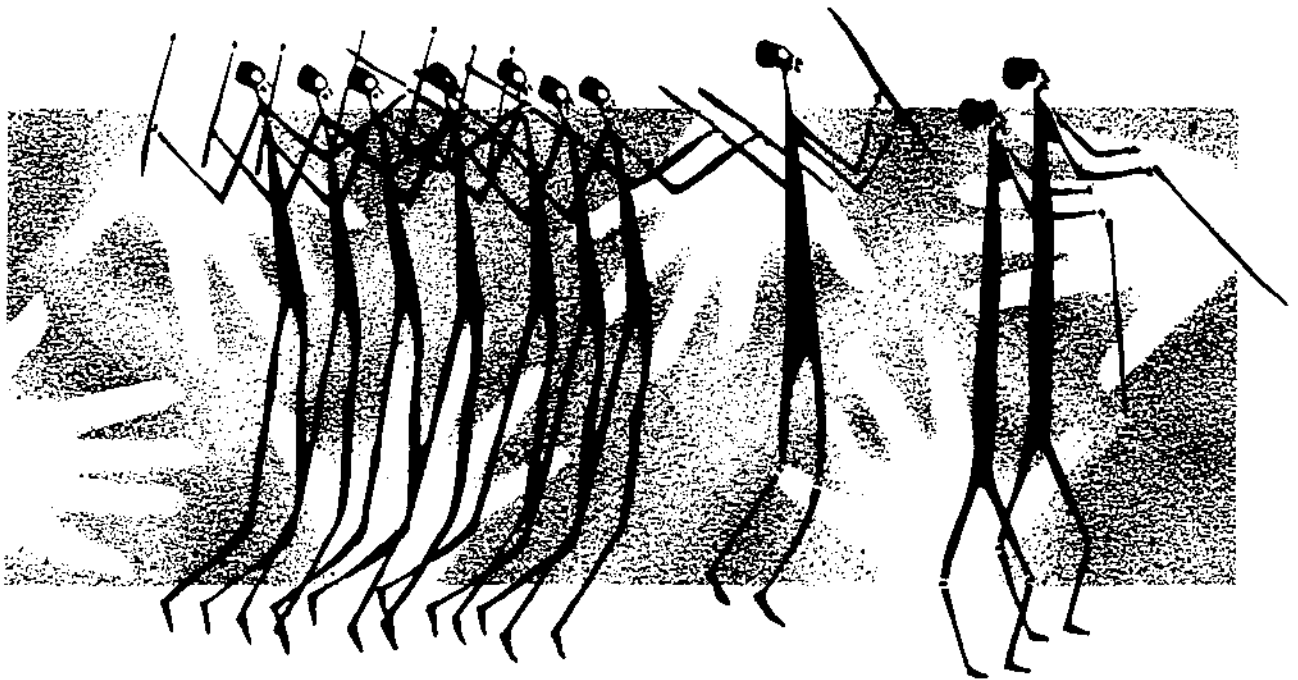


Kakadu Region

Social Impact Study

Community Action Plan



Report of the Study

Advisory Group

July 1997

A study jointly funded by the
Commonwealth and Territory
Governments, the Northern
Land Council, and Energy
Resources of Australia

This report is one of two reports that describe the Kakadu Region Social Impact Study.
A separate report describes the aspirations and expectations of Aboriginal people in the Region.
This report is a response and proposes a Community Action Plan.

This report should be cited as follows:

Kakadu Region Social Impact Study: Community Action Plan 1997. Report of the Study Advisory Group, July 1997. Supervising Scientist, Canberra.

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Printed in Darwin by Image Offset.

Senator the Hon Robert Hill
Minister for the Environment
Parliament House
Canberra ACT 2600

Dear Minister

In September 1996 the Commonwealth and Northern Territory Governments, the Northern Land Council and Energy Resources Australia agreed a Social Impact Study should be undertaken in the Kakadu Region.

