

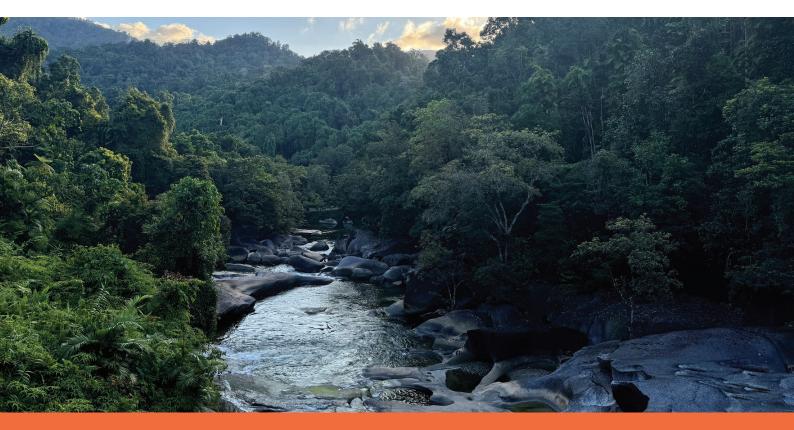
Native Title NEWSLETTER

Issue 2 | 2024



WELCOME

to the Native Title Newsletter Issue 2, 2024



For the past 30 years, the AIATSIS Native Title Research Unit (NTRU) has focused on maximising the recognition of native title through improving information and coordination, actively engaging in law and policy reform and strengthening the voice of paths title holders.

The Native Title Research Unit has been renamed the Indigenous Country and Governance Unit (ICG) in recognition of the support that we can provide native title organisations in the post-determination environment.

Stay in the loop by subscribing to the online Newsletter. If you would like to make a contribution, please contact us at nativetitleresearchunit@aiatsis.gov.au

Above

Babinda Boulders, Wanyurr Majay Country, Queensland

Cover:

Kalbarri coast, Nanda Country, Western Australia

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Aboriginal and Torres Strait Islander people are respectfully advised that this publication may contain names and images of deceased persons, and culturally sensitive material. AIATSIS apologises for any distress this may cause.



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Meet the team

Felicity Thiessen (Director)

Indigenous Country and Governance

Felicity was appointed the Director of the Indigenous Country and Governance Unit in 2022. She holds degrees in law and anthropology. Felicity has spent 12 years working in the native title sector including as a lawyer in a native title representative body and with a number of Commonwealth entities including the National Native Title Tribunal.



Tony Eales (Assistant Director)

Indigenous Country and Governance

Tony Eales is an Assistant Director of the Indigenous Country and Governance Unit. He grew up in Queensland and spent ten years doing cultural heritage management in the Bowen Basin west of Rockhampton and in the Hunter Valley, NSW. He then spent 14 years as an in-house anthropological expert at Queensland South Native Title Services working on many successful claims. Tony is now based in Canberra, ACT.



Clare Sayers (Assistant Director)

Indigenous Country and Governance

Originally from Toowoomba, Queensland, Clare now lives and works on Yarun (Bribie Island), Kabi Kabi Country. She has a Bachelor of Laws and a Bachelor of Government and International Relations and is currently studying a Master of International Law. Prior to joining AIATSIS, Clare worked as a lawyer and paralegal for approximately six years, with the majority of her career spent in the native title and resources team at King & Wood Mallesons.



Lilly-Rae Jones (Senior Project Officer)

Indigenous Country and Governance

Lilly-Rae Jones is a proud Wiradjuri woman who has lived on Ngunnawal Country for most of her life. She joined the Australian Public Service in 2020 and became a member of the ICG in April 2023 as a Research Officer. She has since been promoted to a Senior Research Officer.

Prior to working in the ICG, Lilly-Rae studied a Diploma in Governance, as well as Youth Work, Alcohol and Other Drugs, Mental Health and Community Services, and worked as an ATSI support worker for St. John ACT Nightcrew.



John Mckinley (Project Manager)

Indigenous Country and Governance

John is a Wulli Wulli/Djakunde person who grew up in Melbourne and has lived and studied in Perth before moving to Canberra to work in the public service. He has worked in Aboriginal and Torres Strait Islander affairs for two decades particularly focused on the native title and land rights areas. Joining AIATSIS in October 2024, John is based with the team at the Maraga Building in Canberra, Ngunnawal Country.



Caitlin Treacy (Senior Project Officer)

Indigenous Country and Governance

Caitlin is a Senior Project Officer in the ICG Team based in Meanjin (Brisbane). Caitlin has an applied background in anthropology, community and stakeholder engagement, cultural heritage and native title. Prior to joining the ICG Team, Caitlin had over five years' experience working in the private sector delivering social impact assessment and social performance projects for a diverse range of clients across Australia.



Zane Lindblom (Research Assistant)

Indigenous Country and Governance

Zane is a proud Ngiyampaa man, who grew up in Adelaide on Kaurna land. He recently completed his third year of a double degree in Law (Honours) and Economics at the Australian National University. He works as a Research Assistant on various projects, and the majority of his time recently has been spent conducting research for the PBC survey.



Ya Maulidin (Research Assistant)

Indigenous Country and Governance

Ya was born in Indonesia and moved to Australia in 2017. He is a Research Officer and manages Native Title Access Requests in the ICGU. He is an Applied Anthropology and Participatory Development graduate from the Australian National University. Prior to working at AIATSIS, Ya was a research assistant for the Development Policy Centre at ANU.



Allana (Lani) Slockee (Administration Officer)

Indigenous Country and Governance

Bardi Oorany from the Dampier Peninsula, Western Australia. Also of Yawuru, Walbunja, Gumbaynggirr & Bunjalung decent, with family ties to the Kimberley region and New South Wales south & north coastlines. Lani joined the team in September 2024 as the Administrative Officer. Prior to working with AIATSIS, Lani completed the Indigenous Australian Government Development Program and graduated with a Diploma in Government.



Native Title Snapshot

As of 15 October 2024, there were 695 positive determinations over 3,445,033 km² of land and waters in Australia. By August 2024, 280 prescribed bodies corporate (PBCs) had been registered. The discrepancy in numbers between determinations and number of PBCs is because some PBCs have achieved more than one determination.

