barunga West has been completed and an ILUA signed on 3 December 2004.

The negotiating parties addressed the following questions as they developed the Plan.

What are the native title issues?

The native title issues to be addressed in local government talks include, amongst other things, future acts, planning and development and Aboriginal heritage.

What are the mechanics to achieve resolution?

Resolution can be achieved by prioritisation of talks on a claim-by-claim or regional basis to address these matters.

What are the expected outcomes?

In some areas the negotiation of a local government and future acts ILUA may lead to a benefits package which will effectively deal with all native title issues. In these cases the claim may be withdrawn. In other cases the ILUA may operate together with other ILUAs to effectively settle the native title claim by withdrawal of the claim or by a consent determination.

Local Government Side Table	2006	2007	2008	2009
Application of template				
Maintenance of ILUAs				
Negotiations				
Antakirinja - Antakirinja Matu Yankunytjatjara	17			
Barngarla				
Far West Coast				
First Peoples of R.Murray & Mallee Region				
Kaurna				
Narungga Nations		completed		
Nauo – Barngarla				
Ngadjuri				
Ngarrindjeri				
South East	18			
Wangkangurru/Yarluyandi				
Wirangu #2				

The timing for negotiations in the table above have been identified by the Main Table parties, however specific Local Councils have not necessarily yet made a commitment to these negotiations.

17 This negotiation is for the Breakaways only initially

18 Several Councils have shown an interest in negotiating an ILUA.

SECTOR SPECIFIC PLANS

4

SECTION

4.5 Outback Areas Plan 2005 – 2009

Strategic Objective: To negotiate ILUAs in Outback towns and centres outside the auspices of Local Government Councils.

Target by 2010: 9 ILUAs

The negotiating parties addressed the following questions as they developed the Plan.

What are the native title issues?

A number of native title claims in more remote areas cover outback towns where native title has not, in many instances, been completely extinguished by government activity. To ensure the viability of outback towns, while at the same time meeting some of the aspirations of claim groups, it is necessary to consider the effect of a claim continuing in a relatively small area where there are both public and private facilities.

What are the mechanisms?

The mechanisms to achieve resolution involve the adoption of a policy to meet the various interests of parties in outback towns, which come within the jurisdiction of the Outback Areas Community Development Trust. This policy will mean that the claim group(s) may surrender (by agreement) to native title interests over a town in consideration for a benefits package commensurate to the interests foregone.

What are the expected outcomes?

The outcome will be the finalisation of native title matters in relation to all outback towns affected by native title claims through the use of an ILUA template and other processes. It will also address the State's interest in those matters relating to outback towns.

Outback Side Table	2006	2007	2008	2009
Promotion of ILUA template				
Maintenance of ILUAs				
Negotiations				
Adnyamathanha #1				
Antakirinja - Antakirinja Matu Yankunytjatjara				
Arabunna				
Far West Coast				
First Peoples of R.Murray & Mallee Region				
Gawler Ranges				
Kokatha				
Yandhruwandha/Yawarrawarrka				
Yankunytjatjara/Antakirinja				

SECTOR SPECIFIC PLANS

4.6 Parks Plan 2006 – 2009

Strategic Objective:

To have ILUAs in place resolving native title claims in Parks. The State acknowledges that these may be tied to Co-Management Agreements under the *National Parks and Wildlife Act*, where appropriate, and where necessary to ensure the resolution of entire native title claims.

Target by 2010:

13 ILUAs

The negotiating parties addressed the following questions as they developed the Plan.

What are the native title issues?

Generally speaking claimant groups have aspirations to be involved in the management of national parks and conservation parks, particularly where those parks are constituted over traditional lands. Recent amendments to the National Parks and Wildlife Act 1989 have introduced a three-tiered system of co-management agreements, which can be implemented according to particular circumstances.

What are the mechanics to achieve resolution?

The Side Table, with in-put from the Department for Environment and Heritage and the Main Table, will program talks in claim or regional areas to address co-management aspirations.

What are the expected outcomes in any specific area?

The negotiation of an ILUA and in some instances co-management agreements. ILUA will be one of the necessary stepping-stones to the withdrawal of the claim, or alternatively, a consent determination.

Parks Side Table	2006	2007	2008	2009
Raise awareness of ILUA template				
Maintenance of ILUAs				
Negotiations				
Adnyamathanha #1		completed		
Adnyamathanha #2		19		
Antakirinja - Antakirinja Matu Yankunytjatjara				
Eringa #1		20		
Eringa #2		21		
Far West Coast				
First Peoples of R.Murray & Mallee Region				
Gawler Ranges				
Narungga Nations				
Nauo – Barngarla				
Ngarrindjeri				
Wangkangurru/Yarluyandi				
Wirangu #2				
Yandhruwandha/Yawarrawarrka				

The ability to enter co-management arrangements for all parks identified in the table above, is subject to funding.