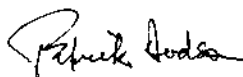
Aboriginal people of the region have, through the Aboriginal Project Committee, provided a statement of their experiences, values and aspirations regarding the future of the region. Their report was provided to the Study Advisory Group one month ago.

We now present the Study Advisory Group's response to that report - a community action plan. The action plan has come about from a very positive group process in which inevitably some compromises were necessary.

The action plan provides a comprehensive and coordinated response to the obvious imbalance of impacts from developments in the region, an imbalance caused by the failure of the Social Contract imposed almost 20 years ago as part of the decision to approve uranium mining.

If the action plan is implemented it will provide a framework for improving the condition of the Aboriginal people's lives, and increase their capacity to engage effectively in the decision making in the region.

Yours sincerely



PATRICK DODSON
31 July 1997



Professor JON ALTMAN GALARRWUY YUNUPINCU



VICTOR COOPER



JOHN HICKS



NEVILLE JONES



Dr ARTHUR JOHNSTON



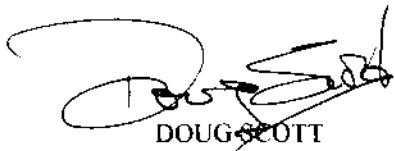
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Chairman's Foreword

The Aboriginal people of the Kakadu Region have been placed in a unique position because of the imposed social contract that the Commonwealth Government entered into when it overrode their wishes and permitted the mining of uranium in the Alligator Rivers Region of the Northern Territory. It is now as a consequence of this and other arrangements that almost 20 years on the major stakeholders have embarked upon this Kakadu Region Social Impact Study. This is however, the first time that the Aboriginal people have had the opportunity to consider impacts from their own perspective. There was not enough time to do things to the satisfaction of several of the members of the study and as a consequence there are a number of issues that we were not able to consider or comment on.

The aim of this study was to have a comprehensive study of the social impact of the various developments on the Aboriginal people in the Kakadu Region. It was hoped that from the study there would be a clear statement of Aboriginal experiences, values and aspirations regarding such developments. Further, it was expected there would be developed a proposed community action plan to enhance or mitigate impacts associated with development of the Region. The Aboriginal Project Committee have recorded their endeavours in their own report which will be a parallel document to this report.

The challenge was to develop a community action plan for the Aboriginal people that would deal with impacts upon them since the mining of uranium began at Ranger, the establishment of the mining town of Jabiru and the creation of Kakadu National Park. There has been the passing of the *Aboriginal Land Rights (Northern Territory) Act 1976* which set up the Northern Land Council and the requirement for royalty receiving, and Aboriginal incorporated bodies to manage income from the mine and from the national park. The study was attempted over a 10 month period and the results are put forward in this report, especially in Chapter 3 'The Community Action Plan'.

The major stakeholders that sponsored this study were the Commonwealth and Northern Territory Governments, the mining company Energy Resources of Australia and the Northern Land Council. They agreed to a two strand approach. Firstly, there was the Aboriginal Project Committee which was constituted of Aboriginal people from Kakadu. This committee had its own Aboriginal chair and selected its project team. It had the primary task of ascertaining the views and aspirations of the Aboriginal people in relation to impacts both arising from the past and those likely to arise in the future. Secondly, there was the Study Advisory Group with an independent chair and independent expert. Its membership was made up of the representatives of the key stakeholders as well as from the Jabiru Town Council and the chairman of the Aboriginal Project Committee. Their primary task was to develop the proposed community action plan in association with the Aboriginal Project Committee. It was hoped that matters identified during the course of the study might have been capable of negotiation as the study progressed. As most of the representatives were not decision makers it was Energy Resources of Australia that was able to make positive practical responses to issues when raised. This should not be taken to mean there was not a lot of constructive suggestion from other members of the study.

This study ended on a very positive note. The appreciation of the complexity of the impacts and the need to work cooperatively to pursue the aim of the recommendations is an indication of the spirit that prevailed throughout the study.