Native title at a glance

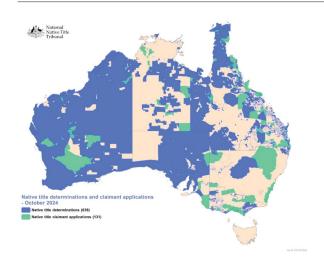
Each year, Indigenous Country and Governance Unit (ICG) compiles native title information from the National Native Title Tribunal's registers. This information provides a snapshot of how many native title determinations and PBCs there are to date. It also displays how much of Australia's land and waters have been successfully determined to be subject to native title.

Percentage of the land and waters covered by a native title determination

Year	Land and waters subject to native title determinations
2005	7.9%
2010	12.6%
2018	35%
2019	37%
2020	39.2%
2022	50.2%
2023	52.1%

As of 2024, determinations were made made over 54% of Australia (to the effect that that native title does not exist; exists either exclusively and non-exclusively; or that native title has been extinguished).

Native title claims and determinations at 01 October 2024

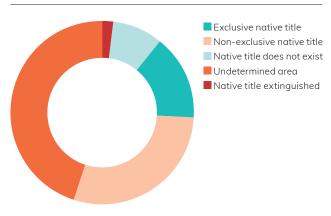


NATIONAL:

In Australia, there have been 639 positive determinations as at 1 November 2024. There are 131 current native title claimant applications.

	Land and waters (sq km)	Land and waters (%)
Total land and waters	8,099,2641	100%
Exclusive native title	1,177,960	15%
Non-exclusive native title	2,354,491	29%
Native title does not exist	689,205	9%
Native title extinguished (outside of a determination or freehold)	191,950	2%
Offshore – non-exclusive	113,537	-
Undetermined area (includes freehold)	3,685,658	45%²

Determinations in Australia (% of land and water)



¹These data have been sourced from Geoscience Australia. Available here: https://www.ga.gov.au/scientific-topics/ national-location-information/dimensions/area-of-australiastates-and-territories.

²These data have been sourced from the National Native Title Tribunal datasets as at 7 November 2024. Datasets available here: https://www.nntt.gov.au/Maps/Determinations_map.pdf.

Total number of PBCs	*Small	**Medium	***Large
282	159	92	31

- * A small PBC is a corporation with at least two of the following in a financial year: a gross operating income of less than \$100,000; consolidated gross assets worth less than \$100,000; and less than five employees.
- ** A medium PBC is a corporation with at least two of the following in a financial year: a gross operating income between \$100,000 and \$5 million; consolidated gross assets worth between \$100,000 and \$2.5 million; and between five and 24 employees.
- *** A large PBC is a corporation with at least two of the following in a financial year: a gross operating income of \$5 million or more; consolidated gross assets worth \$2.5 million or more; and more than 24 employees.³

Total number of PBCs ⁴	Total across all PBCs	Average per PBC
Number of directors	2,410	9
Number of members	71,147	235

PBCs by representative body region⁵

NTRB Region	Number of PBCs per region
Gur A Baradharaw Kod (Qld)	21
Cape York Land Council (Qld)	30
North Queensland Land Council (Qld)	32
Carpentaria Land Council Aboriginal Corporation (Qld)	5
Queensland South Native Title Services (Qld)	31
Central Land Council (NT)	34
Northern Land Council (NT)	1*
Kimberley Land Council (WA)	28
Central Desert Native Title Services (WA)	20
Native Title Services Goldfields (WA)	6
Yamatji Marlpa Aboriginal Corporation (WA)	31
South Australia Native Title Services (SA)	26
First Nations Legal and Research Services (Vic)	4
NTSCORP (NSW)	12

^{*} The Top End (Default PBC/CLA) Aboriginal Corporation RNTBC (administered by the legal branch of the Northern Land Council) acts as PBC for all positive native title determinations in the Northern Land Council's region.

PBCs by State and Territory⁶

Number of PBCs per State Territory
118
12
0
4
0
25
86
37

- ³ These data have been sourced from the National Native Title Tribunal datasets as at 7 November 2024. Datasets available here: https://data-nntt.opendata.arcgis.com/datasets/NNTT::national-native-title-tribunal-spatial-data/explore?layer=0.
- ⁴Data set available here: <u>available here https://data.gov.au/dataset/ds-dga-2c072eed-d6d3-4f3a-a6d2-8929b0c78682/details?q=ORIC</u>.
- ⁵ Definitions are taken from the Office of the Registrar of Indigenous Corporations' website as at 7 November 2024. Available here: https://www.oric.gov.au/for-corporations/corporate-governance/corporation-size.
- ⁶ These data have been sourced from the National Native Title Tribunal datasets as at 7 November 2024. Datasets available here: https://www.nntt.gov.au/assistance/Geospatial/Pages/NTV.aspx.



Ocean near Gwoonwardu (Carnarvon), Yinggarda, Baiyungu and Thalanyji Country, Western Australia

QUEENSLAND

In Queensland, there have been 195 positive determinations as at 1 November 2024.

	Land and waters (sq km)	
Total land and waters	1,851,736	100%
Exclusive native title	75,957	4%
Non-exclusive native title	606,232	33%
Native title does not exist	150,684	8%
Native title extinguished (not within determination area)	20,236	1%
Undetermined area	1,107,836	54%

^{*}Percentages have been rounded to the nearest whole number

NEW SOUTH WALES

In New South Wales, there have been 20 positive determinations as at 1 November 2024.

	Land and waters (sq km)	
Total land and waters	809,952	100%
Exclusive native title	684	Less than 1%
Non-exclusive native title	9,338	1%
Native title does not exist	101,717	13%
Native title extinguished (not within determination area)	125,564	16%
Undetermined area	572,649	71%

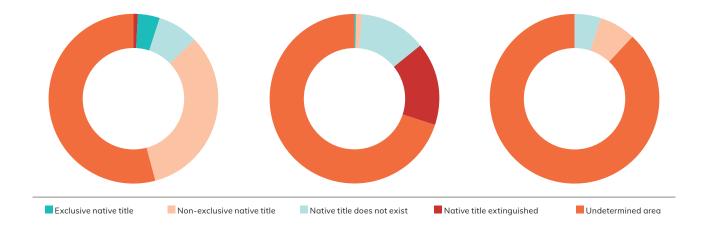
^{*}Percentages have been rounded to the nearest whole number

VICTORIA

In Victoria, there have been 6 positive determinations as at 1 November 2024.

	Land and waters (sq km)	
Total land and waters	237,657	100%
Non-exclusive native title	16,334	7%
Native title does not exist	11,018	5%
Undetermined area	211,647	88%

^{*}Percentages have been rounded to the nearest whole number





Kalbarri National Park, Nanda Country, Western Australia

SOUTH AUSTRALIA

In South Australia, there have been 41 positive determinations as at 1 November 2024.

