CAPE YORK PENINSULA LAND USE STRATEGY
(CYPLUS)
Stage 1 Overview Reports

OVERVIEW OF CURRENT RESOURCES,
LAND USES AND ISSUES

Environment Science and Services (NQ)
October 1995

ENVIRONMENT
SCIENCE & SERVICES (NQ)
ENVIRONMENTAL MANAGERS & PLANNERS

CYPLUS is a joint initiative of the Queensland and Commonwealth Governments
CAPE YORK PENINSULA LAND USE STRATEGY (CYPLUS)

Stage 1 Overview Reports

OVERVIEW OF CURRENT RESOURCES, LAND USES AND ISSUES

Environment Science and Services (NQ)

October 1995
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Commonwealth Information Services
GPO Box 84
CANBERRA ACT 2061
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Overview of Current Resources, Land Uses and Issues

CAPE YORK PENINSULA LAND USE STRATEGY
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1 INTRODUCTION

1.1 Background

Cape York Peninsula is a diverse and important region of tropical Australia (see Figure 1). It covers approximately 13,720,000 hectares and has a current population of about 18,000 people. In particular, Cape York Peninsula is:

- Culturally important as the traditional homelands of Aboriginal people and Torres Strait Islanders who live there or associate with the region. It is also of cultural significance and home to many non-indigenous people.
- Ecologically important with some of the few tropical environments in the world that remain essentially unaffected by industrialised society.
- Economically important for its mining, fishing, tourism and pastoral industries. Its natural resources are also essential to the maintenance of a subsistence economy which makes an important contribution to the economy and quality of life of many residents.

The Cape York Peninsula Land Use Strategy (CYPLUS) was established as a joint initiative of the Queensland and Commonwealth Governments in 1992 to provide a vehicle for the establishment of regional land and land-related resource use objectives within the context of Australian and Queensland Ecologically Sustainable Development policy. Preparation of the Strategy consists of a program incorporating three stages:

- **Stage 1**, which incorporates data collection, issues identification, and analysis of opportunities and constraints for existing and future land use.
- **Stage 2**, which will involve the development of strategic directions for land and resource use in the form of principles, broad policies and mechanisms for their implementation which will be recommended for government approval.
- **Stage 3**, which will be the Strategy implementation phase.

The program is now near the end of Stage 1. Stage 1 has involved the production of individual reports under the Natural Resource Analysis Program (NRAP) and the Land Use Program (LUP) and culminates in the production of four summary reports, incorporating three thematic reports and an overview report, that integrate the information gathered to date. These will effectively summarise and communicate the main findings of Stage 1 and provide a sound information base for the implementation of Stage 2. The Terms of Reference for this project are included in Appendix A.
The three thematic reports consist of:

- **Natural Resources and Ecology** of Cape York Peninsula.
- **Land Use and Economy** of Cape York Peninsula.
- **Society and Culture** of Cape York Peninsula.

Together, these provide a regional overview of:

- Current land and resource uses.
- Land and resource use potential.
- Population and social structure.
- Constraints evident from existing information and trends which could limit certain uses.

The key elements of the above reports are consolidated and integrated into this report (Overview of Current Resources, Land Uses and Issues) which provides an overview of ecologically sustainable land and resource use issues, broad land and resource use potential and the types of opportunities which might present scope for positive action in the short term. The abbreviated tables of contents from the three other reports are included in Appendix B, and the overall Stage 1 structure is shown below.

![Report structure of Stage 1 of CYPLUS](image-url)
1.2 Study area

The CYPLUS project covers both land and resources use, including water resources up to the three mile limit. The area covered is Cape York Peninsula from the Cook Shire boundary, the Wujal Wujal Community, the Mitchell River and the Nassau River (Teatree Creek) in the south to Cape York including Thursday Island, Horn Island and other islands of the Prince of Wales group of islands in the north. It does not include other Torres Strait islands, nor the Great Barrier Reef and the Gulf of Carpentaria beyond the three mile limit (see Figure 1).

This study area covers a nominal 13,720,000 hectares. It should be noted that some of the Stage 1 studies quoted in this report refer to slightly different areas due to variations in the data sets used. In this report the terms study area, Cape York Peninsula and the Peninsula refer to the CYPLUS study area.

1.3 Information base

As part of Stage 1, a large amount of information has been gathered on the natural, economic and social resources of Cape York Peninsula. Given the relatively short period of time available for data gathering and the large area of Cape York Peninsula, it was not expected that the data collection could be absolutely comprehensive. As is common with most survey work, many of the studies have collected data at a series of point locations which have been subsequently used to infer general trends across Cape York Peninsula. However, the information collected does provide an excellent foundation for the commencement of broad scale land use planning on Cape York Peninsula. It is also recognised that more detailed information will be needed as planning is refined in the future and specific locations and issues are covered in more depth. One of the key issues of this report is to help focus on key issues and areas which will need the highest priority during Stage 2 of CYPLUS.

1.4 Role of Ecologically Sustainable Development in CYPLUS

The Cape York Peninsula Land Use Strategy will be a framework for making decisions about use and management of natural resources on Cape York Peninsula in ways that will facilitate Ecologically Sustainable Development (ESD). A summary of the role of Ecologically Sustainable Development in CYPLUS is provided in Appendix C. Where relevant, the principles of ESD are described in the thematic reports with respect to resource use and management.
1.5 Purpose of this report

As illustrated in the diagram above, this Overview Report is intended to provide a distillation and analysis of the NRAP and LUP research projects undertaken during Stage 1. It does this via three separate theme reports which deal with Natural Resources and Ecology, Land Use and Economy and Society and Culture.

In terms of the overall CYPLUS project, the purpose of this report is twofold. Firstly, it is intended to be a document which effectively summarises and communicates the main findings of Stage 1. Secondly, it is intended to provide a sound information base for the implementation of Stage 2.

Readers of this report should be aware that:

- It is a compilation of studies done by others and has not involved any original research or data collection.
- It presents information and research findings only and does not include recommendations regarding resource allocation, land use or management.

1.6 The Study Team

This report has been prepared by Environment Science and Services (NQ) with the assistance of a number of specialist advisers. The study team composition and key roles are as set out below.

<table>
<thead>
<tr>
<th>Name</th>
<th>Organisation</th>
<th>Role</th>
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<tr>
<td>Dr Bruce Wannan</td>
<td>Environment Science and Services (NQ)</td>
<td>Project manager; natural resources; policy issues</td>
</tr>
<tr>
<td>Mr David Rivett</td>
<td>Environment Science and Services (NQ)</td>
<td>Project director; natural resources; competition issues; policy issues</td>
</tr>
<tr>
<td>Dr David Pitts</td>
<td>Environment Science and Services</td>
<td>Strategic planning; planning for Ecologically Sustainable Development</td>
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1.7 Reference to Stage 1 studies

In distilling the results of the NRAP and LUP projects into the three theme reports, and in further reducing the volume of material into this Overview report, it has been necessary to condense much of the data and to simplify many of the issues. In this consolidation, it has not been possible to dwell on methodology and the limitations of the data collected and subsequent analysis.

Therefore, readers of this report with particular interests in the subject matter are advised to first refer to the relevant theme reports. These include references back to the original NRAP and LUP reports and these can be studied in detail as required. A summary of the Stage 1 studies and a list of the individual reports are included as Appendix C of each theme report.
2 NATURAL RESOURCES AND VALUES

2.1 Introduction

The purpose of this chapter is to provide an overview of the natural resource base of Cape York Peninsula. It does this by:

- Firstly, presenting a brief description of natural resources.
- Secondly, identifying natural regions within Cape York Peninsula.
- Thirdly, presenting an assessment of the values of the natural resource.

The identification of natural resource values is an important output from Stage 1 of CYPLUS. It is only with an understanding of the importance or value of natural resources that informed resource allocation and management decisions can be made.

In planning for and managing land uses on Cape York Peninsula, it is also necessary to be aware of the close links and inter-relationships that exist between natural and cultural values. This is particularly so in the case of people of Aboriginal and Torres Strait Islander origin. In addition to supplying a sustainable subsistence economy over thousands of years, the natural resources of Cape York Peninsula are also part of belief systems which explain the origins of landscapes, plants, animals and people and the kinship connections between them.

2.2 Natural resources

2.2.1 Geology and topography

Cape York Peninsula consists of a stable shield of metamorphic and igneous rocks covered by gently dipping sediments that range from 2 to 290 million years old. The topography of the CYPLUS study area is illustrated on Figure 2, while Figure 3 shows the generalised geology. It shows a northerly trending axis of high ranges and plateaux (up to 800 metres in elevation) flanked by broad plains and low-lying relief which account for 75% of the study area. The plains have low relief and rarely exceed 150 metres in height. Extensive alluvial fans have developed in the lower reaches of many of the major river systems and particularly those draining into the Gulf of Carpentaria and Princess Charlotte Bay (see Photograph 1). Along both the east and west coasts of Cape York Peninsula, extensive dune fields and beach ridges have been formed from sands of recent origin. They occur most extensively in the Cape Flattery, Temple Bay and Shelburne Bay areas (see Photograph 2).
**Photograph 1:** Normanby River Floodplain on the east coast of Cape York Peninsula.
Photo: K. Trapnell.

**Photograph 2:** Dunefield at Shelburne Bay on the east coast of Cape York Peninsula.
Photo: K. Trapnell.
2.2.2 Physiography

The study area is covered by ten physiographic or landscape units (Figure 4) which can be further grouped into three broad units:

- The **depositional surfaces** (including coastal deposits).
- The **dissected Cainozoic surfaces** (including the Rolling Downs Group, Helby Beds and the Aurukun surface).
- The **hilly to mountainous areas** (the Hodgkinson Province and Coen and Yambo Inliers).

2.2.3 Soils

One hundred and thirteen soil types have been identified and these have been grouped into seven natural landscapes or divisions on the basis of distinctions in physiography and geology, elements of vegetation, and current land use (Figure 5).

Almost all of the soils of Cape York Peninsula have low levels of plant nutrients and are deficient in phosphorous and nitrogen. Many are deficient in other nutrients and trace elements and this inherent infertility limits the range of plant communities which, because of the high rainfall, could be expected to be present. Many of the soils are weakly structured and are prone to erosion when cleared.

2.2.4 Climate

Cape York Peninsula has a monsoonal climate with very distinct wet and dry seasons. Almost two thirds of the area has an average rainfall of less than 1,100 mm per year, while less than 1% has more than 2,100 mm per year. Approximately 80% of the average annual rainfall falls during the four months from December to March. Temperatures are generally warm to hot with maximum temperatures of over 40°C in the summer. Temperatures below 5°C are rare. Figure 6 shows the general climatic data for Cape York Peninsula.

2.2.5 Drainage

The mainland section of the CYPLUS study area contains 16 complete river basins and sections of 2 further river basins (see Figure 7). Most of the large rivers flow east or west, with extensive flood plains in their lower reaches. River flow is usually intermittent with only the Jardine, Wenlock and Pascoe being perennial. East coast rivers and streams are all relatively short, with small catchments because of the proximity of the mountain ranges, and contain few permanent lagoons. Most west coast rivers start on the plateau country of the Great Divide and flow through large erosional flood plains. In the west, wetlands occur in the major watercourses, lagoons, outflow channels and south-western drainage basins. The number and size of these wetlands tend to increase towards the coast. Eastern wetlands are extensive but with fewer lagoons.
On an annual basis, the supply of water is plentiful. However, the nature of the supply is highly seasonal with widespread flooding during summer months (the “wet”) and relatively arid conditions during winter months (“the dry”).

With the exception of the Annan River, the rivers are unmodified by dams or other river works. Groundwater reserves are plentiful in the sedimentary deposits of the Carpentaria, Laura and Annan Rivers.

2.2.6 Flora

The land-based vegetation of Cape York Peninsula is composed of five main groups (see Chart 1). Of these, woodland dominated by eucalypts and melaleucas covers the largest area (78%). One species, the Darwin stringybark (Eucalyptus tetrodonta), dominates woodlands over more than one third of the study area. Rainforest occupies less than 6% of the study area and is generally restricted to the wetter areas of the east coast ranges of Cape York Peninsula.

Chart 1: Relative areas of amalgamated broad vegetation groups on Cape York Peninsula

Representative examples of these vegetation groups and their characteristic landscape settings are shown on Photographs 3-10. A total of 3,338 plant species have been recorded on Cape York Peninsula. The most common species are grasses and sedges. There are 379 rare or threatened species and 247 species of naturalised exotics.
Photograph 3: Eucalypt dominated woodland on Holroyd River (Darwin stringybark - Eucalyptus tetrodonta).
Photo: B. Wannan.

Photograph 4: Melaleuca dominated woodland on Strathmay (Broad-leaved ti-tree - Melaleuca viridiflora).
Photo: K. Trapnell.
Photograph 7: Heathlands on Jardine National Park.
Photo: K. Trapnell.

Photograph 8: Freshwater wetland on Lakefield National Park with Red water lily (Nelumbo nucifera).
Photo: K. Trapnell.

Overview of Current Resources, Land Uses and Issues
Photograph 9: Mangroves and salt pans on Starcke National Park.
Photo: K. Trapnell.

Photograph 10: Mangroves in Newcastle Bay.
Photo: K. Trapnell.
There are extensive areas of seagrass in the inshore waters of Cape York Peninsula. They are found in sheltered bays, coastal inlets and behind continental islands and fringing reefs. The major seagrass beds are located off the eastern coastline of Cape York Peninsula.

2.2.7 Fauna

Cape York Peninsula has a regional fauna that contains both Australian and New Guinean species. This together with a wide range of habitats results in a high diversity of terrestrial vertebrate species recorded from the area (32 frogs, 103 reptiles, 301 birds, 73 mammals). New species continue to be located with further field work. The major land habitat types found on Cape York Peninsula are woodlands, rainforests, riparian forests, permanent waterholes and swamps, boulder mountains and cliffs.

There is a large number of freshwater fish species, with 73 species having been identified from the major river systems. In addition, there is a rich marine fauna consisting of crustaceans (prawns), fish, reptiles (turtles and crocodiles) and mammals.

There are 85 vertebrate species that are considered rare or threatened on Cape York Peninsula (see Photographs 11 and 12).

2.3 Regionalisation of natural resources data

The sheer size of the CYPLUS study area has led researchers to look at ways of dividing Cape York Peninsula into regions with similar physical and/or biological characteristics which reflect underlying ecological processes. Five different regional classifications of natural resources data were referred to in Stage 1. These were based on:

- **Geology**, which recognised seven regions using rock type and age (Figure 3).
- **Landscape**, which recognised 10 physiographic units based on geology, relief, soils and vegetation (Figure 4).
- **Soil**, which recognised seven soil landscapes based on geology, vegetation and land use characteristics (Figure 5).
- **Environmental characteristics**, which recognised five environmental regions based on climate, terrain and lithology (Figure 8).
- **Biogeographic regionalisation**, which was based on geology, terrain, soil, climate, flora and fauna (Figure 9).

The regionalisation of natural resources information has been an important first step in the development of an ecological approach to land use planning and management in Cape York Peninsula, as this provides a useful framework for focusing attention, aggregating information and allocating resources and priorities in nature conservation. As outlined in Table 1, the work done to date will have a useful role to play in the development and implementation of broad scale strategic planning and management.
CAPE YORK PENINSULA LAND USE STRATEGY
Overview of Current Resources, Land Uses and Issues
Photograph 11: The endangered Golden Shouldered Parrot (Psephotus chrysopterygius) which is endemic to Cape York Peninsula.
Photo: C & D Frith, Frithfoto.

Photograph 12: The Dugong (Dugong dugong) inhabits the offshore marine waters of Cape York Peninsula, and is considered to be vulnerable.
Photo: Great Barrier Reef Marine Park Authority.
<table>
<thead>
<tr>
<th>Type of regionalisation</th>
<th>Role in the broad scale planning process</th>
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<tr>
<td>Geological</td>
<td>Inputs into the definition and mapping of soil landscapes and environmental regions. Input into studies of economic geology.</td>
</tr>
<tr>
<td>Physiography</td>
<td>Summary description of broad physical relationships in each area by the integration of landform, drainage, soils and vegetation.</td>
</tr>
<tr>
<td>Soils</td>
<td>Assistance in the identification and mapping of natural hazards and constraints such as soil erosion and salinity. Assistance in defining plant-soil relationships. Assistance in determining broad scale land capability.</td>
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<tr>
<td>Environmental regions</td>
<td>Draws attention to relationships between administrative boundaries and environmental boundaries. Assistance in determining representativeness of conservation areas. Assistance in assessment of regional biodiversity. Assistance in regional habitat mapping, analyses and predictive modelling. Helping to assess the effects of climate change.</td>
</tr>
<tr>
<td>Biogeographic regions</td>
<td>Part of an Australia-wide regional assessment system. Recognition of the relationship between physical and ecological processes and the observed biological patterns. Assistance in assessment of regional biodiversity and the basis of a reserve system. Assistance in regional habitat mapping, analyses and predictive modelling. Helping to assess the effects of climate change.</td>
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The regionalisation of natural resources data has shown the need for addressing broad scale planning and management issues in a sub-regional context, and the benefits of such an approach. However, as each of the regionalisations was based on different parameters, each produced significantly different sets of sub-regions. There would appear to be some benefit in pursuing the development of a sub-regional perspective based upon a set of parameters to be developed and agreed during the early part of Stage 2.