The one matter that was not specifically part of the study was the question of the Jabiluka mine. This question is of central concern for the traditional owners of the area. These same

traditional owners are also the ones who will need to be involved with many of the proposals that concern Jabiru town and its future arrangements.

Kakadu as a unique area of natural beauty should not overlook the opportunity that exists for the cultural and social interaction, if handled sensitively by all who visit or live there. Kakadu National Park as a World Heritage area could also become an area of world admiration if development can sit inside a national park and where the clash of non-Indigenous and Indigenous worlds can be reconciled to express the harmony of balanced rights and privileges. Kakadu will be contributing to a world in need of human reconciliation as well as human reconciliation with nature.

Acknowledgments

On behalf of the Study Advisory Group, I would like to acknowledge and thank the following people for their contribution to the Study:

- the Aboriginal Project Committee members, especially the Chairman Victor Cooper, for giving their time, advice and insight;
- the Aboriginal Project Team - Robert Levitus, Mel Sheppard, Rebecca Bennett, Claire Willsher - for their commitment to the task;
- Gail Barrowcliff (from the Environmental Research Institute of the Supervising Scientist) and Ilona Crabb (from the Centre for Aboriginal Economic Policy Research) for administrative support and encouragement;
- Jenny Taylor and Ben Bayliss (from the Environmental Research Institute of the Supervising Scientist) for the cover design and assisting with the figures;
- Mandy Muir and Daluk Daluk for the original screen artwork; and
- Paul Lane (from the Council for Aboriginal Reconciliation) for advice and assistance throughout.

I would also like to thank the following organisations for providing extra financial support and resources during the Study:

- Energy Resources of Australia;
- Environmental Research Institute of the Supervising Scientist;
- Gagudju Association; and
- Northern Land Council.

There were also many people from organisations throughout the Region who assisted the Study Advisory Group through information briefings during the Study, and by hosting meetings of the Study Advisory Group.

Finally, the completion of the Study within the time constraint stipulated would have been impossible without the support and assistance provided to all members of the Study Advisory Group by its Executive Officer Michelle Andrews, located at the Environmental Research Institute of the Supervising Scientist. Michelle's efforts and inputs were, at times, unbelievable and the completion of the Report would have been impossible without her energy, commitment and efficiency.

Patrick Dodson
Chairman
on behalf of the Study Advisory Group
31 July 1997

Abbreviations

ABTA	Aboriginals Benefit Trust Account
AIAS	Australian Institute of Aboriginal Studies
APC	Aboriginal Project Committee
ATSIC	Aboriginal and Torres Strait Islander Commission
CDEP	Community Development Employment Projects
EIS	Environmental Impact Statement
ERA	Energy Resources of Australia Ltd
ERISS	Environmental Research Institute of the Supervising Scientist
JTC	Jabiru Town Council
JTDA	Jabiru Town Development Authority
KRSIS	Kakadu Region Social Impact Study
NLC	Northern Land Council
PAN	Parks Australia North
SAG	Study Advisory Group

Vision Statement

Australia is enhanced by the Kakadu Region and central to that is its World Heritage listed National Park.

Kakadu has unique lands and environmental assets that are enriched by the living cultural heritage of Aboriginal people who have occupied these areas for many thousands of years. Seasonally the landscape adjusts and modifies with the peculiarity of the wet and the dry seasons.

Modern people can live in cooperation with their great cultural heritage and environmental landscape or we can despoil it and ruin it for future generations of the human race. All who visit or live within this region have a responsibility to preserve this unique place. This includes governments with their various legislative arrangements; the tourists who visit and are inquisitive; the mine employees who bring attitudes and values from afar; the National Park administration whose expertise often remains western rather than indigenous; and the indigenous Australians who often seek western standards whilst remaining within a cultural tradition that is itself changing and adapting.