	Land and waters (sq km)	
Total land and waters	1,044,353	100%
Exclusive native title	6,093	Less than 1%
Non-exclusive native title	551,285	53%
Native title does not exist	104,341	10%
Native title extinguished (not within determination area)	2,889	Less than 1%
Undetermined area	379,745	36%

^{*}Percentages have been rounded to the nearest whole number

WESTERN AUSTRALIA

In Western Australia, there have been 137 positive determinations as at 1 November 2024.

	Land and waters (sq km)	
Total land and waters	2,642,753	100%
Exclusive native title	1,081,171	41%
Non-exclusive native title	809,614	31%
Native title does not exist	320,518	12%
Native title extinguished (not within determination area)	43,247	2%
Undetermined area	388,203	15%

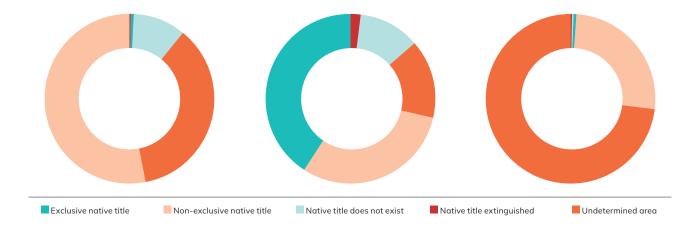
^{*}Percentages have been rounded to the nearest whole number

NORTHERN TERRITORY

In the Northern Territory, there have been 123 positive determinations as at 1 November 2024.

	Land and waters (sq km)	Land and waters (%)
Total land and waters	1,406,243	100%
Exclusive native title	14,055	Less than 1%
Non-exclusive native title	361,688	26%
Native title does not exist	927	Less than 1%
Native title extinguished (not within determination area)		Less than 1%
Undetermined area	1,029,573	73%

^{*}Percentages have been rounded to the nearest whole number





Flora in Meanjin (Brisbane), Toorbul Country, Queensland

National PBC Survey Update

What is the PBC Survey?

The Indigenous Country and Governance Unit (ICG) is inviting prescribed bodies corporate (PBCs) around the country about the work they do, their resources, their plans and visions for the future, the challenges they face and what they need to achieve their goals.

Why are we running the Survey?

The Survey will capture regional and national trends so that PBCs, native title representative bodies and service providers (NTRBs and NTSPs) and governments will better understand how PBCs can better supported to meet their goals.

This Survey follows on from PBC Surveys conducted in 2013 and 2019 by AIATSIS. As at the date of writing, there were 282 PBCs compared with 204 in 2019. 282 PBCs compared with 204 in 2019. Running a survey periodically helps everyone see what is and isn't changing for PBCs over time.

What happens with the information collected?

When the Survey closes, the PBC Survey Team will collate all the information and write a report on what we found. The report will be published on the ICG Website (https://nativetitle.org.au) and provided to PBCs and other key stakeholders such as the National Indigenous Australians Agency (NIAA), the National Native Title Council (NNTC) and the Office of the Registrar of Indigenous Corporations (ORIC). The report will also contain recommendations about how PBCs should be better resourced and supported.

How can PBCs get involved?

The Survey is voluntary. It is up to PBCs whether they wish to participate in the Survey. However, the more PBCs that participate, the more representative the survey report will be of the varied experiences of PBCs.

The ICG has emailed a copy of the Survey and Informed Consent Form to all PBCs to the email addresses registered with ORIC. If you have not received it, please contact: felicity.thiessen@aiatsis.gov.au or clare.sayers@aiatsis.gov.au.

If you would like to do the Survey, you can do so:

Electronically

The Survey and the Consent Form can be filled out on a phone, tablet or computer. You can return the completed forms to: nativetitleresearchunit@aiatsis.gov.au

By hard copy

You can print out the Survey and Consent Form, complete it, and then return it to ICG via email (to nativetitleresearchunit@aiatsis.gov.au) or via post to:

Indigenous Country and Governance AIATSIS

GPO Box 553, Canberra ACT 2601

In person or via Teams/Zoom

If you would like to do the Survey in person or by Microsoft Teams or Zoom, please get in contact with one of the PBC Survey Team on the details below.

Felicity Thiessen

Director, ICG felicity.thiessen@aiatsis.gov.au (02) 6129 3904

Clare Sayers

Assistant Director, ICG clare.sayers@aiatsis.gov.au (02) 6246 1130



Palm trees in Gimuy (Cairns), Gimuy Walubarra Yidinji Country, Queensland

Recent changes to the Native Title Act's subordinate legislation

On 1 October 2024, four new instruments subordinate to the Native Title Act 1993 (Cth) (**NTA**) came into effect to replace or amend their sunsetting predecessors. The new instruments are as follows:

- Native Title (Tribunal) Regulations 2024 (Cth)
- Native Title (Indigenous Land Use Agreements) Regulations 2024 (Cth)
- Native Title (Notices) Determination 2024 (Cth)
- Native Title (Federal Court) Regulations 2024 (Cth)

These instruments are summarised briefly below. For access to and more information on each of these instruments, visit the Australian Government's Federal Register of Legislation.¹

Native Title (Tribunal) Regulations 2024 (Cth)

Replaced: Native Title (Tribunal) Regulations 1993

The previous regulations prescribed Tribunal forms and fees.

The key change arising from the new regulations is the abolition of the application fee for objections to the expedited procedure. Under the previous regulations, fees were payable to the National Native Title Tribunal (NNTT) when applying to lodge this objection.

Fees will still apply to future act determination applications; however, existing fee exemptions and eligibility for fee waivers will continue to apply.

Additionally, there are new NNTT forms regarding expedited procedure objection applications and future act determination applications. The new forms are designed to be easier to navigate. They can be found on the NNTT's website.²

Native Title (Indigenous Land Use Agreements) Regulations 2024 (Cth)

Replaced: Native Title (Indigenous Land Use Agreements) Regulations 1999

The new regulations aim to simplify the Indigenous Land Use Agreement (**ILUA**) registration process. The key changes include the following:

- Amendments to the definition of 'complete description'. Geographic coordinates are no longer required, but maps are now mandatory and must identify the relevant area and any exclusions.
- Applications for ILUA registration must now include either a copy of the relevant native title determination or the NNTT Register Extract.
- The Area Agreement Application Form and the Body Corporate Application Form have been amended. They can be found on the National Native Title Tribunal's website.³

³ Available here: https://www.nntt.gov.au/News-and-Publications/latest-news/Pages/Native-Title-Regulations.aspx.