### 2.4 Natural resource values

Stage 1 of CYPLUS has produced a large amount of descriptive information on the natural resources of Cape York Peninsula, and this information has provided a clearer understanding of the values or importance of these resources. The main natural resource values which have been identified during Stage 1 are summarised below under the following headings:

- Nature conservation.
- Wilderness quality.
- Recreation and tourism.
- Minerals and energy.
- Agriculture and forestry.
- Commercial fishing.
- Aquaculture and mariculture.
- Subsistence activities.
2.4.1 Nature conservation

Nature conservation values on Cape York Peninsula have been assessed from the following two points of view:

- A whole of Cape York Peninsula perspective.
- Individual areas of high nature conservation value.

a) Cape York Peninsula in context

While the CYPLUS study area largely coincides with the Cape York Peninsula biogeographic region, it also contains parts of the Gulf Plains, Einasleigh Uplands and Wet Tropics biogeographic regions in its southern parts. The study area is unique in a Queensland context in that it contains a wide range of landscapes and bioclimatic conditions, but at the same time has been subject to relatively low levels of human impact.

The Stage 1 investigations have confirmed that Cape York Peninsula is one of Australia's key conservation areas by virtue of its:

- Rare and uncommon features which include vegetation communities, plant species and vertebrate species.
- High levels of endemism, including 264 plant and 41 vertebrate species that are known only from Cape York Peninsula.
- Species of biogeographic and evolutionary significance which illustrate the relationships of the biota of Cape York Peninsula to New Guinea.
- Species richness, particularly with respect to invertebrates, freshwater fish, mangroves, seagrass and orchids.
- Estuarine and freshwater wetlands which are amongst the largest, richest and most diverse in Australia (see Photograph 13).
- Sea and shorebird habitats which support some of the largest breeding and/or roosting populations of seabirds in Australia.
- Dunefields which provide internationally significant examples of the evolution of sandy landscapes in the humid tropics.
- Other geological features of international and national significance such as the depositional fan features of the Mitchell River Delta.

Features of high nature conservation value are not restricted or concentrated in a few areas but are generally widespread and occur over most of the Peninsula. For example, the best examples (being the largest and least disturbed patches) of each of the 201 natural vegetation classes that occur on Cape York Peninsula are not found in a few key places, but are distributed right across the area. Similarly, although rare vegetation classes tend to be clustered in certain areas, a different set of areas are important for different values such as endemic species or wetland values.
Investigations by the Australian Heritage Commission and the Environmental Resources Information Network suggest that 82% of Cape York Peninsula has natural conservation values which satisfy at least one criterion for National Estate significance under the Australian Heritage Commission Act.

b) Individual areas of high nature conservation value
The analysis of nature conservation values undertaken during Stage 1 of CYPLUS has identified 36 areas of conservation significance, i.e. the areas contain at least one significant nature conservation value. The conservation values identified include:
- Geological features, landforms or processes.
- Areas of biogeographic or evolutionary significance.
- Biodiversity or centre of endemism.
- Vegetation community or species of significance.
- Wetland ecosystem of significance.
- Vertebrate fauna of significance.
- Invertebrate fauna of significance.
- Major habitat linkage or corridor.
- Key research site or type locality.

The 36 areas are spread fairly uniformly across the study area (Figure 10).

2.4.2 Wilderness quality
Investigations conducted by the Australian Heritage Commission indicate that approximately 40% of Cape York Peninsula is of very high wilderness quality based upon the following four indicators:
- Remoteness from settlement.
- Remoteness from access.
- Apparent naturalness.
- Biophysical naturalness.

Areas regarded as being of high or very high quality are shown on Figure 11. Cape York Peninsula is one of Australia’s few biogeographic regions where the majority of the region is of high or very high wilderness quality. In a national context, the Peninsula is a key wilderness area, particularly for coastal, eastern Australian, heathland, rainforest, wetland and riparian ecosystems. Cape York Peninsula is also unusual in that it contains whole river systems of high wilderness quality.

2.4.3 Recreation and tourism
The natural resources of Cape York Peninsula have particular value for nature-based tourism and recreation, primarily made up of the following three components:
- Eco-tourism.
- Adventure travel.
Recreational fishing.

The particular attributes of Cape York Peninsula which underpin these nature-based tourism values are:

- The remoteness and naturalness which offer opportunities for exploration and adventure, and provide alternatives to more highly developed “mass tourism” destinations.
- The diversity of landscapes and scenic attractions.
- The relatively untouched rivers and estuaries which provide excellent fishing.
- The presence of unusual and uncommon fauna species which are of particular interest to overseas visitors.
- The presence of historic areas based on previous European land uses.
- The presence of Aboriginal and Torres Strait Islander communities and cultural sites.

Approximately 200 sites or events of recreation and tourism importance have been identified and these generally fall into the following categories:

- Aboriginal and Torres Strait Islander sites.
- Historic sites.
- Natural sites.
- Activities or specific events.

2.4.4 Minerals and energy

There are known mineral and energy resources within each of the geological regions of Cape York Peninsula. These include bauxite, kaolin, silica sand, gold, iron, manganese, tin, base metals, heavy minerals, coal, antimony, limestone and tungsten.

The following major mineral resources have been proven and are currently being mined:

- Bauxite at Weipa, with total reserves of 248 million tonnes.
- Kaolin at Weipa, with proven reserves of 17.8 million tonnes.
- Silica sand at Cape Bedford-Cape Flattery, with proven reserves of 200 million tonnes.

Work is also proceeding towards the mining of kaolin deposits at Skardon River.

There are also known and potential areas containing resources that could support large scale mining subject to further investigation and suitable economic conditions.
Such deposits in the CYPLUS area include:

- Bauxite resources in the Vrilya Point and Aurukun areas.
- Silica sand dunes along the east coast from Newcastle Bay south to Shelburne Bay.
- Heavy mineral prospects in old beach ridge systems near Colmer Point.
- Alluvial tin deposits at Wolverton.
- A coking coal resource at Bathurst Range.
- Tin vein systems at Jeannie River and Collingwood.
- Limestone deposits near Palmerville and Kings Plains.
- The Watershed tungsten prospect east of Maitland Downs.

Potential areas of major and minor economic significance are shown of Figure 12 and Figure 13 respectively.

2.4.5 Agriculture and forestry

It is possible to derive a broad assessment of agricultural values from the assessments of agricultural land suitability undertaken during Stage 1. The areas of land in Cape York Peninsula which are suitable for different classes of broadacre cropping and pasture are shown in Table 2 and on Figure 14 and Figure 15.

Table 2: Agricultural land suitability assessment for Cape York Peninsula

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Total Area (ha)</th>
<th>Land area (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Broadacre cropping</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Land suitable for peanuts, sorghum and maize.</td>
<td>239,000</td>
<td>1.7%</td>
</tr>
<tr>
<td>Land suitable for sorghum and maize</td>
<td>2,050,800</td>
<td>15%</td>
</tr>
<tr>
<td>Pasture</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Land suitable for high input pastures</td>
<td>3,444,050</td>
<td>25%</td>
</tr>
<tr>
<td>Land suitable for low and medium input pastures</td>
<td>4,448,150</td>
<td>33%</td>
</tr>
<tr>
<td>Land suitable for low intensity grazing of native pastures</td>
<td>6,148,100</td>
<td>46%</td>
</tr>
<tr>
<td>Land not suitable for nominated land uses</td>
<td>966,120</td>
<td>7%</td>
</tr>
</tbody>
</table>

KEY

1: Some lands qualify for inclusion in more than one suitability class.
2: Total study area is 13,670,000 hectares.

There are approximately 1.9 million hectares of taller woodlands dominated by Darwin Stringybark, which have value as a potential source of merchantable timber (mainly building timbers, poles and sleepers). Most of the merchantable timber resources are located on pastoral areas and Aboriginal areas. Other forestry values are associated with seed collecting in closed forest communities (rainforest) and sandalwood collecting for...
the production of aromatic oils. Areas with identified potential timber resources are shown on Figure 16.

2.4.6 Commercial fishing

The offshore, inshore and estuarine fish and invertebrates of Cape York Peninsula have values for commercial fishing. There are eight commercial fisheries operating in the waters of Cape York Peninsula which rely on prawns, a wide range of fish species and crabs. The relative economic values of the major components of these fisheries are reflected by the following approximate annual catches (aggregated across all fisheries):

- Prawns-14,000 tonnes.
- Fish-750 tonnes.
- Mud Crab-90 tonnes.
- Lobster-240 tonnes.

2.4.7 Aquaculture and mariculture

Cape York Peninsula has suitable climate, large land areas and large sections of coastline potentially suitable for the culture of commercially valuable species. Although existing operations are mainly limited to pearl farming in Torres Strait, Princess Charlotte Bay and Cooktown, there is a wide range of freshwater (Barramundi, Black tiger prawn, Red claw crayfish) and seawater (Barramundi, Giant clam, Black tiger prawn, Edible oyster, Pearl oyster) species that are considered to be suitable for aquaculture.

2.4.8 Subsistence activities

Based on the study into traditional activities, it appears that the majority of the residents of Cape York Peninsula are engaged in a variety of subsistence and non-market activities and that subsistence production is fairly significant. The major food sources are:

- Reef fish species such as coral trout, snapper and red emperor.
- Estuarine and inshore fish species such as barramundi and threadfin salmon.
- Crustacea such as mudcrabs and shellfish.
- Dugong.
- Turtles.
- Wild harvest game species.

Research at Injinoo in 1993/94 estimated that 80% of protein consumed comes from subsistence hunting.

The subsistence economy links Cape York Peninsula's indigenous peoples to the land and to the pre-colonial past. Their maintenance and development are closely linked to aspirations to reclaim clan estates through the construction, occupation and servicing of outstations or homeland centres.
3 CULTURAL RESOURCES AND VALUES

3.1 Introduction

As noted in the introduction to the previous chapter, there is a close relationship between natural and cultural values of resources. For Aboriginal and Torres Strait Islanders, these values arise because indigenous cultures include a strong focus on relationships with land, animals and plants, while for non-indigenous Australians a different set of cultural filters or value systems apply. For all cultures, the resources of the CYPLUS area have cultural values which reflect the history of the various communities, their spiritual perceptions, and events of importance to their way of life.

As will be described in Chapter 6, the historical perspectives of indigenous and non-indigenous Australians are quite different and an understanding of these perspectives is important to an appreciation of cultural values.

The purpose of this chapter is to provide an overview of cultural values of Cape York Peninsula from the perspectives of the three main communities residing on the Peninsula:

- Aboriginal communities.
- Torres Strait Islander communities.
- Non-indigenous communities.

Prior to describing the particular values ascribed by each of these groups, an overview is provided of the value systems or yardsticks relevant to each group.

3.2 Aboriginal cultural values

3.2.1 Overview of value system

For the many Aboriginal communities in the study area, Cape York Peninsula and its surrounding waters comprise a mosaic of ancestral home “countries” or clan estates. Prior to colonisation, the natural resources of Cape York Peninsula and its surrounding waters formed the basis of the Aboriginal economy and Aboriginal cultural practices and beliefs were indivisible from the natural environment. For millennia, all of Cape York Peninsula and surrounding waters were an Aboriginal domain.

Aboriginal cultural values include a strong focus on family and wider kin relationships and responsibilities, and these kinship responsibilities extend to relationships with land, animals and plants. In particular, these kin-based values are expressed in an enduring commitment to traditional land and sea estates. These values survive even among people who no longer inhabit traditional lands, and in younger generations who have
never known the traditional way of life. For such people, the values associated with attachment to land may be weaker, but the sense of belonging to a kinship group, and gaining individual identity from it, remains strong.

Commitment to land implies a continuing interest in caring for sacred sites and managing the environment. This includes the practical and ceremonial management of habitats and species, as well as engaging in hunting, fishing and gathering which have both economic and cultural significance. All these activities engender a type of religious connection with the land. This is as a web of interrelated places interwoven with each other, not as individual “dots on the map” of “sacred sites”.

Some such areas may also have archaeological importance as evidence of past associations with the land, and may be politically useful to land claims. Historical places are also important to Aboriginal people as part of their recent past and their links with non-Aboriginal settlement on the Peninsula.

### 3.2.2 Sites of significance

The Aboriginal view of heritage is that it is not public, that is, it is owned: heritage is not a matter of sites, but a relationship between culture and landscape. This relationship exists over most of the Peninsula.

Notwithstanding this view, there are 13 sites or areas of significant Aboriginal cultural value currently listed on the Register of the National Estate. These registered cultural places are spread throughout Cape York Peninsula (although 10 are in the Cooktown area) and include art sites, story places, ceremonial and ritual sites, and residential use sites. One site (Cape Keer-weer) also has contemporary historical significance as the first site where contact has been recorded between Aboriginal people and Europeans.

### 3.3 Torres Strait Islander cultural values

#### 3.3.1 Overview of value system

Like Aboriginal people, the Torres Strait Islander view of heritage involves the interlinking of culture and landscape. Values include a focus on kin-based groups as a source of personal identity, and a strong attachment to home islands and environments. This connection to traditional islands and sea country has been retained by Saibai Islanders and others who have relocated to live at Bamaga, Seisia and other communities on Cape York Peninsula (and elsewhere in mainland Australia).
3.3.2 Sites of significance

There are no registered sites or areas of significant Torres Strait Islander cultural value currently listed on the Register of the National Estate.

3.4 Non-indigenous cultural values

3.4.1 Overview of value system

Two types of non-indigenous cultural values (scientific and wilderness) have been discussed in the previous chapter.

Apart from these, the heritage and cultural values of non-indigenous people in Cape York Peninsula are strongly related to the mining and pastoral industries and have a strong historical focus. Unlike the Aboriginal and Torres Strait Islander peoples, non-indigenous Australians do not generally attach spiritual or religious significance to the land.

The pastoral industry in Cape York Peninsula has tended to be economically marginal and some of the participants in this industry may remain in it to pursue cultural values that include outdoor lifestyle, working with animals, the attraction of isolation and access to remote recreational activities. This is an aspect of non-indigenous cultural values which remains to be properly researched and documented.

Non-indigenous cultural values also include broader aspects of contemporary culture such as religion, art, drama, literature, sport and recreation. These aspects of modern non-indigenous culture are important when considering the servicing of communities.

3.4.2 Sites of significance

While some sites of historic and landscape significance are listed or are nominated for listing on the Register of the National Estate, sites and places of social and aesthetic importance to communities have, in many cases, not been researched.

There are 18 sites or areas of significant non-indigenous cultural value currently listed on the Register of the National Estate. These registered cultural places include sites related to mining, fishing, navigation and early settlement. Nine sites are in the Cooktown area, four are at or near Laura and the remainder are scattered throughout the Peninsula.
3.5 Documentation of cultural values

In general, the non-indigenous cultural values of Cape York Peninsula are inadequately documented and so far no comprehensive regional assessments of non-indigenous cultural values have been undertaken.

With respect to indigenous values, it is likely that more sites of significance remain to be documented. Any additional research needs to be owned and directed by the relevant Aboriginal or Torres Strait Islander communities and the widespread nature of indigenous cultural values recognised in future land use planning.
4 TENURE AND ADMINISTRATIVE ARRANGEMENTS

4.1 Introduction

The CYPLUS study area is a particularly large area that includes both terrestrial and marine areas and is subject to legislative responsibilities spread over all three spheres of government. The purpose of this chapter is to provide an overview of the legislative setting and administrative framework to the extent that is relevant to the ongoing CYPLUS process. It does this by discussing:

- The legislative and administrative framework.
- The roles of non-government agencies.
- Land tenure systems.
- Processes for policy integration and coordination.

4.2 Legislative framework

Like other parts of the State, the use and management of land and water resources on and around Cape York Peninsula is subject to a wide variety of legislative instruments at both the Queensland and Commonwealth Government level. At the Commonwealth level, there are more than 50 separate Acts of Parliament which embrace at least 12 different ministerial portfolios. At the State level, there are again more than 50 separate Acts of Parliament which embrace at least 15 different ministerial portfolios.

These Acts and portfolios create a complex legislative environment involving overlapping jurisdictions and jurisdictional boundaries which are often quite dissimilar to natural and cultural resource boundaries. This is evident, for example, in fisheries management, conservation management and cultural resources management.

The main legislative responsibilities of the Commonwealth Government are in the areas of:

- Defence.
- Quarantine and customs.
- Import and Export control.
- Financial assistance to State and local government.
- Telecommunications.
- Civil aviation.
- Collection and distribution of Commonwealth taxes.
- Foreign acquisitions and takeovers.
- Aboriginal and Torres Strait Islander affairs.
- Health care.
- Social security and employment training.
• Implementation of responsibilities under the World Heritage Convention.
• National Estate matters.
• Protection of endangered species.
• Management of the Great Barrier Reef Marine Park and other marine resources.
• Shipping and navigation aids.
• Fisheries management in Commonwealth waters.
• Offshore minerals and petroleum exploration and mining.
• Research in areas such as earth and marine sciences.

The main legislative responsibilities of the Queensland Government are in the areas of:

• Planning and coordination of public works.
• Major infrastructure associated with main road and rail transport, ports and harbours and water resources projects.
• Education.
• Family services.
• Health care.
• Aboriginal and Islander Affairs.
• Energy generation and distribution.
• Tourism promotion and development.
• Fisheries management.
• Management of mineral exploration and production.
• Management of primary industries.
• Crown land management including leasehold lands, reserves and protected areas.
• Conservation planning and management.
• Coastal management.
• Queensland Marine Parks management.
• Provision of sport and recreation facilities and programs.
• Small business promotion and industry training.
• Provision of financial assistance to local government, industry and small business.
• Collection and distribution of State taxes and charges.
• Provision of public housing and housing assistance.
• Regional planning.
• Preparation of State Planning Policies.

There are a number of Queensland Acts which specifically refer powers to local government in areas such as:

• Local roads, water supply and drainage.
• Health and waste disposal.
• Town planning, subdivision and building.
• Beach protection.
• Air and water quality management.
• Parks and recreation.
• Collection and distribution of rates on property.
There are other Queensland Acts which establish Aboriginal community councils and give these councils the powers to discharge the functions of local government.