The decision to approve uranium mining was not taken in isolation to the above uniqueness of the Kakadu Region. Aboriginal opposition to uranium mining notwithstanding, a series of safeguards, concessions and offsets were to be put in place in order to minimise the potential risk created by large numbers of people entering the area. In addition to this threat to Aboriginal welfare there were particular concerns about potential for damage to country and to sacred sites, such as Mount Brockman.

The Commonwealth Government imposed a social contract as part of the decision to approve uranium mining at Ranger Mine (Commonwealth of Australia 1977). It did this broadly with the Australian public and with the Aboriginal people of the Kakadu Region through the *Aboriginal Land Rights (Northern Territory) Act 1976*.

The most important components of the social contract were the creation of the extensive Kakadu National Park jointly managed by traditional owners and the Commonwealth parks service, Aboriginal land rights from which mining royalty equivalents would be provided to financially benefit Aboriginal people of the Region, support mechanisms like land councils to assist all Aboriginal people, restrict the scale of infrastructure and development through the creation of a limited tenure mining town, and provide a comprehensive environmental protection package to monitor the effect of uranium mining.

Some 20 years on we can look and gauge the success of the social contract. The indicators that proclaim success are that: we do have a magnificent World Heritage area jointly managed by traditional owners and the Commonwealth; the Ranger uranium mine continues under close supervision and any biophysical impacts are extremely localised; there is staged or controlled development; there are financial benefits from the royalty money under the *Aboriginal Land Rights (Northern Territory) Act 1976*; there has been major expenditure and business development in the Region; and the population of the Kakadu Region is 2,000, about one-quarter Aboriginal people.

However, some of the worst fears of Aboriginal people of the 1970s have come to pass. Whilst conditions are neither demonstrably better, nor worse, than other Aboriginal communities in the rest of the Northern Territory, the living conditions of some of the Aboriginal communities are acceptable, but others are as of the third world. Key social indicators like education, health and employment are as bad as any community in Australia.

Alcohol misuse is chronically debilitating to individuals and social interaction. Aboriginal social, political and economic aspirations in the Region are growing and changing. Competition among Aboriginal factions in the Region over access to royalty money has been quite destructive. There is a lack of effective communication and understanding between the various co-inhabitants of Kakadu. Institutional arrangements, once intended to protect Aboriginal people from the pressures of negotiations, have unintentionally grown to become impediments to mutual interaction, appreciation and cooperative action. Whether Jabiru should remain a limited tenured mining town or not suffers from various interpretations of the notion of 'normalisation'.

What is important is that the social contract of 20 years ago, which was to have the safeguards and offsets to allow the various cultures to co-exist and to flourish, has not lived up to the expectations of the people of the time. However, it is neither fair, nor accurate, to deduce that the mining or miners have failed or have caused the problems. Nor the Aborigines, the governments, the agencies or even the tourists. Indeed we see no profit in applying blame to any particular group. This does not excuse us from seeing the shortcomings, as well as the successes. It is fair to deduce that in some areas we collectively have failed. And that it would be intolerable if we did not find better solutions for the present and serve to mitigate continuing impacts for the future.

The challenge still remains as to how we make Kakadu a better place for all where the Aboriginal people can exercise their sense of ownership and control over their lands whilst sustaining the legitimate interests of these primary impacts upon the social, cultural and economic aspirations of the Aboriginal people. There is also the need to ensure that equity is achievable in terms of sharing in the regional economic growth whilst permitting for Aboriginal aspirations, in all their diversity. It is important that those Aboriginal people who so desire can partake of economic opportunities generated by regional growth, while others who may wish to be insulated from such changes, can do so without being penalised and marginalised in political and socio-economic terms.

Some 20 years on, in a climate of reconciliation, the social contract needs reaffirmation and modification. It needs to be revised and revitalised. In so doing, Aboriginal people must come to the table with a status that reflects their important role in determining the future of the Kakadu Region. This study has attempted to do that, and the action plan that we propose provides the framework for a revitalised social contract.