Coast of Wadjemup (Rottnest Island), Whadjuk Noongar Country, Western Australia

 $^{^1}$ Available here: $\underline{\text{https://www.legislation.gov.au/}}$.

² Available here: https://www.nntt.gov.au/News-and- Publications/latest-news/Pages/Native-Title-Regulations.aspx.

Native Title (Notices) Determination 2024 (Cth)

Replaced: Native Title (Notices) Determination 2011 (No.1)

This Determination provides for the requirements of certain notifications given under the NTA. Amongst others, the Determination provides for notices relating to:

- the validation of intermediate period acts relating to mining rights;
- Indigenous land use agreements;
- certain determinations of approved exploration or mining acts;
- the right to negotiate; and
- native title determination and compensation applications.

In contrast to the 2011 Determination, the new instrument:

- clarifies the newspapers in which notices must be published;
- confirms that recipients of some notices can agree to receive those notices by means other than post;
- requires some public notices to be published on the website of the entity required to give notice;
 and
- requires some notices to contain information about how a person can obtain further information about the area described in the notice.

Native Title (Federal Court) Regulations 2024 (Cth)

Replaced: Native Title (Federal Court) Regulations 1998

These regulations updated the application forms for native title determination applications and compensation applications. These forms can be found on the Federal Court's website.⁴

Until 31 March 2025, forms under either the old or new regulations may be used. After that date, applications for a native title determination or determination of compensation must be made using the forms prescribed by the new regulations.

⁴ Available here: https://www.fedcourt.gov.au/forms-and-fees/forms/native-title-regulations.



Sunset in Jambinu (Geraldton), Yamatji Country, Western Australia



Kalbarri National Park, Nanda Country, Western Australia

Inquiry into the future acts regime under the Native Title Act 1993 (Cth)

By Clare Sayers and Lani Slockee

What is the future acts regime?

The future acts regime is a legislative process under the Native Title Act 1993 (Cth) (Native Title Act) which must be complied with when non-native title holders wish to deal with land subject to native title. Such dealings (termed 'future acts') are acts which affect native title and may include the grant of permits or tenements, changing the tenure of a parcel of land, building infrastructure, and other dealings with land. If a future act is done without complying with the future acts regime, it will be invalid to the extent it affects native title.

Under the future acts regime, native title holders and registered native title claimants may have varying procedural rights, including: the right to negotiate; the right to object; and the right to be notified.

Why is the inquiry happening?

A review of the future acts regime is one of the eight recommendations listed in the 2021 report A Way Forward, the final report of the inquiry into the destruction of sacred rock shelters at Juukan Gorge. Specifically, recommendation 4 of the report stated:

The Committee recommends that the Australian Government review the *Native Title Act 1993* with the aim of addressing inequalities in the negotiating position of Aboriginal and Torres Strait Islander peoples in the context of the future act regime.

The Attorney-General announced at AIATSIS's 2024 Summit that the inquiry will be undertaken by the Australian Law Reform Commission (ALRC). The purpose of the inquiry is to investigate how the regime works and determine where improvements can be made to ensure that the regime operates effectively and fairly.

The last review of the Native Title Act occurred in 2015, resulting in the *Connection to Country: Review of the* Native Title Act 1993 (Cth) report. That review focused primarily on the native title claims process and did not consider the future acts regime.

Terms of Reference for the inquiry

The ALRC has been asked to consider:

- the intention of the Native Title Act, as stated in its preamble, to be a special measure for the advancement of First Nations peoples, and to ensure native title holders are able to fully enjoy their rights and interests;
- the current operation of the future acts regime, including Indigenous land use agreements (ILUAs), and related parts of the Native Title Act, with the aim of rectifying any inefficacy, inequality or unfairness;
- options for efficiencies in the future acts regime to reduce the time and cost of compliance for all parties;
- the rights and obligations recognised in the international instruments to which Australia is a party or which it has pledged to support, including the United Nations Declaration on the Rights of Indigenous Peoples;
- options within laws and legal frameworks to support native title groups to effectively engage with the future acts regime and to support consensus within groups in relation to proposed future acts;
- options to support native title groups, project proponents and governments to share in the benefits of development on native title land, including opportunities for native title groups to lead or co-lead development, and for ensuring native title groups receive commensurate and timely compensation for the diminution of native title rights and interests caused by future acts;
- options for how the future acts regime can support fair negotiations and encourage proponents and native title groups to work collaboratively in relation to future acts;
- the different levels of procedural rights of native title groups in relation to different types of future acts and whether these are appropriately aligned with the impacts on native title rights and interests;

- whether the Native Title Act appropriately provides for new and emerging industries engaging in future acts;
- the National Native Title Tribunal's role in relation to future acts;
- how the rights in the future acts regime compare with other land rights regimes, such as the Aboriginal Land Rights (Northern Territory) Act 1976 (Cth), and any relevant international approaches; and
- options to strengthen data collection and appropriate data transparency to support the operation of the future acts regime.



Road to Babinda Boulders, Wanyurr Majay Country, Queensland

What is the timeline for the inquiry?

- In **November 2024**, the ALRC published an issues paper including more information about the inquiry.
- Submissions on the issues paper are now open until **21 Feburary 2025**.
- In early 2025, the ALRC will publish a consultation paper which will explain some of the ALRC's ideas for reform and call for formal submissions.
- After the consultation paper is published, the ALRC will then call for submissions on that paper
- By **8 December 2025**, the ALRC must provide its final report for the Attorney-General.

How to get involved

If you are interested in contributing to the inquiry, you can do so by:

- attending consultations and meetings;
- making a formal submission; and
- contacting the ALRC at any time during the review.

Contact details for the ALRC

Email: nativetitle@alrc.gov.au

Web: www.alrc.gov.au/inquiry/review-of-the-future-acts-regime/

Further information is available in the ALRC's Issues Paper: https://www.alrc.gov.au/publication/future-acts-issues-paper-2024/



What's happening around the country?

All endotes can be found on page 30.

NORTHERN TERRITORY

- In November, the Wakaya-Alyawarre (Repeat) Land Claim No. 130, located in the Barkly Region of the Northern Territory, was settled after 44 years, having been commenced in 1980. The claim was one of the Central Land Council's last two outstanding claims under the Aboriginal Land Rights (Northern Territory) Act 1976 (Cth).xiv
- The Northern Territory Government will appeal a decision by the Northern Territory Civil and Administrative Tribunal, which found the government legally responsible for providing safe drinking water to its tenants, many of whom live in remote Indigenous communities. Drinking water in these communities was found to have uranium levels 'three times the maximum safe level set out in the Australian Drinking Water Guidelines'.