Collectively, there are 73 government agencies which carry out these legislative powers and responsibilities in Cape York Peninsula. These agencies include:

- 32 Commonwealth Government agencies.
- 6 Commonwealth Government corporations.
- 24 Queensland Government agencies.
- 3 local government councils established under the Local Government Act.
- 14 local government councils or offices which derive powers from other legislation.
- 8 non-government organisations with an interest in administrative issues.

At the State level, there are a number of important legislative reforms which have recently, or are about to, come into effect. Collectively, they will have important implications for the way that resources in Cape York Peninsula are allocated and managed. These reforms include:

- Recently introduced legislation with respect to:
  - Nature conservation
  - Environmental protection.
- Forthcoming legislative reforms in the areas of:
  - Coastal protection
  - Planning, development and assessment
  - Integrated development approvals systems
  - Land management
  - Natural resources management.

Legislative reform is also occurring at the Commonwealth level through the introduction of the *Native Title Act 1993* (Cwlth). This Act, which came into effect in 1994, provides a mechanism for land tenure resolution and supersedes land use planning based on existing tenure. A Native Claims Tribunal has been established with a view to negotiating and, if necessary, determining claims for native title. Complementary Queensland legislation has been enacted in the form of the *Native Title Act 1993* (Qld).

While there may be a greater direct Commonwealth Government involvement in the affairs of Cape York Peninsula than in many other parts of Australia, the complexity of government administration is not unique to Cape York Peninsula. What sets Cape York Peninsula apart from most other regions in Australia is:

- The lack of an obvious centre of government administration.
- The extent to which decisions are made in centres which are removed from the region itself.
- The relative paucity of local administrative structures and physical resources which have been established to deliver government services to the region.
4.3 **Non-government organisations**

Non-government organisations which have a particular interest in land use and management in Cape York Peninsula can be grouped into the following two categories:

- Voluntary community groups.
- Aboriginal and Torres Strait Islander corporations and associations.

There are eight main largely voluntary community groups, these are:

- Cairns and Far North Environment Centre.
- Cape York Peninsula Pastoral Advisory Group.
- Cape York Peninsula Development Association.
- Cape York Tourism Council.
- Far North Queensland Promotion Bureau.
- Kowanyama Aboriginal Land and Natural Resources Agency.
- Port Kennedy Association.

There are six Aboriginal corporations established under the *Commonwealth Aboriginal Councils and Incorporations Act*. These are:

- Ang-Gnarra Aboriginal Corporation.
- Cape York Land Council.
- Coen Regional Aboriginal Corporation.
- Gungarde Aboriginal Corporation.
- Marapuna Aboriginal Corporation.
- Tharpuntoo Legal Service.

These corporations undertake a variety of economic activities which include provision of housing and infrastructure; operation of businesses such as shops, workshops, garages, an artefacts factory, school buses and a caravan park; and the development of a community hall. The principal source of funding is the Aboriginal and Torres Strait Islander Commission.

4.4 **Land tenure systems**

4.4.1 **Tenure under the Land Act and related legislation**

The Queensland *Land Act* defines different classes of tenure which confer various rights upon the land owner. The three main classes of land tenure on Cape York Peninsula are:

- Freehold.
- Trusts (e.g. Deed of Grant in Trust).
- Various forms of State land which include leasehold lands, reserves and vacant Crown land.
A breakdown of land tenure types on Cape York Peninsula is given in Table 3 and shown on Figure 17. Of particular note are the high proportions of leasehold and Aboriginal and Torres Strait Islander lands and the relatively high proportion of National Park lands.

Table 3: Types of land tenure on Cape York Peninsula.

<table>
<thead>
<tr>
<th>Land tenure</th>
<th>Area (hectares)</th>
<th>Percent of total area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pastoral holdings</td>
<td>7,819,240</td>
<td>57.2%</td>
</tr>
<tr>
<td>Aboriginal and Torres Strait Islander lands</td>
<td>2,023,200</td>
<td>14.8%</td>
</tr>
<tr>
<td>National Parks</td>
<td>1,367,000</td>
<td>10.0%</td>
</tr>
<tr>
<td>Freehold</td>
<td>560,500</td>
<td>4.1%</td>
</tr>
<tr>
<td>Other leases</td>
<td>492,100</td>
<td>3.6%</td>
</tr>
<tr>
<td>Crown reserves</td>
<td>464,800</td>
<td>3.4%</td>
</tr>
<tr>
<td>Perpetual mining tenures</td>
<td>396,400</td>
<td>2.9%</td>
</tr>
<tr>
<td>State Forests and Timber Reserves</td>
<td>218,700</td>
<td>1.6%</td>
</tr>
<tr>
<td>Other1</td>
<td>123,000</td>
<td>0.9%</td>
</tr>
<tr>
<td>Roads and natural features</td>
<td>109,400</td>
<td>0.8%</td>
</tr>
<tr>
<td>Crown lands</td>
<td>95,690</td>
<td>0.7%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>13,670,000</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

**KEY**

1: "Other" includes Special leases, Freeholding lease, Perpetual lease, Grazing homestead perpetual lease, and Licence to occupy.

The enactment of the Queensland *Aboriginal Land Act* and the *Torres Strait Islander Land Act* in 1991 provided mechanisms for the transfer or granting of certain lands which are defined under the Acts as being either "transferable" or "claimable". "Transferable" land is land which may be granted without a claim being made. It includes Deed of Grant in Trust land, Aboriginal Reserve land and Torres Strait Islander Reserve land. "Claimable" land is available Crown land that the Governor in Council has gazetted as being claimable. This includes National Parks, State Forests and vacant Crown land.

The following Aboriginal peoples have lodged applications for grant of land under the *Aboriginal Land Act 1991* (Qld):

- Traditional owners from Cape Melville, Flinders Island, Barrow Point and Cape Bowen.
- The southern Kaanju.
- The Wik and Wik-affiliated peoples.
- Lama Lama, Kuku Thaypan, Bagaarrmugu, Muunyaadiwarra, Balngarrwarra, Magaarrmagaarrwarra, Guudurrwarra and Freshwater Sardine Language people.
- Injinoo peoples.
- Kuku Yalanji.
4.4.2 Native title

On 3 June 1992, the High Court of Australia in Mabo No.2 handed down a judgement which has been labelled as a landmark decision dealing with the recognition of Aboriginal rights to land. In summary, the High Court found that:

- The rights and interests of the Aboriginal inhabitants to their traditional land survived a change in sovereignty.
- The concept of *terra nullius* (or land belonging to no one) at the time of colonisation in 1788 did not apply.
- The common law recognises a form of native title which is a burden on the Crown’s radical title to and power over land.
- Native title can be voluntarily extinguished or lost when traditional ties with the land are broken.
- Native title can be extinguished by the Crown provided that such an intention is clearly revealed.

Native title may be defined as a “bundle” of rights relating to land and water. Native title may include amongst other things:

- The right to traverse and camp.
- The right to hunt and fish, and utilise other bush tucker.
- The right to collect materials, such as timber, bark, stone, ochre, clay, resin, grass and so forth for making weapons, tools and ceremonial articles.
- The right to conduct ceremonies, including burials.
- The right to exclude others from the whole or particular parts of the land.

Native title can be possessed by a community, group or individual depending on the content of traditional laws and customs. Native title also requires a connection with the land which may be physical or spiritual; but is dependant on tradition, laws and customs. In this regard, it is important to note that within any culture, traditions are dynamic and change as they are handed down from generation to generation.

Native title is unlike different forms of title in that it is not possible to sell native title. Native title, as a burden on the radical title of the Crown, can only be surrendered to the Crown.

The *Native Title Act 1993* of the Commonwealth recognises native title rights and sets down some basic principles in relation to native title in Australia. One of its purposes is to validate what would otherwise be invalid grants of land by reason of a conflict between the existence of native title, and the provisions of the *Racial Discrimination Act 1975*. Parallel Queensland legislation has been enacted in the form of the *Native Title Act 1993* (Qld).

In deciding whether or not native title has been extinguished, there are generally two regimes which apply. It is generally accepted that the common law, as embodied in the High Court decision in Mabo No. 2, applies to dealings in land before the *Racial
Discrimination Act came into effect (31 October 1975). After this date, the regime established under the Native Title Act 1993 (Cwlth) applies.

Determining whether or not native title has been extinguished is a complex process involving full consideration of tenure histories and when tenures were granted. Under the provision of the Commonwealth’s Native Title Act, a National Native Title Tribunal has been established. Amongst other things, the Tribunal acts as an independent body to process applications for native title determinations by both claimants and non-claimants. The Tribunal can determine if native title exists in agreed or unopposed claims and acts as mediator if claims are contested.

No determinations have so far been made on native title claims on Cape York Peninsula. However, the following Aboriginal peoples have lodged applications for determinations of native title pursuant to the Native Title Act 1993 (Cwlth):

- Wik.
- Kuku Yalanji.
- Umpila.
- Dhuubiwarra.
- Dingaal.

4.4.3 Mining titles

Although not strictly a form of land tenure, mining rights granted under the Mineral Resources Act are an important aspect of land use in Cape York Peninsula. Mining “tenures” include prospecting permits, mining claims, exploration permits, mineral development licences and mining leases.

Mining titles do not change the land tenure that is current over an area of land. Similarly, they do not transfer ownership of any land to the holder of the mining title. Mining titles are for granting an authorised person the right of access to minerals within an area of land, as all minerals are retained by the Crown regardless of the tenure of the land.

4.4.4 The influence of tenure on planning and management

In the past, tenure has probably been the major determinant of land use and land management in Cape York Peninsula. During recent historical times there has been an almost one to one relationship between tenure and land use. For example, in terms of the three main classes of land tenure in Cape York Peninsula:

- Pastoral leases were almost exclusively used for this purpose and managed as such.
- Nature conservation was perceived as occurring almost solely by way of National Park tenure.
Aboriginal and Torres Strait Islander lands were seen as being somehow separate from the rest of Cape York Peninsula. This single tenure/single use philosophy has built up strong levels of loyalty and commitment to land, but has also tended, in some cases, to engender relatively strong resistance to change.

There is no doubt that the land use and land tenure relationships on Cape York Peninsula are undergoing a fundamental change in areas such as:

- Multiple use and multiple management of lands (it is now being recognised, for example, that pastoral leases can be used and managed to meet regional conservation objectives, and to contribute to regional economic development by way of tourism, as well as being used for grazing).
- The agricultural timber production and tourism potential of Aboriginal and Islander lands are increasingly being recognised.
- Native title, and the implications that this will have for joint management.

The residents of Cape York Peninsula are well-acquainted with the rights of land ownership. One of the challenges of Stage 2 of CYPLUS will be in achieving greater awareness of the responsibilities of land ownership. These responsibilities stem from both requirements under new legislation such as the Environmental Protection Act 1994 and changing community values such as are being promoted by incentives like Integrated Catchment Management and Landcare.

### 4.5 Processes for integration and coordination

Although there is no overall policy framework in place as yet to guide land use and resource management in Cape York Peninsula, there are many agreements and programs in place or under development which are progressively addressing specific sectoral, regional or local issues of integration and coordination.

These initiatives include:

- Development of integrated local area planning.
- Continued progress towards an integrated development approval system in Queensland.
- The Great Barrier Reef Marine Park Management Agreement.
- The Wet Tropics World Heritage Area Management Agreement.
- The development and application of State Planning Policies under the Local Government (Planning and Environment ) Act (Qld).
• The development and application of Environmental Protection Policies under the
  Environmental Protection Act (Qld).
• Preparation of the Torres Strait Marine Strategy.
• Preparation of a new Planning Scheme for Cook Shire.
• Preparation of a regional plan by the Aboriginal and Torres Strait Islander
  Commission - Peninsula Regional Council.
• Preparation of economic development plans by the Islander Coordinating Council.
• Preparation of a strategic management plan by the Ang-Gnarra Aboriginal
  Corporation.
• Preparation of a community development plan by the Coen Regional Aboriginal
  Corporation.
• Preparation of a tourism strategy and management plan for Cape York Peninsula
  by the Cape York Peninsula Development Association.
5 LAND USE AND RESOURCE UTILISATION

5.1 Introduction

In previous chapters of this report, information has been presented on the resources and values of Cape York Peninsula. The purpose of this chapter is to focus attention on how these resources are currently being utilised or could potentially be utilised.

It does this by discussing in turn:

• A brief history of land use.
• Existing patterns of land use and resource utilisation.
• Current trends in land use and resource utilisation.
• Factors affecting future land use and resource utilisation.
• Economic development potential.
• Competition for natural resources.

5.2 Brief history of land use

5.2.1 History of Aboriginal land use

For Aboriginal peoples, Cape York Peninsula and its surrounding waters comprise a mosaic of ancestral home “countries” or clan estates and all of Cape York Peninsula and surrounding waters were an Aboriginal domain prior to colonisation. The natural resources of Cape York Peninsula and its surrounding waters formed both the basis of the local Aboriginal economy and culture, as Aboriginal cultural practices and beliefs were indivisible from the natural environment.

The history of Aboriginal land use has involved:

• A period of tens of thousands of years of subsistence during which land was managed and used in accordance with a complex set of cultural practices involving some ecological modification (principally by fire) and resource management which included a degree of replenishment. Over this period, climatic and topographic changes have had significant influences over the land.
• A period of almost 400 years since the coming of the first European explorers and later colonists during which the Aboriginal people were largely dispossessed of their land and often of their culture. During this time, the community structure has undergone significant change and the Aboriginal population has declined.
• Periodic involvement in mainstream European land use and in particular in the pastoral, mining, tourism and services industries.
5.2.2 History of Torres Strait Islander land use

Like the Aboriginal people, Torres Strait Islanders developed a system of transmitting mythology and traditional knowledge about the marine environment between generations. Also similar to Aboriginal culture, the use of resources by Torres Strait Islanders included management in the type of resources used, when it could be gathered, and even the specified composition of the catch.

The history of Torres Strait Islander land use has involved:

- A period of more than one thousand years of subsistence based on the islands and waters of the Torres Strait. In a similar manner to Aboriginal people, Torres Strait Islanders managed and used the resources of the area in accordance with a complex set of cultural practices involving resource management.
- A period of over 100 years since the first contact with European explorers during which some Islander communities were relocated to the mainland from where they continued subsistence land use.
- Extensive involvement in the mainstream commercial fishing industry.

5.2.3 History of non-indigenous land use

Historically, land use by non-indigenous people on Cape York Peninsula has been largely related to the mining and pastoral industries.

The history of non-indigenous land use has involved:

- Three waves of settlement beginning in the 1870s with miners and pastoralists, followed by wartime use by American and Australian service personnel, and culminating in a third wave of visitors seeking a wilderness experience.
- A cyclical waxing and waning of the size of resident communities as mining ventures upon which they depended underwent periods of prosperity and decline.
- Short-lived experiments in sugar and rice production in the 1880s and more recent involvement in broadacre legume pastures.
- Increasing significance of conservation as a land use.

5.3 Existing land use and resource utilisation

5.3.1 Overview

The CYPLUS region is not economically interlinked, as economic activity occurs at discrete and unconnected nodes within the region. While the principal nodes of activity are the population centres of Thursday Island, Weipa, Cooktown, Bamaga, Napranum, Kowanyama, Aurukun and Hopevale, the dominant locations contributing to the region’s formal economy are Weipa, Cape Flattery, Cooktown and Thursday Island.

The existing land use and resource utilisation is described below in terms of:
5.3.2 Land use

The areas occupied by the dominant land uses for each of the tenure classes previously described are shown in Table 4.

Table 4: Analysis of land use by land tenure on Cape York Peninsula.

<table>
<thead>
<tr>
<th>Land tenure</th>
<th>Land use</th>
<th>Area (hectares)</th>
<th>Percent of total area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pastoral holdings</td>
<td>Cattle grazing</td>
<td>7,819,240</td>
<td>57.2%</td>
</tr>
<tr>
<td>Aboriginal and Torres Strait Islander lands</td>
<td>Aboriginal and Torres Strait Islander communities, Aboriginal purposes, limited grazing</td>
<td>2,023,200</td>
<td>14.8%</td>
</tr>
<tr>
<td>National Parks</td>
<td>Conservation/tourism</td>
<td>1,367,000</td>
<td>10.0%</td>
</tr>
<tr>
<td>Freehold</td>
<td>Townships, limited grazing and agriculture</td>
<td>560,500</td>
<td>4.1%</td>
</tr>
<tr>
<td>Other leases</td>
<td>Specific purpose</td>
<td>492,100</td>
<td>3.6%</td>
</tr>
<tr>
<td>Crown reserves</td>
<td>Recreation, water supply, Aboriginal purposes, other specific purposes</td>
<td>464,800</td>
<td>3.4%</td>
</tr>
<tr>
<td>Perpetual mining tenures</td>
<td>Mining</td>
<td>396,400</td>
<td>2.9%</td>
</tr>
<tr>
<td>State Forests and Timber Reserves</td>
<td>Forest products, grazing</td>
<td>218,700</td>
<td>1.6%</td>
</tr>
<tr>
<td>Other1</td>
<td>Specific purpose</td>
<td>123,000</td>
<td>0.9%</td>
</tr>
<tr>
<td>Roads and natural features</td>
<td>Roads, natural features</td>
<td>109,400</td>
<td>0.8%</td>
</tr>
<tr>
<td>Crown lands</td>
<td>Specific purposes</td>
<td>95,690</td>
<td>0.7%</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>13,670,000</td>
<td>100%</td>
</tr>
</tbody>
</table>

KEY

1: “Other” includes Special leases, Freeholding lease, Perpetual lease, Grazing homestead perpetual lease, and Licence to occupy.