All people living and working in the Region must be made aware of the underpinning social contract that gives rise to the unique legislative and administrative arrangements that seek to shore up the Aboriginal people's rights within the Region. They need also to understand that adjustments and modifications of their rights, and obligations and privileges, will be necessary as part of their contribution to the minimisation of impacts upon the Aboriginal people of the area as well as to the sustaining of the World Heritage status of the Park.

Central to the restatement of the social contract for Kakadu is the emphasis on controlled and staged development, environmental and cultural protection should reflect the evolving best practice, certainty should be provided in servicing all the citizens of the Kakadu Region and consideration should be given to the important role Aboriginal people, the Region's long-term residents, should hold in terms of dealing with current impacts and mitigating future impacts.

It is important to note that in the past, important steps to regional reconciliation have been made and that new incentives are under way. We should not be over influenced by the particularities of the present time, where there are political tensions, precipitated by the

prospect of further major development in the Region in the shape of the proposed Jabiluka uranium mine that has become a possibility after a change in Federal Government and the uranium export policy in March, 1996.

Today, more than before, it is paramount for the diversity of the stakeholders in the Region to reconcile their differences, take responsibility for this unique place and focus again upon the high degree of symbiosis between indigenous and non-indigenous interests in the sustainable management of the environment and the appropriate management of tourism. Reconciling the extremely important social and cultural icons that Aboriginal people have involvement, ownership and management in, with the justifiable needs of those living in substandard conditions in Park communities and on the fringes of Jabiru town, has to be a challenge for both the Aboriginal and non-Aboriginal domains.

All who belong or come to live in the Kakadu Region have the best opportunities to reflect the meaning of a reconciled Australian society. If Kakadu is to be more than just a memorable place with World Heritage environment features, it also must demonstrate coexistence and mutual respect that is required when human beings from different cultures and life ways meet; where governments respond with distinction in achieving and maintaining the better aspects of human relationships and the interaction with the environment.

The uniqueness of the arrangements interlocking over Kakadu underlies the enormous opportunity for the Region in all its diversity to manifest how we, as human beings, respond to the challenge of reconciliation and are prepared to promote its positives, not only for Australians, but for the many thousands of visitors who come to Kakadu National Park.

Recommendations

The future of Jabiru

The SAG recommends that:

- it be recognised that defining Jabiru as a closed mining town is an anachronism;
- the importance that the Aboriginal Project Committee attaches to having Jabiru legally recognised as Aboriginal land be endorsed;
- the momentum generated by the current social impact study provides a significant opportunity for achieving Aboriginal ownership provided the head lease is extended in a manner that safeguards commercial interests. The SAG notes that the preliminary final Kakadu Plan of Management includes the safeguard that the Director of National Parks and Wildlife will not change the status of Jabiru without the consent of relevant Aboriginal people;
- the Commonwealth and Northern Territory Governments immediately sponsor a community consultation program to:
 - provide information on existing and potential governance arrangements, - develop a vision for the future of Jabiru and the Region, and
 - discuss options for achieving Aboriginal ownership of the town while extending the term of the head lease under conditions that protect commercial as well as Aboriginal interests; and
- the consultation program be used as inputs to negotiations and decisions on the future of Jabiru and the Region (Recommendation 3.12)

Governance and service provision

The SAG recommends that:

- the issue of governance and service provision in the Kakadu Region is a major consideration for the key stakeholders in the Region; and
- the governments ensure further investigation and consultation is undertaken prior to solutions being decided and implemented (Recommendation 3.20).

Political futures

The SAG recommends that:

- the Northern Land Council continues to attempt to resolve the current dispute between the Gagudju Association and the Gundjehmi Aboriginal Corporation as a priority for the Kakadu Region;
- notwithstanding the key significance of traditional ownership and clan-based decision making in the Region, there is a need for principles of coordination, rationalisation and efficiency to guide regional service provision and financial resource management;
- the regional initiatives to establish joint approaches through community action groups to deal with a range of issues including alcohol abuse, housing and infrastructure needs and employment and training are applauded. Such joint Aboriginal/non-Aboriginal collaborations and actions must be effectively maintained (Recommendation 3.26).