19 To be considered for negotiation once overlaps are resolved and in response to Federal Court proposal to list the matter for trial in 2008
 20 Provisionally listed - relates to the Witjira National Park will proceed in tandem with consent determination negotiations arising out of the court ordered mediation
 21 Provisionally listed - relates to the Witjira National Park will proceed in tandem with consent determination negotiations arising out of the court ordered mediation

NATIVE TITLE CLAIM PLANS 2006-2009

5

SECTION

5.1 Adnyamathanha #1 Plan 2006-2009

	2006	2007	2008	2009
Minerals Exploration				
Pastoral				
Outback Areas				
Parks	completed			

5.2 Adnyamathanha #2 Plan 2006-2009

	2006	2007	2008	2009
Parks		22		

5.3 Antakirinja Matu Yankunytjatjara²³ Plan 2006-2009

	2006	2007	2008	2009
Minerals Exploration		completed		
Pastoral				
Local Government	24			
Outback Areas				
Parks				

5.4 Arabunna Plan 2006-2009

	2006	2007	2008	2009
Minerals Exploration		completed		
Petroleum				
Pastoral				
Outback Areas				

5.5 Barngarla Plan 2006-2009

	2006	2007	2008	2009
Minerals Exploration				
Pastoral				
Fishing and Aquaculture				
Local Government				

5.6 Dieri Plan 2006-2009

	2006	2007	2008	2009
Minerals Exploration				
Petroleum				
Pastoral				

22 To be considered for negotiation once overlaps are resolved

23 Previously known as ALMAC

24 This negotiation is for the Breakaways only initially

NATIVE TITLE CLAIM PLANS 2006-2009

5.7 Eringa #1 Plan 2006-2009				
	2006	2007	2008	2009
Minerals Exploration				
Petroleum				
Pastoral				
Parks		25		

5.8 Eringa #2 Plan 2006-2009				
	2006	2007	2008	2009
Minerals Exploration				
Petroleum				
Pastoral				
Parks		26		

5.9 Far West Coast Plan 2006-2009				
	2006	2007	2008	2009
Minerals Exploration				
Pastoral				
Fishing and Aquaculture				
Local Government				
Outback Areas				
Parks				

5.10 First Peoples of the River Murray and Mallee Region Plan 2006-2009				
	2006	2007	2008	2009
Minerals Exploration				
Pastoral				
Fishing and Aquaculture				
Local Government				
Outback Areas				
Parks				
River Murray				

5.11 Gawler Ranges Plan 2006-2009				
	2006	2007	2008	2009
Minerals Exploration		completed		
Pastoral				
Outback Areas				
Parks				

25 Provisionally listed - relates to the Witjira National Park
26 Provisionally listed - relates to the Witjira National Park

NATIVE TITLE CLAIM PLANS 2006-2009

5

SECTION

5.12 Kurna Plan 2006-2009

	2006	2007	2008	2009
Fishing and Aquaculture				
Local Government				

5.13 Kokatha Plan 2006-2009

	2006	2007	2008	2009
Minerals Exploration				
Outback Areas				

5.14 Narungga Nations Plan 2006-2009

	2006	2007	2008	2009
Fishing and Aquaculture				
Local Government			completed	
Parks				

5.15 Nauo – Barngarla Plan 2006-2009

	2006	2007	2008	2009
Fishing and Aquaculture				
Local Government				
Parks				

5.16 Ngadjuri Plan 2006-2009

	2006	2007	2008	2009
Minerals Exploration				
Pastoral	27			
Local Government				

5.17 Ngarrindjeri Plan 2006-2009

	2006	2007	2008	2009
Fishing and Aquaculture				
Local Government				
Parks				
River Murray				

NATIVE TITLE CLAIM PLANS 2006-2009

5.18 Nukunu Plan 2006-2009				
	2006	2007	2008	2009
Minerals Exploration				
Fishing and Aquaculture				

5.19 South East Plan 2006-2009				
	2006	2007	2008	2009
Local Government				

5.20 Wangkangurru/Yarluyandi Plan 2006-2009				
	2006	2007	2008	2009
Minerals Exploration				
Petroleum				
Pastoral				
Local Government				
Parks				

5.21 Wirangu #2 Plan 2006-2009				
	2006	2007	2008	2009
Pastoral				
Fishing and Aquaculture				
Local Government				
Parks				

5.22 Yandruwandha/Yawarrawarrka Plan 2006-2009				
	2006	2007	2008	2009
Minerals Exploration				
Petroleum				
Pastoral				
Outback Areas				
Parks				

5.23 Yankunytjatjara/Antakirinja Plan 2006-2009				
	2006	2007	2008	2009
Minerals Exploration				
Pastoral		28		
Outback Areas				

28 An ILUA was signed by one pastoralist