This table shows that:

- Cattle grazing is by far the largest land user, occupying more than half of Cape York Peninsula.
- Aboriginal and Torres Strait Islander communities and conservation together occupy nearly a quarter of the study area.
- Mining and forestry together use just 4% of the land area of Cape York Peninsula.
5.3.3 Economic activity

The value of formal economic activity in the CYPLUS area as measured by the Gross Regional Product (GRP) was $303 million in 1991/92. This was 0.57% of Queensland’s Gross Domestic Product for the same period, which was a level of contribution consistent with the area’s 0.57% share of population. A breakdown across sectors is given in Chart 2.

Chart 2 Industry shares of gross regional product on Cape York Peninsula

Total 1991-92 Gross Regional Product = $303 million

This chart shows that:

- **Mining** made by far the largest contribution to GRP, accounting for over half the region’s total production.
- **Public Administration, Defence and Community Services** is a significant source of economic activity on Cape York Peninsula.
- Smaller contributions to GRP were made by **Agriculture and Fishing**, and **Wholesale and Retail Trade**.
5.3.4 Employment

In 1991 the number of people employed in the study area totalled 6,760. A breakdown of employment by industry sector is provided below in Chart 3.

Chart 3 Employment by industry sector on Cape York Peninsula

This chart shows that:
- The public sector provided 45.5% of employment on Cape York Peninsula through Community Services and Public Administration.
- The main private sector employer was Mining (11.9%).
- Wholesale and Retail Trade, Agriculture and Fishing, and Recreation and Personal Services together employed nearly 20% of the workforce.

5.3.5 Major features of land use and economy

The previous data shows some imbalances between the land allocated to various activities, the GRP arising from that activity, and the consequent employment. For example, it can be seen that although mining occupied an extremely small area (less than 5% of the CYPLUS area), it was the most significant industry on Cape York Peninsula, contributing more than half of the GRP and employing 11.9% of the workforce. Although agriculture occupied 57.2% of Cape York Peninsula, together with fishing it contributed only 5.3% of GRP and employed only 6% of the workforce.
By comparison, wholesale and retail trade contributed 5.5% of GRP and employed 6.9% of the workforce. The remaining secondary and tertiary industries each contributed less than 5% of GRP and each employed less than 7% of the workforce.

The other major contributor to economic activity is the public sector (mainly the Community Development Employment Projects scheme (CDEP)) which provided employment for over a third of the workforce and contributed 18.1% of GRP. At a sub-regional level, CDEP is the most important economic activity in many indigenous communities.

Thus, in 1991, the economy of Cape York Peninsula was strongly dependent on the public sector through CDEP and the primary industries of mining and agriculture/fishing. In general, secondary and tertiary industries exist mainly to provide highly localised services to residents.

Summaries of individual land uses and their associated economic activity in Cape York Peninsula are provided below.

- **Tourism and recreation.** Existing use is focused on the natural and cultural resources of Cape York Peninsula (see Photographs 14 and 15). Total visitation is less than 100,000 visits per year, with visits being concentrated in the south-east (i.e. Cooktown). This visitation level is very low compared to key tourism areas in the FNQ region, such as Cape Tribulation (just south of the CYPLUS area) which attracts some 250,000 visitors annually, while in 1991 nearly 2.7 million people visited the Wet Tropics World Heritage Area. There is a relatively small but growing commercial tourism industry on Cape York Peninsula and this has an estimated annual turnover of $26 million.

- **Mining.** The total value of mineral production from the CYPLUS study area in 1992/93 was $262 million, and this represented 4.7% of Queensland's total mineral production (see Photographs 16 and 17). Most (95%) of the mineral production comes from large-scale mining operations at Weipa (bauxite and kaolin) and Cape Bedford-Cape Flattery (silica sand).

- **Agriculture.** The major agriculture activity on Cape York Peninsula is beef cattle grazing (see Photograph 18). Total cattle numbers were approximately 130,000 in 1993 with livestock sales (1992/93) worth approximately $9.3 million. The grazing of native pasture by cattle is augmented by the use of 30,710 hectares of improved pasture. Broadacre cropping was undertaken on 1,300 hectares of red basaltic soils in the Lakeland Downs area in 1991/92. Over the period between 1986/87 and 1992/93, the gross value of agricultural production in Cape York Peninsula has averaged $13 million per year.

- **Forest products.** Commercial forest use (see Photograph 19) is a relatively minor activity which is collectively made up of timber production (for sleepers, poles and building timbers), seed collecting (mostly for export), and sandalwood collecting (which has not been undertaken in recent years).
Photograph 14: Aboriginal Ranger guiding visitors to Split Rock site near Laura.
Photo: K. Trapnell.

Photograph 15: Ferry crossing at the Jardine River with independent 4WD visitors.
Photo: Queensland Department of Environment and Heritage.
Photograph 16: Bauxite mining operations at Weipa.
   Photo: Department of Minerals and Energy.

Photograph 17: Overview of the silica mining area at Cape Flattery.
   Photo: Queensland Department of Environment and Heritage.
Figure 18: Aboriginal stockmen mustering during the dry season at Arakun.

Figure 19: Timber mill producing timber on Howard River.
- **Commercial fishing.** There are prawn, net and line fisheries which are widespread along the entire coastline of Cape York Peninsula and in adjacent offshore waters. Both trawl and net fisheries are considered to be fully utilised. Recent management changes have reduced fishing capacity in many fisheries.

- **Aquaculture.** At present, aquaculture is limited to the cultivation of pearl oysters (10 farms) which operate on the northern and southern sides of Prince of Wales Island, to the west of Albany Island and Turtle Head Island, near Flinders Island in Princes Charlotte Bay, and near Cooktown (see Photograph 20).

- **Nature conservation.** Nature conservation as a land use embraces protected areas (where the main purpose of management is nature conservation), other reserves and management areas (where nature conservation is one of a suite of multiple management objectives), and freehold and leasehold lands (where management practices can help to achieve local and regional conservation objectives). In protected areas, there are currently 1,519,400 hectares of National Parks and Resource Reserves. In multiple use reserves and management areas, there are five Fish Habitat Reserves, existing and proposed State and Commonwealth Marine Parks, approximately 814 hectares of State Forest and 140,060 hectares of Timber Reserve. In so far as leasehold and freehold lands are concerned, the following initiatives are being undertaken:
  - the Department of Lands is moving to review and amend lease conditions with a view to achieving more sustainable use of leasehold lands and to encourage lessees of pastoral lands to prepare land management plans
  - an Integrated Catchment Management program is being developed for the Mitchell River and Albatross Bay
  - the Kowanyama Aboriginal Land and Natural Resources Agency has been established to help promote and establish sound fisheries and catchment management initiatives in the Kowanyama area.

- **Aboriginal and Torres Strait Islander land use and economy.** Aboriginal and Torres Strait Islander land use on Cape York Peninsula includes:
  - the use of land for the urban areas by the 14 Aboriginal and Torres Strait Islander communities of Cape York Peninsula
  - Deed of Grant In Trust lands and Aboriginal Land (15% of the study area)
  - four Aboriginal-owned pastoral properties
  - subsistence hunting, fishing and gathering activities on and off current Aboriginal and Torres Strait Islander lands (see Photograph 21)
  - tourism and recreational fishing enterprises
  - natural and cultural heritage management by Aboriginal and Torres Strait Islander elders and Community Rangers on indigenous land, National Parks, Marine Parks and elsewhere
  - sacred and other cultural sites, named places, ceremonial grounds and hunting areas throughout Cape York Peninsula (the knowledge and maintenance of cultural sites and related beliefs are regarded by Aboriginal and Torres Strait Islander peoples as a form of land use).
Photograph 20: Pearl farming in the Escape River.  
Photo: Queensland Department of Environment and Heritage.

Photograph 21: Aboriginal traditional land use.  
Photo: K. Trapnell.
The dominant economy of Aboriginal and Torres Strait Islander communities comes through government funding via the Community Development Employment Projects (CDEP) scheme. The CDEP scheme is run by the Aboriginal and Torres Strait Islander Commission (ATSIC) to provide Aboriginal and Torres Strait Islander communities with opportunities for ongoing employment in areas where there are very few employment opportunities. Other government funding provides employment in service industries and direct grants for specific projects such as the establishment of outstations. The value of the subsistence food economy in the CYPLUS study area is estimated to be approximately $6 million per annum. The overall contribution of the non-market economy is fairly significant.

- **Public administration, defence and community services.** This sector includes the activities of governments at all three levels and contributed 18.1% of the GRP (1991-92). It was also responsible for 45.5% of employment (1991).

The public administration and defence sector was the third largest employer in the CYPLUS region in 1991. Defence force use of Cape York Peninsula includes:

- an un-manned airfield near Weipa (under construction)
- Army depots at Bamaga and Aurukun
- training exercises conducted periodically across Cape York Peninsula (see Photograph 22).

The community services component (which includes the CDEP scheme) accounted for 35.8% of the region’s workforce in 1991, making it the region’s largest employer. Most of the Aboriginal and Torres Strait Islander communities in the study area are heavily reliant on this sector for employment.

Photograph 22: Australian Defence Force exercises on Cape York Peninsula.
Photo: Department of Defence.
5.4 Current trends in land use and resource utilisation

The investigations of the various land uses and industry sectors in Cape York Peninsula have revealed a number of trends which are likely to dictate changes in land use and resource utilisation in the short term, (i.e. over the next five years or so). These trends are summarised for each land use category in Table 5. The recently announced proposal for the east coast conservation zone is also included.

<table>
<thead>
<tr>
<th>Land use</th>
<th>Short term trend</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tourism and recreation</td>
<td>Increased visitation as a spin-off from growth in the Cairns regional market</td>
</tr>
<tr>
<td></td>
<td>Growth in the eco-tourism sector</td>
</tr>
<tr>
<td></td>
<td>Demands for higher levels of service and more accommodation facilities</td>
</tr>
<tr>
<td></td>
<td>A more diverse range of visitors (e.g. possibly more overseas visitors, a broader</td>
</tr>
<tr>
<td></td>
<td>range of age groups and visitors who are less self-reliant)</td>
</tr>
<tr>
<td></td>
<td>Greater involvement of Aboriginal and Islander communities in tourism and</td>
</tr>
<tr>
<td></td>
<td>recreation</td>
</tr>
<tr>
<td>Mining</td>
<td>Possible expansion of small scale mining ventures if key commodity prices (for</td>
</tr>
<tr>
<td></td>
<td>gold, tin) increase</td>
</tr>
<tr>
<td>Pastoral Industry</td>
<td>Possible increase in herd numbers and greater use of improved pastures</td>
</tr>
<tr>
<td></td>
<td>Possible increase in levels of live export cattle</td>
</tr>
<tr>
<td>Cropping and horticulture</td>
<td>Likely expansion of existing cropping and/or horticultural areas around Cooktown,</td>
</tr>
<tr>
<td></td>
<td>Weipa and Lakeland Downs</td>
</tr>
<tr>
<td>Forest products</td>
<td>Maintenance of, or slight increase in current levels of timber harvesting</td>
</tr>
<tr>
<td></td>
<td>Possible increase in seed collecting activities</td>
</tr>
<tr>
<td></td>
<td>Minimal activity in sandalwood collection</td>
</tr>
<tr>
<td></td>
<td>Possible growth of investment in plantation timbers using native species</td>
</tr>
<tr>
<td>Commercial fishing</td>
<td>Increased levels of fisheries management</td>
</tr>
<tr>
<td></td>
<td>Unlikely to be significant increases in catches</td>
</tr>
<tr>
<td>Aquaculture</td>
<td>Increased international growth in demand likely to stimulate interest in further</td>
</tr>
<tr>
<td></td>
<td>aquaculture development, in particular prawn farming</td>
</tr>
<tr>
<td>Nature conservation</td>
<td>Gazettal of more lands as Protected Areas under the Nature Conservation Act</td>
</tr>
<tr>
<td></td>
<td>Gazettal of more fish habitat areas under the Fisheries Act</td>
</tr>
<tr>
<td></td>
<td>Gazettal of Qld Marine Park over balance of east coast of Cape York Peninsula</td>
</tr>
<tr>
<td></td>
<td>Increased resources for management of National Parks and other Protected Areas</td>
</tr>
<tr>
<td></td>
<td>Increased emphasis on land management and nature conservation on leasehold and</td>
</tr>
<tr>
<td></td>
<td>freehold lands and mining areas</td>
</tr>
<tr>
<td></td>
<td>Greater involvement of Aboriginal and Islander communities in nature conservation</td>
</tr>
<tr>
<td></td>
<td>Establishment of the east coast conservation zone</td>
</tr>
<tr>
<td>Aboriginal and Torres Strait</td>
<td>Potential for substantial increases in formal title to land in Cape York Peninsula</td>
</tr>
<tr>
<td>Islander land use</td>
<td>Increased recognition of rights and interests in relation to land use and resource</td>
</tr>
<tr>
<td></td>
<td>utilisation</td>
</tr>
<tr>
<td></td>
<td>Likely increase in involvement in commercial and subsistence economies</td>
</tr>
<tr>
<td>Defence force uses</td>
<td>Periodic use and occupation of new airfield near Weipa</td>
</tr>
</tbody>
</table>

5.5 Factors affecting future land use and resource utilisation

As well as identifying the physical characteristics of the resources of Cape York Peninsula and the short term trends in land use and resource utilisation, the CYPLUS Stage 1 investigations have highlighted a number of planning-related factors which have the potential to substantially affect the way in which patterns of land use and resource
utilisation may develop in the longer term. These factors and their possible effects are summarised in Table 6.

It should be noted that no attempt is made in this report to classify any of these effects as being either desirable or undesirable. The purpose of Table 6 is to highlight some of the important land use implications associated with each factor so that they can be considered in Stage 2 if necessary.

Table 6: Key factors affecting future land use and resource utilisation

<table>
<thead>
<tr>
<th>Factor</th>
<th>Possible effects</th>
</tr>
</thead>
</table>
| Lack of good quality all-weather regional road links | Added costs to mineral production may mean that it is not economical to mine some deposits  
High costs to the pastoral industry for importing fodder and transporting cattle to market  
A constraint to the further development of cropping and horticulture activities  
A constraint to the further development of the forests products industry  
Continued high level of seasonality in the tourism industry  
Maintenance of Cape York Peninsula as a nature-based, frontier tourist destination  
A possible factor in limiting visitor pressures on sensitive natural areas |
| Growth in regional tourism centred in Cairns | Growth in demand for eco-tourism, cultural tourism and adventure tourism  
Demands for upgraded transport services and accommodation facilities  
A wider cross section of visitors in terms of origin, age, group type and self-reliance |
| Native title determinations               | Increased role and presence of indigenous peoples in economic activities  
Improved opportunities for eco-tourism and cultural tourism  
Possible increases in uncertainty for existing uses such as mining, the pastoral industry, commercial fishing, and the tourism industry  
Opportunities for joint management of natural resources |
| Residents' perceived lack of social services and community infrastructure | Standards of living and quality of life to remain well below normally accepted Australian community standards and thus restrict human resource potential |
| Lack of export point for live cattle       | Major constraint to the development of the live cattle export market |
| Non-sustainable land use practices         | Further land degradation problems  
Risks to long term economic viability of some primary industries  
Difficulty in achievement of regional conservation objectives |
| Coordinated management                     | Opportunities for improved land management and delivery of services through better coordination between government and non-government agencies. CYPLUS may play a key role. |
| Increases in protected areas               | Improved nature conservation, eco-tourism and recreation opportunities  
Restriction of mining and agricultural uses |
5.6 Economic development potential

It can be seen from the findings presented above that Stage 1 of CYPLUS has focused most of its economic analysis on existing industries. While no regional studies of economic development potential have so far been undertaken, a number of areas of economic development potential have emerged during Stage 1. Although not yet commercially proven, these potential developments include:

- **Expansion of nature-based tourism and cultural tourism.** Cape York Peninsula has the potential to deliver a range of high quality tourism products based on the region’s natural and cultural resources. It is well positioned to feed off the tourism industry in Cairns, but is constrained so far by difficulties of access and lack of tourism infrastructure.

- **A launching site for space vehicles.** There is a growing demand for the launch of satellites. By virtue of its relative remoteness and proximity to the equator, Cape York Peninsula is reasonably well suited for this purpose. There is continuing interest in the use of Cape York Peninsula for this purpose.

- **Additional mining development.** There are known reserves of minerals such as bauxite and coal on the Peninsula and the region as a whole is relatively unexplored. Prospects for future economic development will be dependent upon the factors such as commodity prices, markets, environmental factors, social factors, cultural factors and the availability of infrastructure.

- **Industrial development at Weipa.** Weipa is the only location in Cape York Peninsula which has both a good port and established infrastructure. It is therefore a potential site for exports or processing based on the outputs from industries in Cape York Peninsula.

In looking at the economic development potential of Cape York Peninsula, there are two important points which should be borne in mind. Firstly, in some respects it is “closer” to economic regions to the north of Australia than it is to most of the major economic regions of Australia. In an economic sense, Cape York Peninsula should be regarded as having links with regions outside as well as within Australia. Secondly, the existing economic base and population levels of Cape York Peninsula are such that even relatively minor levels of economic investment can produce significant returns to local communities in terms of employment, income and the provision of basic community infrastructure.

5.7 Competition for natural resources

5.7.1 Introduction

One of the tasks undertaken during Stage 1 was the identification of the potential for expansion of major land uses in Cape York Peninsula. This was done by looking at the distribution of existing land uses, together with the availability of natural resources that could potentially accommodate the expansion of these uses.
As a result of these analyses, the following series of maps were produced:

- Cropping suitability.
- Horticultural suitability.
- Pasture suitability.
- Potential timber resources.
- Priority areas for conservation management.
- Known areas of mineralisation of major economic significance.
- Known and potential areas of possible major economic significance for mining.
- Aboriginal tenure as an indicator of where subsistence uses are or may be important.