Education

The SAG recommends that:

- the Northern Territory Education Department, in consultation with the Northern Territory University Resource Management Working Party, establishes an Aboriginal education centre at the Jabiru Area School. The centre should be a 'two-way' inclusive facility and should include the functions and programs listed in 3.19.
- the Northern Territory Education Department, in consultation with the Aboriginal associations, Jabiru School Council and the Aboriginal Student Support and Parent Awareness Committee establishes an Aboriginal Education Task Force to
 - investigate the need for an outstation preschool facility, and
 - undertake ongoing monitoring of Aboriginal education, and recommend action as required (Recommendation 3.34).

Employment and training

The SAG recommends that:

- all major employers in the Region include in their corporate plans employment and training strategies (employment, training, post-secondary education, joint venturing, contracts, etc), in consultation with the Kakadu/West Arnhem Employment, Education and Training Group. The strategies should establish clear targets, and be reviewed and reported on an annual basis;
- the recent introduction of the CDEP scheme in the Region be supported as a means to assist long-term unemployed Aboriginal people become more work ready. Similar strategies should be adopted by employers in the Region through day-labour programs. However, it is imperative that people who have aspirations for full-time work are not locked into part-time work and that options to exit the CDEP and day-labour or to expand part-time work to full-time work are fully explored;
- the activities of the Kakadu/West Arnhem Employment, Education and Training Group are acknowledged, endorsed and strongly supported (Recommendation 3.41).

Housing and infrastructure

The SAG recommends that:

- the activities of the Kakadu Accommodation and Infrastructure Group are acknowledged, endorsed and strongly supported;
- the responsibilities of the Group's proposed Outstation Resource Centre be formally incorporated into future governance arrangements for Jabiru and the Region;
- the Indigenous Housing Authority of the Northern Territory undertake a systematic and independent review to assess current and potential future regional Aboriginal housing needs, and options for meeting these needs;
- the Indigenous Housing Authority of the Northern Territory gives priority to negotiating joint funding agreements with the proposed Outstation Resource Centre, Jabiru Town Council and any other interested parties to meet housing, infrastructure and environmental health backlogs within the Kakadu Region, and also to establishing an appropriate upgrading and maintenance program for Manaburduma (town camp); and
- the Northern Territory Government, Energy Resources Australia and Parks Australia North immediately consider options that will allow the provision of Aboriginal (non-industry)

housing and community facilities in Jabiru. The options considered should include housing provided through the Northern Territory Housing Commission (Recommendation 3.47).

Health

The SAG recommends that:

- the Gagudju Association be encouraged to maintain its health services. Priority attention should now be given to antenatal care and environmental health services, and in particular education in these areas. This requires coordination between the Gagudju Health Team, the Women's Resource Centre Working Group, the JTC, and the Northern Territory Government;
- the Northern Territory Government (Health and Community Care program) and the Commonwealth Government (Aged Care Package program) continue to support the Aged and Disabled Care Service established last year in the Kakadu Region; and
- the Northern Territory Health Services make a concerted effort to establish key baseline health indicators and a system for reporting and monitoring by the Jabiru Health Clinic (Recommendation 3.52).

Alcohol

The SAG recommends that:

- every effort is made to support the implementation of the Corporate Plan of the Gunbang Action Group. In particular, the Northern Territory Government should provide funding for counselling and administrative support;
- Parks Australia North and the Liquor Commission consult with the Gunbang Action Group on all applications to establish permanent liquor outlets that have the potential to impact on the Region; and
- the Liquor Commission and the Gunbang Action Group include in their considerations liquor outlets which fall outside the Kakadu Region if they are likely to be a significant source of alcohol for the Region (Recommendation 3.56).