WESTERN AUSTRALIA

- The Federal Court awarded \$144 million to Aboriginal station workers and their families in compensation for stolen wages.xii
- Wildcat Resources discovers Australia's largest undeveloped lithium resource for its Tabba Tabba project in the Pilbara region.

SOUTH AUSTRALIA

- South Australia's First Nations Voice to Parliament delivered its historic first speech to Parliament on 27 November 2024, discussing the work of the Voice over the past year.*
- The Aboriginal Heritage (Miscellaneous) Amendment Bill 2024 has passed all stages and is awaiting Royal Assent. The Bill will introduce harsher penalties for offences against cultural heritage, clarify reporting obligations, and allows a court to make 'make good' orders.xi

QUEENSLAND

- The Path to Treaty Act 2023 has been repealed by the Queensland Government. As a consequence, the Truth-Telling and Healing Inquiry will be dissolved. The Aboriginal and Torres Strait Islander Social Justice Commissioner, Ms Katie Kiss warned that the dissolution of the Inquiry was 'a devastating step backwards for First Nations rights and a blow to respectful relationships between the state government and Indigenous Queenslanders.'
- New environmental laws passed in June 2024 provide the environmental regulator with 'additional tools to prevent environmental harm before it occurs', and makes clear 'that environmental "nuisance" can be considered "serious" or "material" environmental harm."
- As of late November, the Ravenswood Gold mine, the largest gold mining operation in Queensland, is on the market.ⁱⁱⁱ

NEW SOUTH WALES

- On 18 October 2024, the NSW Government released its Critical Minerals Strategy, at the core of which is the government's 'vision for NSW to become a global leader in critical minerals production'.iv
- Two Byron Bay locations now have official dual names in English and Bundjalung (Arakwal) Language: Cape Byron is also known as Walgun, and Julian Rocks is also known as Nguthungulli.

VICTORIA

- Statewide Treaty negotiations between the Victorian Government and the First Peoples' Assembly of Victoria formally began on 21 November 2024.^{viii}
- Consultation for the proposed land management plan to protect culturally significant sites in the Mount Arapiles-Tooan State Park has reopened. The public has until 14 February 2025 to comment on draft management plan.

TASMANIA

- The Historic Cultural Heritage Amendment Bill 2024 received Royal Assent on 15 November 2024. The purpose of the Bill is to 'afford greater protection to historic heritage places, address anomalies or deficiencies that have become apparent and improve administrative processes'.vi
- Applications for Exploration Release Areas (ERAs) areas relinquished from exploration licences – will open on 16 December 2024.^{vii}

Practitioner Profile

Jemma Owen

I work on behalf of the Djabugay Native Title Aboriginal Corporation as CEO. My role does not work directly in native title as relates to the work of, for example, a land council. I work with a PBC. My career has included working with the implications of native title and law around the management of Traditional Owner matters more broadly.

In constructs imposed on Traditional Owners, including that of Native Title, the complexities have remained challenging. In my experience, the determination process is only the tip of the iceberg, although the focus seems to continue to trend toward it, not the ongoing expectations, or associated responsibilities.

Similarities to some of the issues of native title could be drawn from the soldier settler scheme, where land was given to soldier settlers under conditions post the World War I. Comparatively quickly, within about 15 years, a Royal Commission deemed the structures and expectations of the scheme onerous and reductive, and the scheme was pronounced a failure. When viewed against the various, complex and ongoing expectations placed on Traditional Owners around land management and proving ownership, this comparison may indicate a lack of focus on the experience of Traditional Owners versus a predominantly white experience.

This is particularly concerning where the comparison is drawn between land freely given (some of which was taken from Aboriginal Reserves) in one scheme, versus land ownership having to be proven in another.



Din Din (Barron Falls), Djabugay Country, Queensland

The subtleties of culture and the relationship for Traditional Owners between land, language, culture, animals, the environment, and the wholeness of this for Traditional Owners, is not well understood generally. Separating the parts seems to require constant translation for Traditional Owners working within the frameworks of Native Title and other 'whitefella' constructs.

The connection through time to what country means, and the responsibility that goes with this for Traditional Owners walking in two worlds sometimes comes across awkwardly in these frameworks in the native title space. Further investment in translation may be one way forward.

In discussions on native title, it is generally agreed that regardless of a line in a constitution, this country always was always will be the home of Traditional Owners, however the country votes. It remains a sadness that threading this through the practices around native title and other related agenda is not taken more seriously, with genuine consideration in the structures that have been developed to support such recognition.

The most rewarding thing I have had the privilege of experiencing with Traditional Owners will always be seeing people grow up into leadership roles in many areas through education, commitment and a love for their country. Traditional Owners fought for fair pay, the vote and education. They continue to fight for recognition and the right to be at one with their home. All forms of education - cultural, formal, mentoring and by informal means, clearly, to my mind, give people true options to walk the path they choose, and change the things they want to chan

Practitioner Profile

Engagement and Development Support Team, North Queensland Land Council NTRB Aboriginal Corporation

North Queensland Land Council NTRB Aboriginal Corporation (**NQLC**) through its Engagement and Development Support Team (**EDST**) has a dedicated unit for providing advice for post-determination support to Prescribed Bodies Corporate in NQLC's statutory Region.

The EDST comprises two dedicated units, the Future Acts, Mining and Exploration (FAME) Unit and the PBC Support Unit (PBCSU) that work very closely together to provide comprehensive advice and wrap around support for those PBCs navigating the space of a post native title determination. The FAME Unit also provides advice to claim groups for future acts and cultural heritage matters pre-determination and, in some instances, where there is no claim at all.

Julia (Jules) Taylor is the Senior Legal Officer and Manager of the EDST with John Cecchi the Senior Legal Officer and Coordinator of the FAME Unit and David Jesudason the Senior Legal Officer and Coordinator of the PBC Support Unit.



Julia (Jules) Taylor Senior Legal Officer and Manager of the EDST



John Cecchi Senior Legal Officer and Coordinator of the FAME Unit



David JesudasonSenior Legal Officer and
Coordinator of the PBC
Support Unit

FAME Unit

The FAME Unit offers legal advice in relation to acts that may impact native title (Future Acts) including, but not limited to, mining, infrastructure and development and changes in tenure.