By overlaying these various maps, it is possible to gain an impression of:

- General areas where there is, or there could potentially be, competition for natural resources.
- The range of uses which could potentially be in competition.

### 5.7.2 Preliminary analysis

One of the key tasks of Stage 2 of CYPLUS will be the development of broad strategies and policies to help guide the reconciliation of competing land uses. For this reason, an initial and generalised analysis of potential competition for natural resources has been undertaken in the compilation of this report. It is not intended to pre-empt work which will be required during Stage 2. Its purpose is to provide a preliminary overview of the situation so that Stage 2 will be better able to focus and concentrate on key areas and issues.

The results of overlaying the potential land use maps are shown on Figure 18. From this generalised map it can be seen that there are six large areas and several smaller areas where there is potential for competition. The nature of this potential resource competition is documented in Table 7. It should be noted that the areas shown on Figure 18 do not include areas of potential competition where a statutory commitment to a particular use has already been made (e.g. by declaration of a National Park).

**Table 7: Major areas of potential competition for natural resources**

<table>
<thead>
<tr>
<th>Site</th>
<th>Competing land uses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Site 1 (Vrilya Point)</td>
<td>Aboriginal traditional uses, Conservation, Cropping/horticulture, Mining, Timber</td>
</tr>
<tr>
<td>Site 2 (Weipa to Mapoon)</td>
<td>Aboriginal traditional uses, Conservation, Cropping/horticulture, Mining, Timber</td>
</tr>
<tr>
<td>Site 3 (East and south-east of Weipa mining leases)</td>
<td>Aboriginal traditional uses, Cropping/horticulture, Mining</td>
</tr>
<tr>
<td>Site 4 (Kendall River east of Cape Keer-weer)</td>
<td>Cropping/horticulture, Mining</td>
</tr>
</tbody>
</table>

(continued over)
Table 7: Major areas of potential competition for natural resources (continued)

<table>
<thead>
<tr>
<th>Site</th>
<th>Competing land uses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Site 5 (Aurukun to Pormpuraaw)</td>
<td>Aboriginal traditional uses, Conservation, Pasture</td>
</tr>
<tr>
<td>Site 6 (Shelburne Bay/Olive River)</td>
<td>Conservation, Mining, Pasture</td>
</tr>
<tr>
<td>Site 7 (Cape Flattery)</td>
<td>Aboriginal traditional uses, Conservation, Mining, Pasture</td>
</tr>
<tr>
<td>Site 8 (Bathurst Bay)</td>
<td>Conservation, Mining</td>
</tr>
<tr>
<td>Site 9 (Rossville area)</td>
<td>Mining, Pasture</td>
</tr>
<tr>
<td>Sites 10 Various (Scattered sites throughout CYPLUS area)</td>
<td>Aboriginal traditional uses, Pasture &amp; Conservation, Pasture &amp; Conservation, Timber</td>
</tr>
<tr>
<td>Various (sites along transport routes-not shown on Figure 18)</td>
<td>Recreation use competition with Aboriginal traditional uses, Conservation, Mining, Timber and Pasture uses</td>
</tr>
</tbody>
</table>

It should be noted that in preparing Table 7 and Figure 18, conflicts arising from the possible expansion of conservation areas have been based on the work by the Department of Environment and Heritage rather than on the Australian Heritage Commission composite values analysis (Figure 10). This is because the DEH analysis was focused on particular options for conservation by the agency responsible for managing that land use, rather than the more general values-based approach undertaken by the AHC.

This values-based approach, which showed that 82% of the CYPLUS area has conservation values which are significant at least at the regional level, needs to be reconciled with the assessment by the Department of Primary Industries which concludes that all but 7% of the study area is suitable for agricultural use. Both assessments could easily be “right” and this is the dilemma faced in allocating resources.

In resolving such areas of potential for competition for resources during Stages 2 and 3 of CYPLUS, it will be necessary to undertake a more detailed assessment of values on particular parcels of land, and to investigate priorities for protection as well as methods by which the various values can be protected.

Although the analysis is generalised and preliminary, it is possible to draw the following initial broad conclusions:

- Most of the major areas of competition involve actual or claimable Aboriginal land and a range of other uses including conservation, cropping/horticulture and mining.
- The second most extensive area of competition involves potential conservation and mining uses.
5.7.3 The role of management in resolving competition

It is important to note that reconciliation of competing demands for natural resources does not necessarily involve the exclusion of all but one use. In many cases, with appropriate management, it is possible for different uses to share a resource. Examples of such instances include:

- **Tourism and recreation versus the Pastoral industry.** Access to important tourism sites on pastoral leases may be able to be negotiated so that visitation does not compromise the activities of the lessee. Indeed on-farm tourism may actually assist the viability of grazing properties.

- **Tourism and recreation versus the Forest products industry.** The recreation values of some forest areas can be effectively maintained in the context of overall forest area management.

- **Tourism and recreation versus Commercial fishing.** The continued availability of recreational fishing, even in commercial fishing areas, may be maintained by effective fisheries resource management.

- **Tourism and recreation versus Nature conservation.** The conservation values of protected areas may be maintained by effective management even in areas used for tourism activity.

- **Tourism and recreation versus Aboriginal and Torres Strait Islander traditional land use.** Access to important tourism sites on Aboriginal and Torres Strait Islander lands may be able to be negotiated, so that visitation does not compromise the values of the sites and the activities of the traditional owners.

- **Mining versus the Forest products industry.** With appropriate environmental management, mining may be possible in areas used for extracting forest products. Conversely, it may be possible to access the timber resources of areas used for mining in the early clearing stage. This may be an issue in the forested areas around Weipa. Agro-forestry is also possible in connection with mine rehabilitation.

- **Pastoral industry versus the Forest products industry.** The extraction of timber resources from pastoral leases may, in many cases, not significantly affect the activities of the lessee. At present, the Forest Service has control of timber on all Crown leases.

- **Pastoral industry versus Nature conservation.** The low level of stocking coupled with large property sizes means that it may be possible to maintain conservation values on pastoral areas by negotiated management plans. Some areas of pastoral leases are subject to no grazing at all due to inaccessibility and lack of water. The opportunity for multiple-use is facilitated by the prevalence of pastoral use on leasehold lands.

- **Pastoral industry versus Aboriginal and Torres Strait Islander traditional land use.** The low level of grazing impact coupled with large property sizes means that it may be possible to negotiate management plans which enable access...
for traditional land use. The opportunity for these may be facilitated by the prevalence of pastoral use on leasehold lands.

- **Forest products industry versus Nature conservation.** As a result of the low harvesting intensity (i.e. small number of trees cut per hectare) it may be possible, with effective forest management and planning, to maintain areas of high conservation value within areas used for extracting forest products.

- **Forest products industry versus Aboriginal and Torres Strait Islander traditional land use.** Similarly, it may be possible to maintain access and use of traditional areas within the overall forest management area.

- **Commercial fishing versus Nature conservation.** The effective management of fisheries resources may, in some cases, involve controlled commercial fishing within marine protected areas.

- **Commercial fishing versus Aboriginal and Torres Strait Islander traditional use.** The effective management of fisheries resources may, in some cases, enable the joint use of resources by traditional owners and commercial fishers.

- **Nature conservation versus Aboriginal and Torres Strait Islander traditional use.** It is likely that traditional uses and conservation of natural values can be achieved by effective management of protected areas and Aboriginal and Torres Strait Islander lands.

All of the above possibilities again highlight the need for a strong management focus to be incorporated into Stage 2 of CYPLUS.

In many cases, the interactions between land uses are not likely to be competitive, and in some cases, a level of synergy may be developed. For example, there may be positive interactions between Tourism and recreation and:

- Mining.
- Cropping and horticulture.
- Aquaculture.

In these cases, the industry may become a popular tourism resource which, in the two latter forms of land use, may boost farm-door sales.
6 COMMUNITIES AND THEIR ASPIRATIONS

6.1 Introduction

There is a long history of human settlement on Cape York Peninsula. It is known that Aboriginal people have inhabited the area for tens of thousands of years and Torres Strait Islanders for at least one thousand years. Non-indigenous history began in Australia on Cape York Peninsula at Cape Keer-weer in 1606.

This chapter provides an overview of the communities now resident in the CYPLUS study area in terms of:

- Details of settlement patterns.
- An overview of demographic and economic data.
- Human resources.
- Servicing communities.
- Community aspirations.

6.2 Details of settlement patterns

6.2.1 Introduction

Although exact figures are not available, it is likely there was a resident population of just over 18,000 on Cape York Peninsula in 1994. The distribution of this population shows the following characteristics:

- Nearly 13,000 people (71% of the population) live in towns of 1,000 people or greater, over 4,500 (25%) in small towns and settlements, and the balance (nearly 700 or 4%) on cattle properties.
- Approximately 7,500 people (42% of the population) live in the three largest towns of Thursday Island, Weipa and Cooktown.
- Over 6,600 people (37%) live in major Aboriginal communities and nearly 5,570 (31%) in Torres Strait Islander communities (although not all residents of such towns are Aboriginals or Torres Strait Islanders respectively).

6.2.2 Types of communities

The above figures indicate a surprisingly urbanised society characterised by distinct racial groups. The main types of settlement are described below in terms of these main categories, namely:

- Urban centres.
- Aboriginal communities.
- Torres Strait Islander communities.
- Pastoral communities.

Visitors form a further category for discussion.
a) **Urban centres**

There are a number of urban centres which lie outside of Deed of Grant in Trust lands (Aboriginal areas) and are gazetted as towns (see Photographs 23 and 24). In most cases they contain a predominantly white population together with Aboriginal and Torres Strait Islander people. There is a distinct hierarchy in the population of these urban centres:

- The three towns of Thursday Island (population 3,500), Weipa (population 2,500) and Cooktown (population 1,500).
- The hamlets of Coen, Laura, Lakeland Downs, and Wasaga Village on Horn Island.
- The localities, consisting of scattered habitation and indistinct delineation, of Ayton, Rossville, Portland Roads and Prince of Wales Island.

Each urban centre was established to fulfil particular service infrastructure requirements and resulted in ports, mining towns, small service centres for pastoral and agricultural industries, and transport nodes.

The localities have emerged as small communities of people pursuing alternative lifestyles, or who crave isolation. There are a total of 12 urban centres with a combined population of 8,700.

In some of these centres (e.g. Thursday Island, Coen, and Wasaga), Aboriginal and Torres Strait Islander people form a majority of the population.

b) **Aboriginal communities**

The current pattern of the 10 designated Aboriginal communities of Cape York Peninsula generally reflects the past actions and policies of governments and European residents and does not reflect traditional groupings. Nine of these communities occupy Deed of Grant in Trust lands (former Aboriginal Reserves), while the remaining one (Aurukun) has been established as a Shire under the Local Government (Aboriginal Lands) Act 1978 (see Photograph 25). Figure 17 shows the location of these tenures.

All Aboriginal communities have unique histories and socio-cultural compositions, based on the make-up of pre-colonial societies and the local impacts of non-Aboriginal settlement and related government policies over the last 100 years. These different histories have resulted in Aboriginal communities which differ in size, cultural homogeneity, language use, economy, reliance on subsistence food hunting and gathering and other characteristics.
Photograph 23: Thursday Island.
Photo: B. Wannan.

Photograph 24: Weipa.
Photo: Comalco.
In spite of these important differences, the present Aboriginal communities of Cape York Peninsula have many features in common. These include:

- Most Aboriginal communities are the result of the dispossession and forced relocation of many Aboriginal groups during and following the colonial period; they are refugee communities mostly founded during the first half of this century.
- All communities are home to Aboriginal people from more than one cultural group, and experience social tensions as a result.
- In addition to the constituent clan and language group identities which still remain strong, communities have developed their own communal identities.
- Most communities are economically poor, and the average household income was just on or below the poverty line ($15,600) in 1991.
- All communities receive considerable financial support services from the Commonwealth and Queensland Governments.
- Levels of health, education, home ownership, life expectancy and employment are considerably lower than for other Queensland communities.
- Until recently, all communities have been administered under strict government and/or church control which denied individual rights of residents to move freely, manage their own financial affairs, engage in cultural practices or educate their children about their language and culture.
- All communities are currently undergoing a revival of interest in cultural knowledge, language and the resolution of traditional land affiliations (see Photograph 26).

Although known as Aboriginal communities, the population of these settlements also includes a small number of Torres Strait Islanders and non-indigenous people, many of whom are employed in service delivery, including health, education and law enforcement. Associated with Aboriginal communities are what are termed "outstations". Outstations are small groups of people (based on a family or clan grouping) who have left main community centres to re-occupy traditional lands. An estimated 2,000 people live on, or aspire to live on, outstations on Cape York Peninsula.

In addition to the major communities, there are significant Aboriginal populations in all towns and settlements in the region. These include Ayton, Rossville, Lakeland, Laura, Coen, Cooktown and Weipa, as well as in the two Torres Strait Islander communities of Bamaga and Seisia (see Figure 1).

c) **Torres Strait Islander communities**

There are two main groups of Torres Strait Islanders in the study area, namely on the Prince of Wales Island group off the tip of Cape York Peninsula and on the nearby mainland at Bamaga and Seisia (see Photograph 27). The residents of Seisia and Bamaga retain strong links with the people and culture of Saibai Island. Similar conditions to those described for Aboriginal communities apply to Torres Strait Islander communities.
d) **Pastoral communities**

Pastoral properties account for 57.2% of the land mass of the study area, with the first pastoral properties being established in the 1870s. A total population of 690 people are scattered amongst 124 properties across Cape York Peninsula (see Photograph 28).

The pastoral community on Cape York Peninsula is made up of widely separated homesteads which are typically a small and isolated collection of buildings gathered adjacent to an airstrip, river or billabong. Pastoral properties are usually vast tracts (average of 83,000 hectares) of lease-hold land where cattle are grazed.

e) **Visitors**

Although visitors do not constitute a community due to their transient nature, they do form a significant proportion of the population of Cape York Peninsula. These are made up of:

- Visitors from outside Cape York Peninsula (i.e. tourists).
- Visitors from within Cape York Peninsula (i.e. residents).

The number of visitors on Cape York Peninsula on Census night in August 1991 was approximately 2,500. Visits to the study area are concentrated in the south-east, with estimates of up to 60,000 people per year visiting Cooktown (1994 figures).

6.3 **Overview of demographic and economic data**

There is a high proportion of the population of the CYPLUS area living in urban types of settlement and there is a distinct racial separation of the population between communities. Some relevant statistics are presented below.

- **Population.** The population of the study area had:
  - a birth rate of 18.1 per 1000 people in 1991
  - a death rate of 8.6 per 1000 people in 1991
  - a natural population increase of 0.95% per annum from 1986 to 1991
  - an average life span of 49 years compared to the average life expectancy of Australian males of 72 years and females of 78 years in 1991
  - an average population growth rate of 3.7% per year (1986-1991) due to, return migration, natural increase and economic activity associated with tourism.

- **Age.** Cape York Peninsula has a youthful population, with 30% of the population being less than 15 years old compared to 22% for Australia as a whole. In Aboriginal and Torres Strait Islander communities the figure is closer to 40%. However, only 7.4% of the population is aged between 15-19. This decrease in the 15-19 years category may be due to migration out of the area for employment and education.
Photograph 25: The Aboriginal community of Aurukun on the west coast of Cape York Peninsula.
Photo: P. Phelan.

Photograph 26: Aboriginal dancers at the biennial dance festival at Laura.
Photo: A. Rogers.
Photograph 27: The Torres Strait Islander community of Seisia on the coast near the tip of Cape York Peninsula.
Photo: J. Meaney, Office of Aboriginal and Torres Strait Islander Affairs.

Photograph 28: Pastoral homestead of Fairlight.
Photo: K. Trapnell.
• **Sex.** Overall, there is a higher percentage of men (54.5%) than women. However, there are more Torres Strait Islander women (1,660) than men (1,563) on the Peninsula.

• **Racial background.** Census figures suggest that over half of the population of Cape York Peninsula is indigenous (either Aboriginal (31.9%) or Torres Strait Islander (20%)). In fact, due to Census under counting, this combined figure is likely to be 60%. This compares to the overall Australian average for Aboriginal and Torres Strait Islanders of 1.4% (1986 Census).

• **Language.** Over two-thirds of Cape York Peninsula residents speak only English. One fifth of residents speak Aboriginal languages.

• **Income.** Some 42% of people over 15 years of age in Cape York earnt less than $12,000 in 1991. Based on the mean household size of 4.3 persons, about 17% of households were probably below the poverty line of $15,600. (Note that this income figure is not a standard Census statistic.)

• **Education.** 80% of the population aged 5-14 years attend primary or secondary school. This proportion indicates that some children are starting school later than 5 years and/or leaving school before they reach 15 years. Over 10% of the population aged over 15 years left school before they reached 15 years. Almost 2% did not go to school. Only 3.4% have an undergraduate diploma and 3.3% have a Bachelor’s degree.

• **Employment.** 22.5% of employees are labourers. A high proportion of workers (16.7%) are trades persons. The relatively high proportion of managers (8.9%) and professionals (8.5%) is likely to be related to:
  — relative importance of the public administration sector for employment
  — the limited economic base of the region.

Almost 50% of single parents on Cape York Peninsula are unemployed.

• **Families.** The definition of a family in this survey excludes single person households. The statistics indicate that:
  — 20.2% of families are single-parent families (compared to 12.5% for Queensland as a whole)
  — 36.5% of families are made up of the conventional two-parent family with dependent offspring structure
  — 32% of families are made up of other offspring (grown-up children) and other related individuals
  — 22% of all families and 32% of single parent families have six or more residents
  — the mean household size is 4.3 persons.