Sport and recreation

The SAG recommends that:

- the Northern Territory Government approves the grant application by the JTC for funding the expansion of sporting and cultural activities in the Region; and
- further initiatives in the Region promoting Aboriginal sport and recreation be encouraged and supported by the Northern Territory Government (Recommendation 3.60).

Women's Resource Centre

The SAG recommends that:

- the proposal for a Women's Resource Centre in Jabiru be supported and pursued, in consultation with the senior traditional owner (Recommendation 3.65)

Ceremonies

The SAG recommends that:

- the Aboriginal associations in the Kakadu Region support and encourage participation in ceremonial activities by:
 - seeking funding from the Aboriginals Benefit Trust Account and regional organisations for vehicles, and
 - examining options for providing financial and in-kind support to individuals to participate in ceremonial activities (Recommendation 3.69).

Communication

The SAG recommends that:

- all people and organisations in the Kakadu Region have the responsibility to communicate, and existing institutional barriers should be removed. When there is negotiation towards a legally binding agreement there should be a requirement for a nominated formal negotiator;
- all organisations in the Region develop and implement communications strategies, and report annually on performance;
- the major employers in the Region, in consultation with the Northern Territory University, establish regional cross-cultural training, obligatory for all employees and available to all residents in the Region. The training should be provided regularly and not just on a once-off basis. Local Aboriginal people should be encouraged to provide this service on a purchase-provider basis;
- all major employers in the Region develop a standard information package to be provided to all potential employees explaining the responsibilities and benefits of working and living in the Kakadu Region;
- the JTC introduce mechanisms to recognise Aboriginal people and their culture, foster communications and develop community attitudes which reflect and promote the cultural heritage of the Region. These mechanisms may include:
 - an Aboriginal liaison committee, with Aboriginal and non-Aboriginal representatives who are resident in the Region;
 - an introductory function and information package for all new residents.
- Aboriginal participation in the Region (eg consultation over employment agreements), where possible, be through development of regional policies to minimise the excessive burden individual consultation would place on Aboriginal people; and
- the NLC develop a manual on best practice communication with Aboriginal people of the Kakadu Region (Recommendation 3.74).

Economic futures for the Region

The SAG recommends that:

- a comprehensive Aboriginal economic development plan that strategically assesses economic options is facilitated urgently by the Northern Land Council on behalf of Aboriginal interests in the Region. There is need for an information mechanism that will highlight the common features of successful models and of commercial failures;

- mechanisms are established to take advantage of regional commercial opportunities where Aboriginal interests hold concessions and/or a competitive edge: for example, in the provision of services within the Park, the development of tourist accommodation and the production and marketing of Aboriginal material culture and art to tourists; and
- the crucial role played by 'royalty' associations as regional vehicles to economic growth is recognised, monitored and supported (Recommendation 3.80).

Business development in the Region

The SAG recommends that:

- existing Aboriginal royalty associations in the Kakadu Region consider options to jointly establish an Aboriginal Development Corporation to assist in the identification and establishment of businesses;
- in assessing the viability of businesses, long-term commercial viability be given precedence over immediate employment or income returns. Options for joint venturing, with appropriate buy-back options, could be considered, and both community and individual businesses need to be facilitated; and
- the long-term benefits and costs of establishing Aboriginal businesses be thoroughly communicated through education programs to Aboriginal people in the Region, especially in terms of the potential for inter-generational economic betterment (Recommendation 3.84).