In addition to the notification functions and support for future acts, for many of the large projects, like renewable energy projects, a Cultural Heritage Management Agreement or Plan (CHMA or CHMP) is likely to be negotiated at an early stage before an ILUA and Ancillary Agreement. Early negotiation of a CHMA or CHMP has led to clients being able to inform the process for development approvals and environmental approvals. Two recent examples of this have been where that early engagement and cultural heritage surveys has resulted in wind turbines being relocated at a design phase as significant sites had been identified which was also a time and cost saving for the companies involved as they did not need to amend their approval applications because of the outcome of the cultural heritage surveys.

Although terms of agreements are confidential to our clients FAME Unit has recently negotiated agreements which have lifted the bar on compensation to even above what the commercial advisors have recommended as a benchmark for a project of its size and scope. Clauses in relation to the environment and provision of information have also strengthened clients' contractual rights. The FAME Unit regularly engages expert environmental lawyers and commercial advisors for their input into negotiations, costs of which are negotiated with the proponents before substantive negotiations commence under negotiation documents.

Wrap around services including establishing trusts, operational arms and robust policies and procedures are developed as part of the large negotiations and the FAME team works very closely with the PBC Support Unit to ensure that PBCs have the capacity to manage large agreements.

PBC Support Unit

The PBC Support Unit offers corporate and legal support to the 32 Registered Native Title Body Corporates (RNTBCs) within the NQLC NTRB area. PBCSU is also currently assisting 3 native title claim groups to develop policies and establish their corporations to be the RNTBC upon a successful determination of their claim.

Many RNTBCs are experiencing the need to establish operational arms/subsidiary ASIC corporations and charitable trusts to better manage risk as they expand their business operations and/or enter agreements with large financial and employment benefits. This is not always tied to large negotiations but may be necessary for managing CHMAs or a ranger program. PBCSU works with PBCs to identify business and funding opportunities and develop their internal infrastructure.

The PBCSU is also working with three PBCs who want to combine resources to establish a partnership corporation and compete for large government contracts through Supply Nation. This project is being managed by EDST who have also engaged external experts to establish the corporation and find suitable joint venture partners.

A career in Native Title

Native title is at the forefront of Australian jurisprudence. EDST staff are not just experts in native title law but also agreement implementation, alternative dispute resolution and commercial negotiations.

Native Title rights and interests intersect with almost every area of law in a complex environment. Native title holders exercising their rights and interests are testing old precedents from a new perspective, from immigration to tax, corporations', resources, planning, environmental and cultural heritage law at a local, state and federal level. It is a dynamic environment for any lawyer at any level.

The most rewarding part about a job in native title however is the clients. Working with Aboriginal People to protect their cultural heritage, environment and seeing real outcomes for the development of PBCs representing their common law holders is the most rewarding part of the job.



Mulgumpin (Moreton Island) as seen from Yarun (Bribie Island), Quandamooka Country and Kabi Kabi Country respectively, Queensland



Native Title Organisations (NTO) Workshops 2024

By Clare Sayers, Lilly-Rae Jones and Tony Eales





NTO Legal Workshop

This year's NTO Legal Workshop was held from 3 to 5 September in Meanjin (Brisbane) and consisted of thirteen presentations over the three days. With the highest number of registrations since the NTO Legal Workshop was first held in 2017, the workshop saw attendees from all 14 native title representative bodies and service providers, as well as a number of prescribed bodies corporate.

The presentations covered a broad range of native title-adjacent topics, such as renewable energy and agreement-making, carbon farming initiatives, preservation of evidence, as well as a tenure analysis workshop and presentations on various technical legal issues.

Key sessions included a new two-hour case law panel in which practitioners from representative bodies and service providers presented on matters of significance for the sector, as well as a session by counsel on statutory interpretation, judicial review, and briefing counsel.

Feedback received was overwhelmingly positive. We thank presenters and attendees for their time and look forward to seeing everyone at the next workshop in Warrane (Sydney).

NTO PBC Officers' Workshop

The NTO Prescribed Bodies Corporate (**PBC**) Officers' Workshop was held for the first time from 6 to 8 August 2024 in Gimuy (Cairns). The PBC Officers' Workshop arose from feedback from the sector highlighting a strong need for skill development in various areas for PBC officers and those working within and with PBCs. Over 70 PBC officers and support staff attended from across the country.

The workshop covered a variety of topics including sessions on grant-writing, facilitation skills, and PBC capacity building, as well as presentations by various native title representative bodies and service providers on programmes they run relevant to PBCs (such as Central Land Council's 'PBCmob app', and Queensland South Native Title Services' 'People, Place and Partnership Program').

We thank presenters and attendees for their time. Details of next year's NTO PBC Officers' Workshop will be released in early 2025.



NTO Researchers' Workshop

The NTO Researchers' Workshop was also held for the first time from 30 July to 1 August 2024 in Mparntwe (Alice Springs). The workshop provided an opportunity for approximately 30 researchers employed by native title representative bodies and service providers to come together to exchange knowledge, discuss best practices and engage in important conversations relating to native title.

The presentations over the three days included sessions on the AIATSIS' Collection, preserving research materials, trauma-informed approaches to native title work, and being an expert witness and writing for court proceedings (with guidance from Tina Jowett SC).

We thank presenters and attendees for their time. Details of future NTO Researchers' Workshops will be released in due course.



Frillneck lizard in Gimuy (Cairns), Gimuy Walubarra Yidinji Country, Queensland

Youth Forum 2024

By Lilly-Rae Jones

The 2024 Youth Forum was held from 4 to 6 June during the AIATSIS Summit attended by approximately 60 young Indigenous people. The forum provided the opportunity for participants to network and to share and learn from the experiences of young people working in governance, native title and Indigenous nation-building areas.

On day one, Brittany Henderson, Luke Styche and Zoe McCarthy from the Australian Indigenous Governance Institute (AIGI) conducted a governance masterclass. Attendees learnt about strategic planning and leadership, how youth might amplify their voices in boardrooms, and the principles of two-way governance and Indigenous governance excellence. These sessions emphasised the importance of maintaining cultural identity while navigating the complexities of the corporate world (that is, 'walking in two worlds').

Day two commenced with a yarning circle facilitated by Lilly-Rae Jones and Latoya-Sharnae Jones from the Indigenous Country and Governance (**ICG**) unit of AIATSIS. The yarning circle provided a networking opportunity for attendees and a chance to share some inspiring good-news stories from their communities.