• **Migration.** There is a high rate of migration into and from Cape York Peninsula with an average annual rate of in-migration of approximately 2% (this is believed to be an under-estimate). The general trends in migration are:
  — continued out-migration of small numbers of young people for educational opportunities
continued in-migration of Aboriginal and Torres Strait Islanders in response to improved economic conditions including increased housing and indigenous land ownership

— in or out migration in relation to decisions made by Comalco at Weipa

— gradual increase in retirement migration to Cooktown and other coastal communities

— in-migration for military purposes

— increased in-migration of tourist operators and workers according to tourist numbers.

6.4 Human resources

One of the important resources of any region is that of its people.

The human resource base in the CYPLUS area is relatively limited, lacking in both breadth and depth. This reflects the limited size of its population (approximately 18,000), coupled with the lack of employment opportunities which recognise and provide incentive for continual skill formation, even in many of the more populous parts of the region.

Given that earning power is a direct reflection of skill/productivity, substantial polarisation in the skills base is evident. Weipa enjoys an average earnings level above that of the North Queensland urban communities, but elsewhere in Cape York Peninsula average incomes per person are at or below the poverty line.

The following statistics from the 1991 Population Census are of note:

- An exceptionally large proportion (around 75%) of the population on Cape York Peninsula is unqualified, compared to 64% Queensland wide.
- Less than two thirds of people in employment work in skilled or semi-skilled occupations, compared to 77% for Queensland as a whole.
- There is lack of participation in acquiring skills by formal education. Only 80% of children 5 to 14 years of age in Cape York Peninsula are attending school.

Employers frequently resort to sourcing skilled labour from outside the region and there is a limited capacity for the region to generate self-improvements in its array of available skills, particularly outside Weipa. Educational systems and learning networks through which vocational training can be obtained on Cape York Peninsula are meagre according to the opinion of local residents.

6.5 Servicing communities

A wide range of services are provided to the settlements on Cape York Peninsula (refer to Appendix D). On the basis of the survey of residents and the professional judgement of the author of the Services and Infrastructure report, it was considered that adequate
services and infrastructure are provided to the towns of Thursday Island, Weipa and Cooktown. In other areas, the delivery of basic services shows some weaknesses.

It was also noted in Stage 1 that indigenous communities of Cape York Peninsula have relied strongly on the financial expenditure program of the Aboriginal and Torres Strait Islander Commission (ATSIC) to supply and improve services and infrastructure. Few mainstream services are being delivered on Cape York Peninsula outside Weipa and Cooktown.

The following community services are provided to the people of Cape York Peninsula. Comments on the adequacy of the service are based on the results of the survey of residents and the opinion of the author of the Services and Infrastructure report.

- **Health** - includes hospitals, health care centres and access to the Royal Flying Doctor Service. Staff shortages and a frequent lack of cultural awareness amongst service providers were cited as key obstacles in the provision of effective health delivery. The major community health problems identified by residents of Cape York Peninsula included alcohol abuse, poor diet, lack of environmental health education, and the need for more doctors.

- **Family Support Services** - includes child-care facilities, women's shelters, aged care facilities and young peoples' programs. There is a perceived lack of these types of facilities in most communities.

- **Housing** - while publicly funded housing is provided in most communities, the general standard of housing in Aboriginal, Torres Strait Islander and pastoral communities is below Australian community standards by a number of indicators. Problems reported by residents include over-crowding in Aboriginal and Torres Strait Islander communities and a general chronic housing shortage.

- **Water and waste disposal** - reticulated water supply and waste disposal services are provided in most towns and communities. Despite considerable capital expenditure in the last fifteen years, water supplies and waste disposal at Cape York Peninsula communities appears to be of a low standard. The DPI envisaged that all communities in the north Peninsula area will have fully reticulated water within 10 years. Current waste disposal problems include garbage disposal outside urban centres and litter in recreation areas.

- **Energy and power** - reticulated power is available in the south-east, while all other population centres use independent private or public generators.

- **Transport** - a combined State-controlled and local government road network of nearly 3,500 kilometres provides basic access. Other transport infrastructure includes aerodromes (5) and sealed runways (2). Most commercial flights operate from Cairns only, making internal trips difficult. Barges, buses, taxis and ferries are all available in various locations, and mail and freight services are available to most localities. Airstrips and roads are often unserviceable in the wet season.

- **Communications** - these have improved over the last 15 years although mail services are still infrequent to many remote properties.
- **Education** - includes a network of pre-primary, primary and secondary schools. The School of Distance Education operates for isolated children on properties, boats, and communities without schools. Problems include language and low literacy levels, unstable home environments (exacerbated by alcohol), tiredness caused by over-crowded housing, poor health, and high teacher turnover rates.

- **Consumer and financial services** - are provided in the major urban centres where shopping, maintenance and banking facilities are available. Smaller centres and communities are less well served and use is made of facilities at Cairns and Mareeba as well as mail order and other remote services.

- **Recreation and visitor services** - there are few structured recreational facilities and visitor services outside Cooktown and Weipa, although the National Parks network provides a range of camping and other services within the 14 parks. While there is considerable interest in nature-based and cultural tourism, current activities are largely uncoordinated. The Aboriginal tourism industry is in its embryonic stages with a number of enterprises being established.

- **Legal Services** - the circuit court visits the larger centres. Tharpuntoo Legal Service provides legal aid for Aboriginal and Torres Strait Islander communities and private legal services are available in Cooktown and Cairns. The legal system is considered to be generally inadequate due to large client loads and the difficulties posed by distance.

- **Safety services** - Police (State and community), fire, ambulance and emergency services are provided to major towns and communities.

- **Outstations** - these are small groups of people who have left main community centres to occupy traditional lands. There are currently 95 reported outstations with a population of 780 people and these are supported by communities because of the social and cultural benefits. Servicing outstations is often difficult, which is mainly due to access problems.

- **Environmental planning and management** - in addition to the Commonwealth and Queensland Governments’ services, communities and local groups have begun to re-establish an interest in managing their environment. Problems include securing Government recognition and obtaining adequate resources for training, equipment and operational funding.

Appendix D shows that the basic backbone of physical and social infrastructure is in place. There have been rapid and at times dramatic improvements in the standard of services, and a shift in cultural awareness. Increases have been noted in the number of Aboriginal nurses, teachers, rangers and police.

Despite these improvements, there appears to be a need to establish benchmarks of what is appropriate in terms of service delivery. It has been argued by the author of the *Services and Infrastructure* report that, although such benchmarks are yet to be derived, there are un-met expectations amongst residents in terms of the provision of basic water supply, sewerage, health, transport and education.
6.6 Community Aspirations

As part of Stage 1 of CYPLUS, an attempt was made to determine the values, needs and aspirations of Cape York Peninsula residents. The study looked separately at indigenous and non-indigenous perceptions but was not intended to make a distinction between Aboriginal and Torres Strait Islander views, and made no attempt to capture the views of visitors. Because of the relatively low number of respondents (67 indigenous and 102 non-indigenous respondents) and the fact that six of eight randomly selected Aboriginal communities declined to participate, the results provide an indicative rather than a definitive view of community aspirations.

The overall findings suggest that residents of Cape York Peninsula share the following values, needs and aspirations:

- They value highly their environment, family and friends, culture and lifestyle.
- Their needs relate to basic social and physical infrastructure, and to the protection of the things they value.
- They have aspirations for a balanced, well-planned future which incorporates preservation of their unique physical and social environment.

The elements of their unique physical and social environment that are most highly valued are:

- Lifestyle.
- The natural environment.
- Peace and quiet.
- Relationships with family and friends.

While residents aspire to keep what they have, they are also keen to improve their fundamental services and infrastructure. Residents recognise that living in an isolated region has its costs, one of which is that servicing communities is made more difficult by distance and isolation. However, there are fundamental standards of service and infrastructure the broader Australian community take for granted, but which are not available to all the residential areas on Cape York Peninsula. These include:

- Drinking water supplies.
- Regular mail services.
- Access to medical attention.
- Adequate shelter.
- Access to transport and communications.

Aspirations of participation in decision-making processes and community involvement in planning were clearly expressed in Stage 1. In general, a sense of powerlessness was common in responses from both indigenous and non-indigenous respondents.
The main aspirations expressed by Aboriginal and Torres Strait Islander respondents were:

- Securing of all traditional land tenure.
- Preservation of the natural environment.
- Preservation of traditional culture.
- Retention of a relaxed lifestyle.
- Retention of enjoyment of peace and quiet.
- Improved standard of education.
- Improved availability of health services.
- Improved transport options.
- Controlled development of tourism.

The main shared aspirations expressed by non-indigenous respondents were:

- Retention of a relaxed lifestyle.
- Preservation of the natural environment.
- Improved roads, housing, education and health services.
- Ensuring the pace of change is gradual and sustainable.

Non-indigenous respondents have widely differing aspirations on some matters such as upgrading of roads.
7 KEY POLICY ISSUES

7.1 Introduction

The Stage 1 investigations are an intermediate step in the development and implementation of strategic directions for land and resource use and management in Cape York Peninsula. One of the major outputs from Stage 1 has been the identification of a range of policy issues which will need to be addressed if the goal of Ecologically Sustainable Development (ESD) is to be achieved.

The purpose of this chapter is to provide a summary and overview of the key policy issues which have emerged from the Stage 1 investigations. These issues are discussed under the following headings:

- Natural resources use and management issues.
- Cultural issues.
- Economic development issues.
- Social and lifestyle issues.
- Administrative issues.
- Strategic planning methodological issues.
- Consultative issues.

7.2 Natural resources use and management

The Stage 1 investigations have confirmed that Cape York Peninsula is a region of high biophysical value by virtue of its:

- Relative naturalness.
- High levels of biodiversity.
- Vegetation communities which are nationally uncommon.
- High numbers of species of conservation significance.
- Rare and uncommon landscape and geological features.
- Features of evolutionary significance.
- Extensive areas of high wilderness quality.

In so far as natural resources use and management is concerned, the main issues which will need to be addressed in Stages 2 and 3 of CYPLUS are:

- The development of a package of clear and unambiguous regional conservation objectives. While CYPLUS Stage 1 has provided many insights into the values of natural resources on Cape York Peninsula, the Stage 2 and 3 investigations must provide the focus for developing and moving towards an agreed set of regional conservation objectives. These objectives should embrace a package of natural resource conservation strategies across the whole spectrum of land tenure classes and land uses.
- **The reconciliation of competing demands of natural resources.** While the natural resources of Cape York Peninsula generally have nature conservation values, there are also natural resources which have values for recreation, tourism, commercial fishing, mining, traditional food resources and other human uses. In some areas, there are, or there are likely to be, competing demands for natural resources. Stages 2 and 3 of CYPLUS will be required to reconcile, or at least develop, processes for reconciling these competing demands. In some cases, it will be necessary to make choices between activities, while in other cases it may be possible to introduce management activities which allow different activities to share natural resources.

- **The development of structures and systems to facilitate the involvement of Aboriginal and Islander communities in natural resources use and management.** Through mechanisms such as native title and joint management arrangements, Aboriginal and Islander involvement in natural resources use and management is increasing. There will be a need for Stages 2 and 3 of CYPLUS to investigate ways in which Aboriginal and Islander participation in activities such as fisheries management, tourism management and nature conservation can be encouraged and facilitated.

- **The development and application of improved land, estuarine and coastal management systems across Cape York Peninsula as a whole.** Many of the natural resource issues in Cape York Peninsula are issues of management. There are issues of natural resources management on public, leasehold and freehold lands and there are management issues associated with rivers and coastal waters. From the Stage 1 investigations, there is evidence of a need to place a greater emphasis on resource management across a broad spectrum of land tenure classes and resource uses.

### 7.3 Cultural issues

The cultural framework of Cape York Peninsula is characterised by a complex mosaic of overlapping cultural values associated with:

- Aboriginal history and culture.
- Torres Strait Islander history and culture.
- The history and culture of non-indigenous communities.

The cultural perspectives of the different communities in Cape York Peninsula are shaped by many factors which include:

- Different historical perceptions and interpretations of past events.
- The effects of colonisation forces on the distribution of settlement and cultural groups.
- The close links and inter-relationships which exist between natural and cultural values, particularly in the case of people of Aboriginal and Torres Strait Islander origin.
The existence of kinship-based cultural values, with a strong focus on family and wider kin relationships and responsibilities.

In so far as cultural issues are concerned, the main challenges which will need to be addressed in Stages 2 and 3 of CYPLUS are:

- **Issues of reconciliation and self-determination.** Cape York Peninsula is a region of Australia where the majority of the population is of Aboriginal or Torres Strait Islander origin. The results of the CYPLUS process to date indicate that there is a need to address reconciliation as a central issue in Stages 2 and 3 and this is current Queensland Government policy. In practice, this means recognising and respecting indigenous peoples’ rights and responsibilities in all aspects of social development, economic planning and environmental management. It is also a two-way process in which the needs and aspirations of the non-indigenous community also need to be recognised. A related issue involves the principles of self-determination. As indigenous peoples of Cape York Peninsula enter a new era of self-determination, it is important that they be provided with equal opportunities to be involved in all aspects of planning for the future of the region.

- **Land ownership/native title.** Legislative processes are now in place to address non-indigenous tenure to land and issues of native title, and to provide a mechanism for land claims and negotiated regional agreements between Aboriginal and Torres Strait Islander people and government agencies. While the issue of native title is outside the direct scope of CYPLUS, the impact of land ownership on land use needs to be recognised.

- **Environmental and resource management.** For Aboriginal and Torres Strait Islander peoples, environmental management is also an expression of cultural values and obligations. During Stages 2 and 3 of CYPLUS, there will therefore be the need:
  - to maintain a balance between the recognition and respect for indigenous peoples’ environmental rights and interests and the statutory responsibilities of government agencies to protect nature conservation values
  - to support Aboriginal and Islander resource management initiatives as a effective mechanism for the protection of natural values.

- **Recognition of non-indigenous cultural values.** Although perhaps given less prominence than Aboriginal and Islander cultural values in Stage 1, there are important non-indigenous cultural values associated with past and current occupation of Cape York Peninsula by non-indigenous communities. This includes the history of early settlement by European and Chinese communities and more contemporary cultural values associated with the pastoral and mining communities in Cape York Peninsula.
7.4 Economic development issues

The economy of Cape York Peninsula is predominantly based upon:

- Primary industries such as mining, fishing, forestry, pearling and agriculture (jointly 56.9% of GRP).
- Public administration, defence and community services (18.1% of GRP).

The Stage 1 investigations have shown that these two industry sectors, with the possible addition of nature-based tourism, are likely to continue to underpin the regional economy in the foreseeable future.

Measures of Gross Regional Product (GRP) per head of population have been used during the Stage 1 investigations to provide an overview of the relative contributions made by each industry sector to the economy of Cape York Peninsula. When compared to the Queensland economy as a whole, it is apparent that the regional economy is narrowly-based. The sectors of the economy which are least developed in Cape York Peninsula are:

- Manufacturing.
- Wholesale and Retail Trade.
- Finance, Property and Business.

However, the Stage 1 investigations have also confirmed the important contributions to GRP made by traditional Aboriginal and Islander activities such as fishing, hunting and gathering for food products, the use of local resources for the construction of shelters and tools, and traditional medicinal resources.

In so far as economic development is concerned, the main issues which will have to be addressed in Stage 2 and 3 of CYPLUS are:

- **Ensuring the sustainable use of natural resources.** The economic base of Cape York Peninsula is, and is likely to continue to be, highly dependent on the utilisation of the region’s natural resources for purposes such as mining, fishing, agriculture, pearling, tourism and forests products. Given the narrowness of the region’s economic base and the high nature conservation values of the region as a whole, it will be desirable for long term economic and environmental future of Cape York Peninsula that natural resources are utilised in accordance with the principles embodied in the National Strategy for Ecologically Sustainable Development (ESD).

- **The provision of appropriate supporting infrastructure.** It has been argued in the Stage 1 investigations that regional development in Cape York Peninsula should be based upon the economic strengths of the region, and these have been broadly assessed. During the Stage 2 and Stage 3 investigations, there will be a need to refine these economic strengths and to move towards the provision of service centres, transport infrastructure and other support services.
• The involvement of Aboriginal and Islander communities in a broader range of economic activities. As Aboriginal and Torres Strait Islander peoples achieve greater levels of land ownership in Cape York Peninsula, the potential for their involvement in commercial and subsistence economies will increase. This increase will derive from the re-occupation of traditional lands and the establishment of outstations as well as from increasing demands for cultural tourism, eco-tourism and recreational use of Aboriginal lands throughout Cape York Peninsula. These are opportunities for change which will need to be addressed and provided for in the ongoing CYPLUS process.

• The development of a regional economic centre. The Stage 1 investigations have revealed a large and diverse region with no regional centre of economic activity. During Stage 2, the need for, and benefits of, an expanded centre of regional economic activity will need to be addressed. In particular, the economic development potentials of Weipa, Cooktown and Thursday Island will need to be evaluated.

7.5 Social and lifestyle issues

Communities on Cape York Peninsula are different in many important respects from “average” Australian communities. For example:

- More than half the regional population is of Aboriginal or Torres Strait Islander origin.
- Residents experience high levels of remoteness and isolation, particularly during the “wet” season.
- There are un-met community expectations as regards provision of basic community infrastructure such as roads, water supply and sewerage, and social services such as education, communications, health care, and family support services.

Notwithstanding the need for improved community infrastructure and social services, the initial work undertaken during Stage 1 on community values and aspirations has shown that residents place a high value on their lifestyles, their culture, their family and community relationships and the protection of the natural environment.