Mining and tourism moneys

The SAG recommends that:

- a narrow definition of 'area affected' for the Ranger Mine is inappropriate and should be reviewed immediately by the Northern Land Council. The parameters of the KRSIS indicate that the 'area affected' is at least as wide as Kakadu National Park Stages 1 and 2;
- in considering the definition of 'area affected', recognise that the parliamentary intent explicitly aims to ensure that 'area affected' moneys (statutory royalty equivalents) are widely available to and for the benefit of traditional owners and residents of areas affected. 'Area affected' moneys are not earmarked exclusively for the traditional owners of a mine area;
- recognition is given to the special interests of the traditional owners of a mine area. In particular the traditional owners should have primacy over decision-making that may impact on their land, while recognising that this is different to decisions on 'area affected' moneys which are directed to the whole community. Recognition of the special interests of the traditional owners may also extend to negotiated payments such as rentals being earmarked for the traditional owners of a mining area. Mechanisms should be introduced to ensure good planning and management of the land while supporting the primacy of the traditional owners (such as arrangements which allow delegations of functions);
- mechanisms are developed to stabilise the incomes of Aboriginal organisations in areas affected, especially when such income is used for commercial purposes;
- the inequity of the royalty distribution arrangements in the Ranger Agreement be addressed as a matter of urgency; existing potential inequities in any extension of the Ranger Agreement beyond the year 2000 and in the Pancontinental Agreement, if Jabiluka proceeds, should be rectified;

- consideration be given to addressing the intended purposes of making 'areas affected' payments. In particular attention needs to be given to whether such moneys should be applied to community purposes or to individuals; whether the existing 40/30/30 formula is equitable given different financial provisions in other post-land rights mining agreements; how area affected should be defined; and how existing mechanisms to reduce disputation of mining monies need to be improved;
- the Northern Land Council assess the application of moneys paid for the lease of Kakadu National Park by Parks Australia North. Traditional owners, through the Northern Land Council should be encouraged to consider community benefit in the use of funds; and
- that an ongoing education program is instigated to address awareness and understanding by Aboriginal people of economic flows in the Region, including information about financial strategies at the individual and family level (Recommendation 3.90).

Funding substitution by governments

The SAG recommends that:

the governments ensure there is further investigation of the issue of funding substitution, and action is taken if appropriate (Recommendation 3.95).

Implementation of the Community Action Plan

The SAG recommends that:

- the Commonwealth and Northern Territory Governments, Energy Resources of Australia and the Northern Land Council immediately establish a team to oversee the implementation in a holistic manner of all Government-endorsed recommendations in this Community Action Plan;
- the Implementation Team consists of senior personnel with decision-making authority appointed by the Commonwealth Government, Northern Territory Government, Northern Land Council, Energy Resources of Australia, Jabiru Town Council, Aboriginal and Torres Strait Islander Commission, and the Aboriginal Project Committee;
- the Implementation Team is independently chaired;
- the implementation process is jointly funded by the key participants: the Commonwealth Government, Northern Territory Government, Energy Resources of Australia and the Northern Land Council. Major resource commitments will be needed for a full-time regionally-based secretariat, with program commitments and team participation to be the responsibility of individual agencies;
- the Implementation Team meets quarterly and is constituted for a period of three years in the first instance; and
- the Implementation Team is fully accountable via quarterly reporting to governments, the Region's Aboriginal population and all participants. The independent chair should report directly to relevant ministers (Recommendation 5.6).

Ongoing social impact monitoring and research

The SAG recommends that:

- as soon as the implementation process begins, a Social Impact Research and Monitoring Program is initiated in the Kakadu Region;

- the charter for this Program is to ensure independent assessment and oversighting of implementation of recommendations, action research and ongoing analysis of social change in the Region;
- the Research and Monitoring Program is overseen by an independently serviced Aboriginal Committee with appropriate representation from all regional interests;
- the Research and Monitoring Program is ongoing, and co-funded by the Commonwealth and Northern Territory Governments, with a review every three years;
- the Research and Monitoring Program is undertaken by a small team of professionals working closely with the Implementation Team (Recommendation 5.6);
- the Research and Monitoring team is either a newly-created independent body, or is housed in an existing government organisation, and the funding implications of both options should be considered by the funding agencies; and
- whichever option is taken, the independence of the Research and Monitoring Program and its accountability to the Region, via the Aboriginal Committee and to the Commonwealth and Northern Territory Governments is legally assured (Recommendation 5.12).