After the yarning circle, Alice Pepper, Jordan Edwards and Josh Carter from First People's Assembly Victoria (**FPAV**) held a mock treaty negotiation session to provide insight into the processes involved in treaty negotiations.

The day closed with a presentation from Trea Mongta, Victory Arnold-Rendell, Dakota Bonner, Alanah Parente, Jeremy Last and Dawyte Hart O'Neill from Office For Youth (**OFY**). Their presentation consisted of an overview of OFY's work, as well as managing culturally responsive environments for First Nations young people.

The final day of Youth Forum began with a presentation from the National Native Title Council on the United Nations Permanent Forum on Indigenous Issues. The Koorie Youth Council then presented a session titled 'Young Mob Working in Policy and Advocacy'. Youth Forum 2024 came to a close with a powerful talk from Commissioner Meena Singh from the Commission for Children and Young People Victoria.

Feedback received by participants was extremely positive and demonstrated that participants not only honed valuable skills but also made some strong connections with other Indigenous young people working for change in their communities and workplaces.



Mission Beach, Djiru Country, Queensland

Youth Events

About Us

AIATSIS's Indigenous Country and Governance Unit (ICG) produces resources and delivers activities to support the native title sector, and in particular native title representative bodies, service providers and prescribed bodies corporate.

AIATSIS Summit 2025

The ICG will be hosting a governance workshop for youth at the AIATSIS Summit 2025 in Gulmerrogin (Darwin). The governance workshop will take place over 2 half days on June 5 and 6 June 2025.

The governance workshop brings young Indigenous youth together to share their experiences and to develop their governance skills.

The workshop will be a culturally safe space for young people to share ideas and opinions and to discuss their experiences of governance in their professional and community roles.

The ICG will co-facilitate the interactive workshop with the Australian Indigenous Governance Institute.

Further information about the workshop will be released in 2025. If you would like to register your name to receive updates about the workshop, please send an email to the ICG team at: nativetitlereserachunit@gaiatsis.gov.au

Further information about the 2025 AIATSIS Summit can be found at: https://aiatsis.gov.au/whats-new/events/aiatsis-summit-2025.



Walsh's Pyramid, Wooroonooran National Park, Malanbarra Yidinji and Wanyurr Majay Yidinji Country, Queensland

Karajarri Traditional Lands Association (Aboriginal Corporation) RNTBC v State of Western Australia [2024] FCA 1114ⁱ

By Clare Sayers and Zane Lindblom

Background

This case concerned a novel application brought by the Karajarri Traditional Lands Association (Aboriginal Corporation) RNTBC (the **applicant**) which holds the native title rights and interests of the common law holders on trust, recognised in two separate determinations in 2002 and 2004 (the **Karajarri determinations**).

The applicant sought orders for the taking and preservation of evidence of five key, elderly Karajarri witnesses, who suffered from various health conditions, in anticipation of a future compensation claim being filed in the Federal Court of Australia (the **Court**). Kimberley Land Council (**KLC**), which assisted the applicant in bringing this application, deposed that due to insufficient resources, the applicant is unlikely to be able to file the compensation claim until at least 2026 by which time the health and age of the witnesses may prevent evidence being adduced.

The State of Western Australia was a respondent to the matter and the Commonwealth joined as an intervener.



Kalbarri, Nanda Country, Western Australia

Facts

The applicant intends to file a compensation claim relating to, at the least, an area of the Karajarri determinations subject to a special lease for the purpose of 'cultural pearl industry' (**Pearl Industry Lease**). The applicant submitted that the Pearl Industry Lease was unlikely to be the only compensable act; however, it was of particular importance in the proceeding because it was an area for which five particular Karajarri people are the knowledge holders.

The knowledge holders are Jimmy Edgar, Janet Cox (nee Edgar), Undabudi (Thomas Edgar), Judy Edgar and Joe Edgar (the **Edgar siblings**). Due to ill health, there is a concern that the Edgar siblings may not be well enough to provide reliable evidence regarding the Pearl Industry Lease area at the time a compensation claim is filed. All parties agreed that the Edgar siblings' evidence would be crucial in relation to the cultural loss aspect of the proposed compensation claim.

The applicant gave evidence that, due to its lack of financial and human resources, it would be unable to file and progress a compensation claim without the assistance of the KLC. The KLC made submissions consistent with the applicant's evidence, and also indicated that the KLC has a lack of resources to commence compensation proceedings at this stage.

As such, the applicant sought orders allowing for the taking and preservation of evidence of the Edgar siblings in order to ensure that evidence was not lost.

Questions for the Court to determine

In deciding whether to make orders for the taking and preservation of the Edgar siblings' evidence, the Court considered it had three questions to answer:

- (a) first, whether the Court had the jurisdiction to hear and determine this application;
- (b) second, if the Court did have jurisdiction, what would be the source of its power to make the kinds of orders sought; and
- (c) third, if the Court had jurisdiction and power to make the orders sought, whether the Court should exercise its discretion to make the orders in relation to all five people, or only some of them.

Question 1: Jurisdiction

The question of jurisdiction was uncontroversial. All parties, and the Court, agreed that the Court had jurisdiction to decide this application under s 39B(1A) (c) of the Judiciary Act 1903 (Cth), which provides that the Court has jurisdiction in any matter 'arising under laws made by the Parliament', other than criminal matters. Given this matter arises under the NTA – a law of Parliament – the Court has jurisdiction.

Further, the applicant and the Commonwealth submitted that the Court also had jurisdiction pursuant to s 213(2) of the NTA, which explicitly provides the Court has jurisdiction in relation to matters arising under the NTA. The Court also accepted this.

Question 2: Power

All parties submitted that the Court had the power to make the orders sought and that s 23 of the Federal Court of Australia Act 1976 (Cth) (FCA Act) was the clearest source of power. The Court agreed.

Section 23 of the FCA Act provides that the Court has the power to make orders the Court thinks appropriate in relation to matters in which it has jurisdiction. In her judgment at [81], Mortimer CJ stated:

The 'right' conferred by the NTA to claim compensation for 'cultural loss' would be a hollow one if this Court did not have power to make orders for the early taking and preservation of evidence capable of proving the loss that has been suffered. More hollow is, as here, the evidence is likely to be the evidence most probative of loss and/or adverse effect. Section 24 confers power to make orders of the kind sought, where the Court is satisfied on the evidence they should be made.