In so far as social and lifestyle issues are concerned, the main challenges which will need to be addressed during Stages 2 and 3 of CYPLUS are:

- Issues of public health. Despite considerable capital expenditure over the past 15 years, water supply and waste disposal systems in many Cape York Peninsula communities are considered by residents to be of low standard when compared with other Australian communities of similar size and isolation. The protection of public health and the development of programs for the funding, construction and maintenance of basic community infrastructure has emerged as an important issue which will need to be addressed as part of the ongoing CYPLUS process.
• **Delivery of social services.** There are a number of basic social services where a strong case has been argued for improved service delivery. They include education, health care, communications and a variety of family support services. Particular mention has been made during CYPLUS Stage 1 of problems of service delivery to Aboriginal communities and outstations. Key issues which have been identified for consideration during Stage 2 and 3 of CYPLUS include ways of ensuring more effective delivery of services and the need to achieve a better understanding of cultural protocols in service deliveries.

• **Protection of lifestyles.** Despite the isolation and relatively low levels of community infrastructure and social services, many residents in Cape York Peninsula enjoy a lifestyle which has a close affinity with the natural settings of the region and is remote from the pressures of urban life. There is a wish to protect the good aspects of Cape York Peninsula lifestyles and a degree of caution has been expressed towards any development that might adversely affect the lifestyles of existing residents.

### 7.6 Administrative issues

The Stage 1 investigations have shown that administrative arrangements on Cape York Peninsula are complex. It is a particularly large area that includes both terrestrial and marine settings with legislative responsibilities spread over all three spheres of government. Within these legislative responsibilities there are overlapping jurisdictions and jurisdictional boundaries which are often quite different from natural resource and cultural boundaries.

The administrative picture is further complicated by native title determinations. While native title legislation is in place, the mechanisms and processes for determining native title applications are still in their infancy.

While many of the administrative issues surrounding future land use and management in Cape York Peninsula are taking place in forums outside CYPLUS, there is still a need for the ongoing CYPLUS process to be aware of, and be consistent with, these broader administrative issues. Therefore, in so far as administrative aspects are concerned, the main issues which will need to be addressed in Stages 2 and 3 of CYPLUS are:

- **Awareness of land tenure changes arising from native title determinations.** Throughout the future course of CYPLUS, there will be a need for the process to remain flexible enough to take account of the tenure changes associated with native title determinations.

- **Compatibility with new legislative frameworks.** Particularly in Queensland, there is a major process of legislative reform underway with respect to land use planning, natural resources management, coastal management and methods of handling development approvals. Many of these initiatives are scheduled to come into fruition while Stage 2 of CYPLUS is underway. It will be essential that
CYPLUS outputs are developed in a way which is compatible with these new legislative approaches.

- **Improved integration and coordination.** The Stage 1 investigations have revealed a number of areas where there is scope for improved inter-government and inter-agency policy coordination and integration. While CYPLUS is intended to provide strategic directions for land and resource use and management on Cape York Peninsula, it should also serve as a vehicle to help facilitate better coordinated and integrated action plans that will be required for the implementation of CYPLUS.

- **Identification of resource needs.** Some evidence has emerged from the Stage 1 investigations of a lack, in some areas, of public-sector management and administrative resources. Stages 2 and 3 of CYPLUS should aim to highlight management needs and priorities and to identify resources which are needed to meet these needs. Mention has been made during Stage 1 of the potential for greater utilisation of information technologies to support improved inter-agency cooperation.

### 7.7 Strategic planning methodological issues

The CYPLUS initiative to date has concentrated almost entirely on the collection of background information, on consultation with stakeholders, and on the dissemination of information. Stage 2 of CYPLUS will involve a major program of analysis and consultation which will result in the development of strategic directions for land and resource use and management. It is a complex and challenging task that needs to be undertaken in accordance with an agreed and systematic strategic planning methodology. Such a methodology is still to be developed.

In so far as strategic planning methodologies are concerned, the main issues which will need to be addressed in Stages 2 and 3 of CYPLUS are:

- **An agreed set of outputs.** While there is a general awareness of the objectives of CYPLUS, there is still no specific agreement or consensus on the precise nature of the types of outputs which should emerge from this major planning exercise. Such agreement is needed as a means of focusing the resources and energies of all those who will be involved in Stages 2 and 3. The determination and clarification of these outputs should involve consultation with all key agencies and stakeholders.

- **Development of an ESD-driven planning model.** A number of potential strategic planning models have been evaluated during the Stage 1 investigations. The general conclusion is that there is no single existing planning model which is directly applicable to the CYPLUS situation. It will therefore be necessary, as a matter of some priority, to develop a strategic planning methodology which is tailor-made for the CYPLUS context. Such a model will need to be capable of:
  - incorporating ESD principles into the decision making process
  - incorporating different cultural perceptions and aspirations
  - reconciling competition for natural resources
incorporating management-related issues  
— operating successfully within existing and emerging institutional structures and administrative arrangements  
— providing a focus for community-based planning.

- **The provision of mechanisms for implementation.** The preparation of a land use strategy for Cape York Peninsula should not be regarded as an end in itself. It is merely an intermediate step towards the achievement of a future which is ecologically, economically and socially sustainable. It will therefore be essential that Stages 2 and 3 of CYPLUS be approached in a manner which places a high priority on issues of implementation.

The issues which have emerged from the Stage 1 investigations suggest that a highly structured, “top-down” approach to strategic planning in Cape York Peninsula may well be an inappropriate model for Stage 2. A more suitable planning model may well be one that:

- Involves a management-based rather than a tenure-based approach to planning.
- Directly involves stakeholder groups in the development of shared and common objectives for the future of Cape York Peninsula.
- Allows for processes of negotiation and bargaining.
- Aims to build strategic alliances between key stakeholder groups.
- Involves decision-making in a regional context that addresses relationships between Cape York Peninsula and other regions both within and external to Australia.

This type of approach is reflected in a class of strategic planning models which are sometimes referred to as “decentralised policy learning” models.

### 7.8 Consultative issues

Stage 1 of CYPLUS has been characterised by the emphasis which has been placed on, and the commitment given to consultation. The results of Stage 1 have indicated a strong desire on the part of stakeholders that the consultative process should continue.

The main issues which have been raised with respect to consultation which need to be undertaken during Stage 2 and 3 are:

- A strong desire that residents of Cape York Peninsula be given opportunities to participate in the determination of their future.
- A desire for greater involvement of Aboriginal and Torres Strait Islander communities in the consultative process.
- A need for management of land use and resources which incorporates the social justice principles of participation, access, equality and equity.
8 INFORMATION GAPS

8.1 Introduction
The CYPLUS Stage 1 investigations have collated a large amount of existing information and generated a body of new information in the general areas of:

- Natural resources and ecology.
- Land use and economy.
- Society and culture.

The end product is a new and up-to-date data base of information which is now available to assist in the development and implementation of strategic directions for land and resource use and management. While this data base is extensive, it is still not complete. The purpose of this chapter is to highlight the information gaps which may need to be addressed to assist the policy development processes which will occur during Stage 2 of CYPLUS.

8.2 Information gaps relevant to natural resources and ecology
The major information gaps under this heading are:

- The meagre data that is available on plant and animal species outside rainforest areas.
- The lack of information on the functioning of ecosystems and on the impacts of land uses on ecological relationships.
- The occurrence and density of animal and weed pests.
- The impact of animal and weed pests on natural ecosystems.
- The interaction of indigenous peoples with the ecosystems of Cape York Peninsula.

8.3 Information gaps relevant to land use and economy
The major information gaps under this heading are:

- A basic lack of baseline natural resources and/or land use data in the areas of tourism, commercial fishing and forest products.
- Accurate assessments of the likely short-term potential for the expansion of current land uses in the context of a quantitative assessment of the economic development potential of Cape York Peninsula.
8.4 Information gaps relevant to society and culture

The major information gaps under this heading are:

- The lack of a comprehensive inventory of sites and areas of cultural significance to Aboriginal and Torres Strait Islander people.
- The lack of a detailed analysis or inventory of sites and areas of historic value associated with early European and Chinese settlement of Cape York Peninsula.
- The lack of detailed information about the aspirations of both indigenous and non-indigenous people.
- The lack of accurate population statistics for residents and visitors.
- The lack of a comparative analysis of community servicing on Cape York Peninsula.

Some of the information gaps may be able to be filled by additional analysis of data already held. In other cases, gaps may be filled to some extent by the on-going process of stakeholder consultation during Stages 2 and 3. In some cases it may be necessary to commission additional information collection in parallel with Stages 2 and 3.
FIGURES
CAPE YORK PENINSULA
LAND USE STRATEGY

CYPLUS is a joint initiative between the Queensland and Commonwealth Governments.

LOCALITY MAP

CYPLUS Study Area

The information shown on the map has been supplied by the Queensland Department of Lands. Initial inquiries regarding the information should be directed to Cartographic Unit, Cairns.


Produced by the Queensland Department of Lands, Cairns July 1995.

Note: The CYPLUS boundary includes offshore water up to the three mile limit.
CYPLUS is a joint initiative between the Queensland and Commonwealth Governments.

**ELEVATION**

- Below 100 metres
- 100 - 200 metres
- 200 - 300 metres
- Above 300 metres

The information shown on the map has been derived from a Digital Elevation Model supplied by the Australian Land Information Group.


Produced by the Queensland Department of Lands, Cairns July 1995.

Figure 2
GEOLOGY

Generalised Geology.
Source: Adapted from Connell Wagner (1986)

LEGEND

**CAINOZOIC**
- Coastal clays and windblown sands.
- Colluvial and alluvial clays, silts, sands and gravels.
- Weathered sands, gravels and clays.
- Aluminous and ferruginous laterites.
- Basalt.

**MESOZOIC**
- Shale, claystone, siltstone and quartz sandstone.

**PALAEOZOIC**
- Greywacke and other sediments.
- Volcanics and granite.

**PRECAMBRIAN**
- Metamorphics and granite.

The information shown on the map has been supplied by the Queensland Department of Primary Industries. Initial enquiries regarding the information should be directed to Land Use and Fisheries, Mareeba.

Information shown on this map is current to September, 1994.

Produced by Queensland Department of Primary Industries, Land Use and Fisheries, GIS and Cartographic Unit, Mareeba, September 1994.

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SCALE 1:3 000 000

Geographic units of Decimal Degrees
El DEPARTMENT OF PRIMARY INDUSTRIES

CAPE YORK PENINSULA
LAND USE STRATEGY

CYPLUS is a joint initiative between the Queensland and Commonwealth Governments.

PHYSIOGRAPHIC UNITS


LEGEND

1. Near-coastal plains.
2. Dunefields.
3. Subcoastal fans and alluvial plains.
4. Inland fans and alluvial plains.
5. Undulating plateau of the Northern Peninsula.
6. Gently undulating plains of the Central Western Peninsula.
7. Plains of the Northern Central Peninsula.
8. Central Eastern uplands.
9. South East uplands.
10. Sandstone plateau.

The information shown on the map has been supplied by the Queensland Department of Primary Industries. Initial enquiries regarding the information should be directed to Land Use and Fisheries, Mareeba.

Information shown on this map is current to September, 1994.

Produced by Queensland Department of Primary Industries, Land Use and Fisheries, GIS and Cartographic Unit, Mareeba, September 1994.


SCALE 1:3 000 000 000

Figure 4
CYPLUS is a joint initiative between the Queensland and Commonwealth Governments.

LANDSCAPE UNITS

Broad soil and landscape groups

Source: The generalised landscape information shown on the map has been interpreted from the landscape diagrams, Figures 9 - 15 of the report
Soil Survey and Agricultural Land Suitability of Cape York Peninsula

LANDSCAPE UNITS
1. Heathlands Landscape
2. Batavia Landscape
3. Lockhart Landscape
4. Ebagoolla Landscape
5. Edward River Landscape
6. Mitchell Landscape
7. Hodgkinson Landscape

Ungrouped areas

The information shown on the map has been supplied by the Queensland Department of Primary Industries. Initial enquiries regarding the information should be directed to Land Use and Fisheries, Mareeba.

Information shown on this map is current to September, 1994.

Produced by Queensland Department of Primary Industries, Land Use and Fisheries, GIS and Cartographic Unit, Mareeba, August 1995.

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SCALE 1:3 000 000
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CLIMATIC DATA

The information shown on this map has been supplied by the Department of Primary Industries. Initial enquiries regarding the information should be directed to Water Resources Division.

Topographic information shown on this map is current to 1989.

LEGEND

Roads
1:250 000 Geology
Sheet Boundaries

Mean Annual Rainfall (mm)

- 0 - 800
- 800 - 1000
- 1000 - 1200
- 1200 - 1400
- 1400 - 1600
- 1600 - 1800
- 1800 - 2000
- > 2000

NOTE: This data is based on information supplied by the Commonwealth Bureau of Meteorology combined with records obtained by the department for the period 1920-1969.

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RIVER BASINS

The information shown on this map has been supplied by the Department of Primary Industries. Initial enquiries regarding the information should be directed to Water Resources Division.

Topographic information shown on this map is current to 1989.

LEGEND

- Roads
- Rivers
- 1:250 000 Geology Sheet Boundaries
- Drainage Division Boundary
- River Basin Boundary
- Drainage Division Number
- Basin Number
- CYPLUS Study Area
- Extended Study Area

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Figure 7
Environmental Regions of CYP
5 Group

LEGEND
- Region 1
- Region 2
- Region 3
- Region 4
- Region 5

Projection: Geographical representation
Spheroid: Australian National Spheroid

Sources...
- Terrain: DEM and digital fill program - Centre for Resource and Environmental Studies (ANU).
- Climate: derived from DEM and BIOCLIM climate surfaces fitted to data from Bureau of Meteorology (1901-1975).
- Geology: Original data generated by AGSO 1976, supplied in digital form by NRRC, DPIE, with funding from ANCA.

Caveats...
The data used in the analysis have been assumed by ERIN to be correct as received from the data suppliers.
Data set should not be used at local scales (finer than 2.5km).
Class definitions of attributes used are available in report and from ERIN.

Figure 8
Areas of Conservation Significance
Cape York Peninsula

1. Lockerbie
2. Jardine Wilderness Area
3. Vryla Wilderness Area
4. Port Musgrave Area
5. Central - North Cape York Peninsula
6. Shelburne - Olive River Area
7. Pennellather - Duyfken Area
8. Wandoon Corridor
9. Iron Range
10. Mission River Area
11. Embley Range Area
12. Hey - Embley Rivers Area
13. Pera Head Area
14. Mount White
15. Galtic Range
16. Aurukun Wetlands
17. Archer - Coen Area
18. McIlwraith - Lockhart Area
19. Holroyd Wilderness
20. Gorge Creek and Timber Reserve
21. Lakefield
22. Starke Area
23. Cape Flattery - Cape Bedford
24. Mitchell Delta
25. Upper Alice - Coleman
26. Golden-shouldered Parrot Habitat
27. Kimba Plateau
28. North Kennedy River Area
29. Red Bluff Area
30. Delighton - Normanby Area
31. Isabella Falls Area
32. Endeavour - Annan Area
33. Palmer - King River Area
34. Quinkan Area
35. Wet Tropics
36. Mitchell - Palmer Karst

Caveats...
Areas depicted were determined by AHC. Assessment of Conservation Significance is based upon qualitative and quantitative evaluation of 40 GIS coverages or layers. Themes included flora, fauna, wilderness quality, wetlands, and geology. Data preparation and map design and production by ERAN.

Sources...

Projection: Geographical representation
Spheroid: Australian National Spheroid
Scale approx. 1:2,250,000 at A3 size
Scale approx. 1:3,125,000 at A4 size
Potential Areas of Major Economic Significance

Areas containing resources that could support large-scale mining, subject to further investigations and economic circumstances.

- **Bauxite**
- **Coal**
- **Heavy Minerals**
- **Kaolin**
- **Limestone**
- **Silica Sand**
- **Tin**
- **Tungsten**

The information shown on this map has been supplied by the Queensland Department of Minerals and Energy. Initial enquiries regarding this information should be directed to the Geological Survey Division, Brisbane.

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Produced by the Queensland Department of Lands, Cairns July 1995.
Potential Areas of Minor Economic Significance

Areas containing or potentially containing mineral deposits which may be capable of supporting small to medium-scale mining

- Gold
- Copper, lead, zinc
- Tin
- Tungsten
- Bauxite
- Heavy minerals
- Iron, manganese
- Southern boundary of CYPLUS study area

Figure 13
This map is based on reconnaissance soil survey data gathered during HERG involving air photo interpretation and ground observations to the order of one observation per 82ha.

Suitability information displayed on this map is based only on the dominant soil of the map unit. In some cases the soil may represent less than 50% of the map unit.

The suitability assessment for cropping assumes a hypothetical situation of having no infrastructural restrictions in relation to product handling and marketing. Recommended fertilizer applications are assumed.

All suitability assessment is based on current technology and cropping structures as at October 1994.

The information shown on the map has been supplied by the Queensland Department of Primary Industries. Any enquiries regarding the information should be directed to Land Use and Fisheries, Merrylands.

Information shown on this map is current to October, 1994.

Produced by Queensland Department of Primary Industries, Land Use and Fisheries, Merrylands, December 1994.

DEPARTMENT OF
PRIMARY INDUSTRIES
QUEENSLAND
NORTH REGION

CYPLUS is a joint initiative between the Queensland and Commonwealth Governments.

PASTURE SUITABILITY
LAND USE PROGRAM
CYPLUS NR02

Information shown on this map is derived from 'Soil Survey and Agricultural Land Suitability of Cape York Peninsula' (Biggs, A.J.W. & Phillips, S.J. 1994.)

REFERENCE

Land suitable for high \(^1\) input pasture.

Land suitable for medium \(^2\) and low \(^3\) input pasture.

Land suitable for low intensity grazing of native pastures \(^4\).

Notes

1. High input pastures implies timber clearing, cultivation, fertiliser application and sown pasture.
2. Medium input pastures implies sown legumes, native grasses and fertiliser application.
3. Low input pastures implies sown legumes, native grasses and possible phosphate supplementation.
4. This land is not currently suitable for the assessed land use. It is considered to be unsuitable for support of viable beef production systems on a stand alone basis, but can be an integral component of grazing systems based on improved pasture.

This map is based on reconnaissance soil survey data gathered during NR02 involving air photo interpretation and ground observations to the order of one observation per 800 m\(^2\).

Suitability information displayed on this map is based only on the dominant soil of the map unit, in some cases this soil may represent less than 90% of the map unit.

The pasture improvement suitability assessment is based on prevailing economic and marketing conditions in the beef industry on Cape York Peninsula.

At suitability assessment is based on current technology and cost-price structures as at October 1994.

The information shown on the map has been compiled by the Queensland Department of Primary Industries, staff consulted regarding the information should be directed to Land Use and Fisheries, GIS and Cartography Unit, Mareeba, December 1994.


Produced by Queensland Department of Primary Industries, Land Use and Fisheries, GIS and Cartography Unit, Mareeba, December 1994.

SCALE: 1:1,700,000

Figure 15
POTENTIAL TIMBER RESOURCES


REFERENCE

Map Unit 1
Map Unit 2
Map Unit 101
Map Unit 104
State Forest (SF)
National Parks
Timber Reserves (TR)

The information shown on the map has been supplied by the Queensland Department of Environment and Heritage. Further enquiries regarding the information should be directed to the Department of Environment and Heritage, Brisbane.

Information shown on this map is current to October 1994.

Produced by Queensland Department of Primary Industries, Land Use and Fauna, GIS & Cartography Unit, Mareeba, September 1994.


SCALE 1:700,000

Geographic units of Decimal Degrees

Figure 16
Major Areas of Possible Future Competition for Use of Resources

Refer to Table 5.7 for description of areas and explanation of nature of competition.

Information supplied by Environment Science and Services (NQ)
P.O. Box 5169
CAIRNS Q. 4870

Figure 18
APPENDICES
Appendix A

Terms of Reference
APPENDIX A  TERMS OF REFERENCE

1  Thematic Reports

The Consultant is required to review the reports of the 24 projects from the Land Use Program and the 19 projects of the Natural Resources Analysis Program, and any other relevant available information and integrate and synthesise them under three broad based themes covering:

*  Natural Resources and Ecology
*  Land Use and Economy
*  Society and Culture

Each of the three reports should specifically address within its theme the following:

*  Current Situation

  —  consolidation and integration of information from relevant CYPLUS projects and other available data sources to provide a succinct, comprehensive and factual picture of current land and land related resource uses and key considerations;

  —  as part of this analysis, significant linkages, within and between individual projects relevant to ecologically sustainable land use, should be clearly identified for future reference.

*  Capabilities and Constraints

  —  sufficient analysis and interpretation to provide an objective regional perspective of land and resource use strengths, capability and constraints where;

  —  capability is defined as indicative possible uses synthesised from available data, without nominating or inferring preferred ones.

  —  constraints are those weaknesses or other influences, such as current infrastructure, community preferences, technology or other factors, which, with reasonable certainty, could restrict certain uses.
* **Information Gaps**

— identify critical gaps in available data which will impede policy development in Stage 2.

2 **Summary Report**

This report should draw together the main findings of the three thematic reports to:

* Provide an objective, integrated perspective of significant land and resource use issues, conflicts and compatibilities. There should not be any preferences indicated.

* Indicate the broad potential for land and resource use consistent with ecologically sustainable development, highlighting where potential uses may be compatible or in conflict but without indicating any preferred uses. Potential uses to be compiled from the assessments of land use capabilities undertaken in each of the thematic reports.

* Outline community and other aspirations for the future of CYP to the extent that these have been expressed.

* Identify issues and opportunities for which there appears to be consistent or strong support for action in the short term (within 6 - 12 months) and urgent issues for policy development.

* Identify significant issues which may need to be addressed in forums other than CYPLUS.

The report should also summarise the results of the land use models report so as to highlight any factors which could guide the development of recommendations on mechanisms for implementing CYPLUS initiatives during and at the end of Stage 2.

3 **Expected outputs**

The following outputs are expected.

* An Overview report on Natural Resources and Ecological issues in Cape York Peninsula.

* An Overview report of Land use and Economic issues in Cape York Peninsula.

* An Overview report on issues about the Society and Culture in Cape York Peninsula.

* An Overview report highlighting the main factors influencing ecologically sustainable developments in Cape York Peninsula.
Appendix B

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Appendix C

Role of Ecologically Sustainable Development
APPENDIX C ROLE OF ECOLOGICALLY SUSTAINABLE DEVELOPMENT

The Cape York Peninsula Land Use Strategy is a framework for making decisions about use and management of natural resources on Cape York Peninsula in ways that will facilitate Ecologically Sustainable Development. The National Strategy for Ecologically Sustainable Development (ESD) defines the goal for Ecologically Sustainable Development (ESD) as:

Development that improves the total quality of life, both now and in the future, in a way that maintains the ecological processes on which life depends.

The National Strategy for Ecologically Sustainable Development was prepared by the Commonwealth Government following extensive governmental and community consultation. It was endorsed by the Council of Australian Governments in 1992. The Council noted that the Strategy is intended to play a critical role in setting the scene for broad changes in direction and approach that governments will take to try to ensure that Australia's future development is ecologically sustainable. The core objectives of Ecologically Sustainable Development, as adopted by State and Commonwealth Governments, are:

- To enhance individual and community well-being and welfare by following a path of economic development that safeguards the welfare of future generations.
- To provide for equity within and between generations.
- To protect biological diversity and maintain essential ecological processes and life-support systems.

The National Strategy outlines the guiding principles for Ecologically Sustainable Development. These are that:

- Decision making processes should effectively integrate both long and short term economic, environmental, social and equity considerations.
- Where there are threats of serious or irreversible environmental damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation.
- The global dimension of environmental impacts of actions and policies should be recognised and considered.
- The need to develop a strong, growing and diversified economy which can enhance the capacity for environmental protection should be recognised.
- The need to maintain and enhance international competitiveness in an environmentally sound manner should be recognised.
- Cost effective and flexible policy instruments should be adopted, such as improved valuation, pricing and incentive mechanisms.
- Decisions and actions should provide for broad community involvement on issues which affect them.
As much of Stage 1 of CYPLUS has involved the collection of data, the application of the guiding principles for Ecologically Sustainable Development has been mostly limited, at this stage, to the:

- Public Participation Program.
- Identification of issues.
- Analysis of opportunities and constraints for existing and future land use.

The application of the guiding principles will be a key part of Stages 2 and 3 of CYPLUS during:

- The development of strategic directions for land and resource use (Stage 2).
- The implementation of the Land Use Strategy (Stage 3).

The National Strategy provides the broad strategic framework under which governments will cooperatively make decisions and take actions to pursue Ecologically Sustainable Development in Australia. In particular, a broad strategic framework is provided for:

- Key industry sectors which rely on natural resources as their productive base (e.g. agriculture, fisheries, forestry, mining, tourism).
- A broad range of issues which are relevant to actions in several of the key industry sectors (e.g. nature conservation, Aboriginal and Torres Strait Islander peoples, public health, education and training, coastal zone management, water resource management, land use planning and decision making).

Many of the key industry sectors and issues are represented on Cape York Peninsula and are likely to be the focus of Stages 2 and 3. In particular, the National Strategy for Ecologically Sustainable Development recognises that the challenge for land use and decision making is:

To ensure land use decision making processes and land use allocations at all levels of government meet the overall goal of Ecologically Sustainable Development and are based on a consideration of all land values, uses and flow-on affects, while avoiding fragmentation, duplication, conflict and unnecessary delays.

The two main objectives for land use planning and decision making are identified as:

- To encourage environmental and economic land use decision making which takes full account of all relevant land and resource values (including down-stream aquatic resources) and to establish and operate systems of land use decision making and dispute resolution. (CYPLUS is cited in the National Strategy as a model approach for the development of cooperative and consultative arrangements between jurisdictions).
- To achieve clarity, certainty and accountability in the process used to clarify access to land and to determine change of use.

These will continue to be key objectives for the latter stages of the Cape York Peninsula Land Use Strategy.
Appendix D

Service Delivery on Cape York Peninsula
### APPENDIX D SERVICE DELIVERY ON CAPE YORK PENINSULA

<table>
<thead>
<tr>
<th>Location</th>
<th>Health Services</th>
<th>Safety Services</th>
<th>Housing Services</th>
<th>Water Management Services</th>
<th>Education Services</th>
<th>Consumer Services</th>
<th>Financial Services</th>
<th>Recreation Services</th>
<th>Visitor Services</th>
<th>Communication Services</th>
<th>Legal Services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bamaga</td>
<td>Hospital (21 bed), Health care centre, Community options, Royal Flying Doctor Service (RFDS)</td>
<td>Community Development Employment Program (CDEP), Department of Social Security (DSS), Child care, Women’s shelter</td>
<td>Police station, Ambulance, Fire Service (volunteer), State Emergency Services (SES)</td>
<td>Community housing/ maintenance &amp; repairs</td>
<td>Septic &amp; pan system, Garbage collection</td>
<td>Pre-school/ Kindergarten, Primary &amp; High school, Ranger training, Open Learning</td>
<td>Supermarket, Bakery, Take-away, Petrol/diesel, Clothing, Mechanical repairs, Canteen, Berge, Airline</td>
<td>Banking facilities, Business support &amp; advice</td>
<td>Hall, Basketball courts, Youth development worker</td>
<td>Broadcasting for Remote Aboriginal Communities Scheme (BRACS), Post office, Radio</td>
<td>Land claims, Legal aid</td>
</tr>
<tr>
<td>Horn Island</td>
<td>Health care centre, RFDS</td>
<td>CDEP, DSS, SES</td>
<td>Community housing/ maintenance &amp; repairs</td>
<td>Reticulated supply</td>
<td>Pan system, Garbage collection</td>
<td>Kindergarten, Primary school, Ranger training, Open learning</td>
<td>Supermarket, Canteen</td>
<td>Hall, Basketball courts, Boat ramp</td>
<td>Pajinka wilderness lodge</td>
<td>BRACS, Radio, Post office</td>
<td>Land claims</td>
</tr>
<tr>
<td>Injimoo</td>
<td>Health care centre, RFDS</td>
<td>CDEP, DSS</td>
<td>Community housing/ maintenance &amp; repairs</td>
<td>Reticulated supply</td>
<td>Septic &amp; pan system, Garbage collection</td>
<td>Pre-school, Ranger training, Open learning</td>
<td>Supermarket, Canteen</td>
<td>Hall, Basketball courts</td>
<td>BRACS, Radio, Post office</td>
<td>Land claims</td>
<td></td>
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<tr>
<td>Mapoon</td>
<td>Health care centre, RFDS</td>
<td>CDEP, DSS, Child care</td>
<td>Community housing/ maintenance &amp; repairs</td>
<td>Reticulated supply</td>
<td>Septic &amp; pan system, Garbage collection</td>
<td>Ranger training, Open learning</td>
<td>Supermarket, Canteen</td>
<td>Hall, Basketball courts</td>
<td>BRACS, Radio, Post office</td>
<td>Land claims</td>
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<td>Seisia</td>
<td>Health care centre, RFDS</td>
<td>CDEP, DSS</td>
<td>Community housing/ maintenance &amp; repairs</td>
<td>Reticulated supply</td>
<td>Septic &amp; pan system, Garbage collection</td>
<td>Open learning</td>
<td>Store, Canteen</td>
<td>Hall, Basketball courts, Boat ramp</td>
<td>Caravan park and hotel, Taxi</td>
<td>BRACS, Radio, Post office</td>
<td>Land claims</td>
</tr>
<tr>
<td>Thursday Island</td>
<td>Hospital (60 bed), Health care, Home &amp; community care project, RFDS</td>
<td>CDEP, DSS, Women’s shelter</td>
<td>Police station, Water police, Ambulance, SES, Fire service</td>
<td>Community housing/ maintenance &amp; repairs</td>
<td>Reticulated supply</td>
<td>Sewerage, Garbage collection</td>
<td>Pre-school, Primary &amp; High school, TAFE, Open learning</td>
<td>29 shops (including a wide range of services)</td>
<td>Banking facilities</td>
<td>BRACS, Radio, Post office</td>
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### Service delivery on Cape York Peninsula (cont.)

<table>
<thead>
<tr>
<th>Location</th>
<th>Health Services</th>
<th>Social Services</th>
<th>Safety Services</th>
<th>Housing</th>
<th>Water Management</th>
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<th>Recreation</th>
<th>Visitor Services</th>
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<tr>
<td>Uumagico</td>
<td>Health care centre, RFDS</td>
<td>CDEP, SBS</td>
<td>Child care facility</td>
<td>Community housing/reticulated supply &amp; repairs</td>
<td>Reticulated supply</td>
<td>Ranger training, Open learning centre</td>
<td>Store, Canteen</td>
<td>BRACS, Radio, Post office</td>
<td>Hall, Basketball court</td>
<td>Land claims</td>
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<tr>
<td>Aurukan</td>
<td>Health care centre, RFDS</td>
<td>Child care facility, intervention programme, Women's shelter, Youth crime prevention, CDEP, DSS</td>
<td>Police station, Ambulance service, Fire service (volunteer)</td>
<td>Community housing/reticulated supply &amp; repairs</td>
<td>Reticulated supply</td>
<td>Sewerage, Garbage collection</td>
<td>Pre-school, Primary &amp; High school, Ranger training, Open learning centre</td>
<td>General store, Clothing, Take-away, Air service, Sea carriers</td>
<td>Boat ramp</td>
<td>BRACS, Radio, Post office</td>
<td>Land claims, Legal aid</td>
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<tr>
<td>Mapoon</td>
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<td>CDEP, DSS</td>
<td>Community housing &amp; repairs</td>
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<td>Ranger training, Open learning centre</td>
<td>BRACS, Radio, Post office</td>
<td>Radio, Post office</td>
<td>Hotel, Motel, Camp grounds</td>
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<td>Pre-school, Primary &amp; High school, Open learning centre, TAFE</td>
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<td>9 clubs, TAB, Swimming pool, Sports courts, Library, Theatre</td>
<td>Radio, Post office, Sky channel, Television</td>
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<td>CDEP, DSS</td>
<td>Community housing/reticulated supply &amp; repairs</td>
<td>Reticulated supply</td>
<td>Sewerage, Garbage collection</td>
<td>Primary school, Ranger training, Open learning centre</td>
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<td>Coen</td>
<td>Outpost hospital, Home and community centre, RFDS</td>
<td>DSS</td>
<td>Police station, Fire service (volunteer)</td>
<td>Community housing/reticulated supply &amp; repairs</td>
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<td>Primary school, Open learning centre</td>
<td>General store, Garage, Hotel, Cafe, Airline</td>
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<td>Police station, Fire service (volunteer)</td>
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<td>Reticulated supply</td>
<td>Sewerage, Garbage collection</td>
<td>Pre-school, Primary &amp; High school, Open learning centre, Ranger training</td>
<td>Banking facilities, Small business support and advice</td>
<td>BRACS, Radio, Post office</td>
<td>Land claims, Legal aid</td>
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<th>Safety Services</th>
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<th>Water Supply</th>
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<th>Visitor services</th>
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<td><strong>Cooktown</strong></td>
<td>Hospital (18 bed), Health care centre, Domiciliary nursing, RFDS</td>
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<td>Community housing/ maintenance &amp; repairs</td>
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<td>Sewerage, Garbage collection</td>
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<td>21 shops including a wide range of services</td>
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<td>11 clubs, TAB, Swimming pool, Sports courts, Library, Theatre</td>
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<td>Post office, television</td>
<td>Land claims, Legal aid</td>
</tr>
<tr>
<td><strong>Hopevale</strong></td>
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<td>CDEP, DSS, Child care facility</td>
<td>Ambulance station</td>
<td>Community housing/ maintenance &amp; repairs</td>
<td>Reticulated supply</td>
<td>Sewerage, Garbage collection</td>
<td>Pre-school, Primary school, Open learning centre, Ranger training</td>
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<td>Supermarket, Hardware, Clothing, Butcher, Garage, Cafe, Airline</td>
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<td>Sewerage, Garbage collection</td>
<td>Open learning centre</td>
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<td>Small business support and advice</td>
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<td>Sewerage, Garbage collection</td>
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<td>Store, Fuel, Hotel, Cafe</td>
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<td>Small business support and advice</td>
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<td>Police station, Ambulance station</td>
<td>Community housing/ maintenance &amp; repairs</td>
<td>Reticulated supply</td>
<td>Sewerage, Garbage collection</td>
<td>Pre-school, Primary &amp; High school, Open learning centre, Ranger training</td>
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<td>General store, Airline service, Cafe, Garage</td>
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<td>Banking facilities</td>
<td>Swimming pool, Tennis courts</td>
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<td>Police station, Ambulance station</td>
<td>Community housing/ maintenance &amp; repairs</td>
<td>Reticulated supply</td>
<td>Septic &amp; pan system, Garbage collection</td>
<td>Pre-school, Primary, Open learning centre</td>
<td></td>
<td></td>
<td>General store, Hotel, Airline service</td>
<td></td>
<td>Cricket ground, Tennis courts, Boat ramp</td>
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</tbody>
</table>

**Source:** See Society and Culture theme report