The Court was satisfied that it held the relevant power under s 23 of the FCA Act. Mortimer CJ noted that the parties made submissions on other sources of power, including s 46 of the FCA Act (providing for orders relating to the examination of witnesses) and rule 29.23 and of the Federal Court Rules 2011 (Cth), which provides for orders to be made relating to evidence of a future right or claim. Her Honour accepted that s 46 of the FCA Act was also an avenue of power available to the Court, and that, given her conclusions on ss 23 and 46 of the FCA Act, it was unnecessary to decide whether the rule 29.23 conferred the appropriate power.

ⁱ Judgment available here: https://www.judgments.fedcourt.gov.au/judgments/Judgments/fca/single/2024/2024fca1114



Lighthouse near Gwoonwardu (Carnarvon), Gnulli (Yinggarda, Baiyungu and Thalanyji) Country, Western Australia

Question 3: Discretion

Mortimer CJ was satisfied that the Court had jurisdiction to hear and determine the application for the taking and preservation of evidence of the Edgar siblings prior to the commencement of the proposed compensation claim. Further, the making of the orders sought was appropriate for the purposes of s 23 of the FCA Act.

The Court considered whether it was appropriate to make the orders in relation to only one of the Edgar siblings – Jimmy Edgar, whose evidence had already been taken – or whether the orders should extend to all five siblings. The parties differed in their positions on this issue, apparently due to a concern that making these orders would open 'floodgates' in other matters ([95]-[97]). In this instance, Mortimer CJ did not share this concern. The Court considered that the application for the preservation orders was well prepared, and the outcome of the proposed compensation application would be heavily dependent on the preservation of the Edgar siblings' evidence. Mortimer CJ held that the likelihood of the foreshadowed claim was well established on the evidence; it was 'neither fanciful nor a mere aspiration' ([98]).

Mortimer CJ found that there was a reasonable chance that none of the Edgar siblings would be well enough to give oral evidence once the compensation claim is filed, and, even if they were well enough, their memories are likely to be less reliable than they currently are.

Additionally, Mortimer CJ noted that First Nations witnesses typically provide more fulsome evidence when in comfortable environments and surrounded by the right people. On that basis, Her Honour found it important that all Edgar siblings be present together when providing evidence.

Pursuant to Division 34.7 of the Federal Court Rules 2011 (**Rules**), the Court has the power to change how First Nations people provide evidence. Her Honour acknowledged that the giving of evidence in groups has usually only occurred in connection trials; however, Mortimer CJ found no difference in principle as to why the same process should not be adopted in appropriate compensation trials because the Rules make no such distinction.

In concluding her reasons for finding that the Court should exercise its discretion to allow for the orders to extend to all Edgar siblings, Her Honour stated at [124]:

Therefore, the primary reason I have decided to make the orders sought is to afford the applicant the best chance of adducing the most reliable and in-depth evidence possible, in circumstances where it can be tested both individually and collectively, where potential witnesses are likely to be at their most comfortable and in the best state of health they can be.

Jimmy Edgar evidence

In addition to deciding the three main questions above, the Court also considered whether recorded video evidence of Jimmy Edgar should be made available to certain parties. Pursuant to s 37AG(1) (a) of the FCA Act (the power of the Court to make suppression orders), the Court had previously ordered that the recording not be made available to any person until further order.

Mortimer CJ decided that the recorded video evidence should be made available to the applicant and the State on the basis that disclosure of the evidence may assist by facilitating agreement between the parties regarding compensable acts.

Orders made

The Court ordered that a preservation of evidence hearing be listed in order to enable the taking and preservation of evidence of the five Edgar siblings.

The Court made further orders to assist with the administration of the above order.



Lilies, Gimuy (Cairns), Gimuy Walubarra Yidinji Country, Queensland

The Aboriginal and Social Justice Commissioner's Women in Native Title: Native Title Report 2024

In March 2024, the then-Aboriginal and Social Justice Commissioner (**the Commissioner**), the Hon June Oscar OA presented the Women in Native Title: Native Title Report 2024 (**the Report**) to the Attorney-General, the Hon Mark Dreyfus KC MP, pursuant to section 46C(2B) of the Australian Human Rights Commission Act 1986 (Cth)(**the Act**).

Section 46(2B)(a) and (b) of the Act provides that the Social Justice Commissioner may submit reports to the Minister (Attorney-General) regarding:

- the operation of the Native Title Act 1993 (Cth) (NTA); and
- the effect of the NTA on the enjoyment and exercise of human rights by Aboriginal persons and Torres Strait Islanders.

The report was tabled in Parliament by the Attorney-General's Portfolio on 21 August 2024.

The report provides an account of the 'experiences, perspectives, aspirations and solutions of First Nations women within the native title system'. In presenting the report to the Attorney-General, Ms Oscar noted that her hope is that it:

provides a stepping stone that elevates native title reform as a critical issue for attention in the broader context of the need for structural and systemic change, and emphasises the need for the supported participation of First Nations women and their communities in the conversations, decisions, processes and structures that ensue as part of future reform work.

The Report follows from the Commission's Wiyi Yani U Thangani (Women's Voices): Securing Our Rights, Securing Our Future Report 2020 and contains 29 recommendations for the Attorney-General's consideration. The recommendations fall under the following broader themes:

- Broader structural reforms to create enabling environments (recommendations 1-5)
- Establishment of a First Nations Native Title Reform Council to drive reform (recommendation 6)
- Implementation of all recommendations made in Wiyi Yani U Thangani (recommendation 7)
- Recommendations derived from contributions to the Women in Native Title Report (recommendations 8-14)
- Previous NTA-specific reforms (recommendations 15-29)

The Report and the Community Guide to the report can be accessed on the links below.

Women in Native Title Report: Native Title Report 2024

Women in Native Title: Native Title Report 2024 Community Guide

¹ 'Women in Native Title Report: Native Title Report 2024' is available here: https://humanrights.gov.au/our-work/aboriginal-and-torres-strait-islander-social-justice/publications/women-native-title.

[&]quot;'Women in Native Title: Native Title Report 2024 Community Guide' is available here: https://humanrights.gov.au/our-work/ aboriginal-and-torres-strait-islander-social-justice/publications/ women-native-title-0.

What's happening around the country? - Page 14 and 15 footnotes

- See here for more information: https://www.sbs.com.au/nitv/article/laws-to-end-path-to-treaty-fast-tracked-in-shock-move/k0mweau1n
- " More information: https://statements.qld.gov.au/ statements/100565.
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- ^{xii} More information: https://www.abc.net.au/ news/2024-11-27/federal-court-judgement-144million-stolen-wages-to-families/104644674
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